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ANNEX IV

to the Commission Implementing Decision on the financing of the annual action plan in favour of the Islamic Republic of Pakistan for 2023

Action Document for Women participation and leadership in governance and democratic processes in Pakistan

ANNUAL PLAN

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Women participation and leadership in governance and democratic processes in Pakistan OPSYS number: ACT-61799 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Pakistan (focus on the Provinces of Balochistan, Khyber Pakhtunkhwa, Sindh and Islamabad Capital Territory)
4. Programming document	Multi-annual Indicative Programme (MIP) for Pakistan for 2021-2027
5. Link with relevant MIP(s) objectives / expected results	MIP 2021-2017 Priority Area 3: Governance Specific Objective 7: Strengthened Governance and Rule of Law in line with international standards Expected Result 7.4: improving access to social and economic rights
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	DAC 150: Government and Civil Society
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): 5 (Gender Equality) Other significant SDGs (up to 9) and where appropriate, targets: 10 (Reduced Inequality) and 16 (Peace, Justice and Strong Institutions)
8 a) DAC code(s)	DAC 15150: Democratic participation and civil society (50%) DAC 15170: Women's rights organisations and movements and government institutions (50%)

8 b) Main Delivery Channel	UN Entities - 41100			
9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective
Digitalisation @		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services		YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
Connectivity @		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
digital connectivity energy		YES <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/>	

	transport health education and research	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	
	Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line(s) (article, item): 14 02 01 31 (NDICI South and East Asia) Total estimated cost: EUR 5 000 000 Total amount of EU budget contribution EUR 5 000 000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Indirect management with the entity(ies) to be selected in accordance with the criteria set out in section 4.4.4.			

1.2 Summary of the Action

Despite significant strides over the last two decades, equal representation and participation of women and socially marginalised groups in Pakistan's political and public life is lagging. As a party to international conventions, particularly the Convention on the Elimination of All Forms of Discrimination Against Women, the country has taken a number of affirmative steps to improve women's representation as voters and candidates, e.g. reserving seats for women in all legislatures (17%) and local government (33%), awarding at least 5% party tickets on general seats to women and setting mandatory minimum women voters' turnout (10%). While progress has been achieved, meaningful participation and representation of women in all their diversity remains challenging due to a number of socio-cultural, economic and political barriers. There is a need for a next generation of reforms to support more women turning up to vote, contesting elections and joining political parties. This is particularly relevant in the context of Pakistan's growing vulnerability to climate change and the 2022 flood recovery context, where women should be at the centre of decision-making processes that affect their lives and their communities and drive greater prioritisation of women's and socially marginalised groups' issues in policy development.

The action aims to ensure women's full and effective participation and equal opportunities at all levels of decision-making in political and public life in Pakistan (impact). This would be done by strengthening enabling conditions for the participation of women and socially marginalised groups in democratic and governance processes (outcome 1), ensuring women adopt behaviours and attitudes for equal participation and leadership as voters, aspiring leaders, contestants, local councillors and parliamentarians (outcome 2) and incorporating affirmative measures for increased and effective women's participation and representation in the institutional and legislative frameworks (outcome 3).

The action targets the Provinces of Balochistan, Khyber Pakhtunkhwa and Sindh and includes activities at the federal level. It builds on a transformative, intersectional approach, addressing both demand and supply sides.

On the demand side, where nearly 10 million women are still missing from electoral rolls, the action will contribute to close this gap in selected (10-15) districts. Civic and voter education campaigns will be conducted to ensure that registered women, persons with disability, religious and ethnic minorities and members of the transgender community have increased and effective electoral participation. To further provide an enabling environment, the action will contribute to strengthen mechanisms to reduce violence and counter dis/misinformation against women during the electoral process. Violence in digital space against women and marginalised groups will be monitored and curtailed.

Alongside mitigating the obstacles to equal rights of participation, the agency and leadership of women will be strengthened. The action will focus on capacity development of aspiring women leaders, in the formal and informal arena of politics, local councillors and parliamentarians through an extensive mentorship programme as well as their engagement with local civil society. The action will also aim to engage and strengthen (or establish, where needed)

existing networks of women in local council, grassroots activists, youth networks and/or women leaders from various sectors. Those include bureaucracy, professional associations of lawyers, teachers, doctors, nurses, journalists, home-based workers and human rights organisations to provide a space for aspiring women leaders to engage and connect with grassroots, voters and citizens. In close association with civil society organisations, media and (men and women) parliamentarians, this aims to create a critical mass to generate demands for fair representation in political party structures, fair party tickets distribution as well as parties' closer engagement with stakeholders such as civil society, think tanks, academia and media.

On the supply side, efforts will be further consolidated through the institutional strengthening of legislatures (federal and provincial), political parties and the Election Commission of Pakistan (ECP). The action will aim to provide support on gender-responsive political and electoral reforms, pro-women legislation and making parliamentary business more inclusive and responsive to the needs of women, persons with disability, religious and ethnic minorities and members of the transgender community. Regulatory and oversight bodies such as National/Provincial Commission(s) on the Status of Women will also be strengthened to ensure an inclusive electoral process and compliance to human rights commitments.

The action contributes to addressing the EU-Pakistan MIP 2021-2027¹ priority area 3 (governance) which reaffirms the need to improve access to social and economic rights (specific objective 7). It has strong links with priority areas 1 (green inclusive growth) and 2 (human capital) as it contributes to creating a more enabling environment for equal participation of women in decision-making and as leaders in society. This is an explicit cross-cutting objective of the MIP. The action delivers on the EU Gender Action Plan III 2021-2025 in particular to its thematic areas of engagement "Promoting equal participation and leadership" and "Promoting economic and social rights and empowering girls and women" and on the Youth Action Plan in EU External Action 2022-2027. The action supports electoral reforms that align with recommendations on gender and human rights from the 2018 EU Electoral Observation Mission.

2 RATIONALE

2.1 Context

Pakistan is the fifth most populous country in the world, with a population of an estimated 240 million people out of which almost half are women and young girls. Uneven development of the country resulted in socio-economic disparities and inequalities along the line of class, gender, region, rural-urban divide and religion.

Elite capture of the state institutions, poor governance, political instability, internal conflicts, and lack of investment to build human capital and poverty all explain why successive governments in Pakistan have been unable to adequately deliver on gender equality and women and girls' empowerment. This has locked generations of girls out of education, formal labour and overall public goods and services: women have a 22% lower literacy rate than men, make up just 22% of the labour force and receive only 18% of the country's labour revenue. They account for only 5% of senior leadership positions in the economy. Gender-based violence remains widespread². Women also remain acutely underrepresented in mainstream politics and decision-making roles. Statistics show that nearly 10 million women are not registered as voters, 15% of eligible women do not hold a National Identity Card (NIC), only 3% hold a bank account and one in ten ministerial portfolios is held by a woman. However, studies also reflect that while women constitute about one-fifth of the total membership of both houses in Parliament, they contribute almost 33% to the parliamentary business. This points to the potential of achieving a critical mass of women parliamentarians and local representatives to drive greater prioritisation of women's issues in policy development.

Gender inequality in political and electoral processes is a global challenge. International commitments are reflected in the Convention on Civil and Political Rights, the Convention on the Elimination of all Forms of Discrimination against Women, the Beijing Platform of Action and the Sustainable Development Goals. However, after decades of repeated global commitment and affirmative action measures, there are only 26.4% women in the world parliament today.³ Pakistan is a signatory to the aforementioned conventions and covenants. The country has also taken affirmative steps towards formulating policies and laws to protect human rights, ratifying core international human

¹ EU-Pakistan Multi-annual Indicative Programme (MIP) 2021-2027

² According to the Pakistan Human Rights Commission and the Pakistan Journal of Medical Sciences, 90% of women have experienced some form of domestic violence at the hands of their husbands or families. 47% of married women have experienced sexual abuse, particularly rape.

³ <https://www.ipu.org/impact/gender-equality>

rights conventions and introducing pro-women legislation and strategies including the 2022 National Gender Policy Framework⁴. Pakistan's Vision 2025⁵ also acknowledges the discrimination faced by women and highlights the need to promote an enabling environment for them to realise their full potential and be visible and more effective contributors to the socioeconomic development of the country. However, whilst laws and strategies for women's empowerment and protection are in place at national and sub-national levels, implementation remains weak.

The political landscape in Pakistan remains characterised by male dominated patriarchal parties with predominantly dynastic tendencies leaving little room for party activists, independent women aspirants to enter in the corridors of power. Even when formal barriers are removed through legal interventions, systemic obstacles prevent women from achieving equal opportunity in the political space.

The year 2002 is considered a milestone in achieving 17% women quota for legislatures. However, the influx of women in the national and provincial assemblies also witnessed an elite capture of that space, taking away diversity of voice and representation and reducing women's meritocratic considerations. Similarly, while the 2017 electoral reform mandates political parties to allow at least 5% women candidates to contest elections on general seats, women are given party tickets to contest on losing constituencies as it is perceived that women lack social and economic capital to compete. Since the 2018 general elections, of the 272 National Assembly constituencies, only 3.7% of the general seats were won by women. The 2018 EU Election Observation Mission report identified these systemic barriers and called in its priority recommendations for the "adoption of affirmative measures to foster the representation of women contesting general seats".⁶ The 2022 needs assessment undertaken by the UN Electoral Assistance Division observed that civic and voter education must focus on women, youth, persons with disabilities, transgender, and religious minorities, and to ensure protection of rights of women to run for office. It also called for supporting engagement initiatives in Pakistan's electoral processes and enhancing underrepresented groups' participation as voters, candidates, especially to strengthen women's participation as voters and electoral administrators.

Women also remain marginalised in the local governance discourse and a larger disconnect between women at the grassroots, provincial and federal levels is observed. The Constitution of Pakistan devolves powers to the grassroots and empowers local governments. However since 2018, these have been ineffective due to weak laws and institutional capacity challenges. A gender analysis of the Provincial Local Government Acts shows there is generally inadequate allocation of powers and resources to the local government, legal inconsistencies and shrinking representation of women and working classes. With the exception of Balochistan and Islamabad Capital Territory, none of the other provinces have reserved 33% of seats for women in the local government. The modality of election is dominantly indirect on reserved seats. Women's interest in participating in local government is going down which is reflected in the large number of seats reserved for women filled unopposed or remaining vacant.

The elections foreseen in late 2023 present an opportunity to observe, learn and better strategise to implement impactful interventions in the run-up to the next electoral cycle in 2028. Another opportunity to deliver on inclusive participation presents itself in the 2023 Resilient Recovery, Rehabilitation, and Reconstruction Framework (4RF) which includes participation of women and youth as a strategic recovery objective.

Pakistan has been ranked as one of the top ten countries most affected by climate change and women and people with disabilities being affected the most. Unprecedented floods in 2022 left one third of the country under water, affecting 33 million citizens. As reported by the 2022 Post Disaster Needs Assessment, the extensive loss of livelihoods, assets, and human capital built on existing disparities and affected the most vulnerable and marginalised households, with disproportionate impacts on women and girls. This included exacerbated risk to health and child-birth, period poverty and safety. It is therefore crucial that women not only be treated as knowledge, skill, and rights-holders but also as change agents and policy makers – and that they are supported and strengthened in these roles. Women need to be actively and meaningfully engaged in the post-flood rehabilitation phase as well as in climate resilience planning and responses.

In their Strategic Engagement Plan⁷, Pakistan and the EU commit to promoting electoral reforms as well as inclusive participation of women in all their diversity in governance and democratic processes. This means putting women at the centre of decision-making processes and policies that affect their lives, including the floods recovery and

⁴ <https://www.pc.gov.pk/uploads/report/NGPF.pdf>

⁵ <https://www.pc.gov.pk/uploads/vision2025/Pakistan-Vision-2025.pdf>

⁶ [Final Report](#), European Union Election Observation Mission, Islamic Republic of Pakistan, General Elections, 25 July 2018

⁷ EU – Pakistan Strategic Engagement Plan (SEP)

reconstruction plans as per the 4RF. The support under the action will be sustained over a period of up to 5 years, leading up to the next elections, in 2028. It will contribute to delivering on Pakistan's commitments on gender equality and women empowerment (GEWE) under SDG 5, focusing on women's full and effective participation and equal opportunities for leadership in political, economic and public life (target 5.5). The action will also contribute to SDG 10 (inequality) and SDG 16 (peace, justice and strong institutions). The action contributes to addressing the EU-Pakistan MIP 2021-2027 priority area 3 (governance), which reaffirms the need to improve access to social and economic rights (specific objective 7). It has strong links with priority areas 1 (green inclusive growth) and 2 (human capital) as it should contribute to creating a more enabling environment for equal participation of women in decision-making and as leaders in society. The action also contributes to the implementation of the EU Gender Action Plan III and its country level implementation plan (2021-2025). It further contributes to the objectives of the EU-Pakistan CSO Roadmap 2021-2021, the EU-Pakistan Human Rights and Democracy Country Strategy 2021–2024 and the Youth Action Plan in EU External Action 2022-2027. The action also supports electoral reforms that align with recommendations on gender and human rights from the 2018 EU Electoral Observation Mission and follow-up assessment. It would also directly support and ensure follow up and sustainability of policy dialogue with civil society on issues related to GEWE.

2.2 Problem Analysis

Women and girls comprise around 49% of the total population of Pakistan (2017 census) and they make immense contributions to economic and social development of the country. Despite efforts, gender inequality is of significant concern. The World Economic Forum's Global Gender Gap 2022 report places Pakistan at 145 out of 146 countries, lowest in South Asia and better than only Afghanistan. From all the sub-indices of the report, Pakistan's rank is highest on political participation as more women than ever before are participating in political activity. Despite considerable gains, women however remain underrepresented. According to the Inter-Parliamentary Union, Pakistan ranks 115th in the list of 190 countries in terms of representation of women. Women representatives overall also fail to ensure the integration of gender concerns in public policy, plans and budgets to advance the GEWE agenda.

The major factors hindering women's meaningful participation in the governance and political sphere, as members of parliament or local government, candidates, political workers or voters are multi-layered. They include low levels of literacy; patriarchal social norms limiting their mobility, decision making and advancement; financial constraints; lack of opportunities; barriers against participation in political/leadership activities; violence and harassment in the public and private spheres; and disproportionate share of responsibilities for the family and home.

Women's **registration on the electoral rolls** is a necessary condition for their participation in the democratic process. This is in turn concomitant with their access to NICs, a legal requirement for voters to be registered on the electoral roll. Women voters and those belonging to socially marginalised communities (persons with disability, religious and ethnic minorities, and transgender community) continue to face sociocultural, economic and political obstacles to exercising their right. Dependent socio-economic status, lack of awareness, cultural restrictions on mobility and lack of interest are some of the reasons for the gender deficit in electoral rolls. With the coordinated efforts of ECP, NADRA and civil society organisation as many as 10 million women have been added to the electoral rolls since the 2018 general election – reducing the gender gap from 11% (2018) to 8.3% (2023).⁸ However, an estimated 9.65 million women voters are still missing. There is regional variation as well, Balochistan has the highest gender gap (13%) followed by Khyber Pakhtunkhwa (10%), Sindh (9%) and Islamabad (5%). The persistent gender gap in electoral rolls goes beyond institutional weaknesses and voter registration also does not automatically lead to higher **voter turnout**. Institutional and social barriers continue to discourage women to come out to vote, e.g. distance of polling stations, inappropriate infrastructure, restrictions on mobility, societal taboos, lack of knowledge and interest in politics, domestic responsibilities and fear of political violence. Despite this, an increasing interest in the electoral process is reported: the number of women voters almost doubled from the elections in 2008 (4.6 million) and 2018 (8.1 million).⁹ Lack of education and information barriers also deprive women to make rational choices. **Civic and voter education** needs to be a continuous process with a special focus on women and marginalised groups.

Women participation remains heavily restricted by **patriarchal norms of power-sharing and discrimination**. Central to the role of women in governance and democratic processes is their dependence on male counterparts-cum-powerbrokers, which contributes to reducing their agency and power. Gender is not the only ground for

⁸ Election Commission of Pakistan. ecp.gov.pk

⁹ Source: Trust for Democratic Education and Accountability (TDEA)

discrimination. Women's experience of discrimination is based on the intersectionality of multiple forms of discrimination based on class, religion, sexuality, ethnicity, disability, etc. Also, there are sub-groups within marginalised sections of the society such as women within religious minority groups, or women with disabilities, or trans-women within women group.

Violence and harassment against women in political spaces is particularly widespread. Women candidates, their families and supporters routinely face threats and intimidation. Being young, from a minority community or from an opposition party may increase the risk. Misogynistic comments, derogatory remarks, offensive or patronising language used towards women in politics has become the norm, and even more so on the media. Such tactics of intimidation and harassment discourage women from participating in political and leadership roles. A UN Women study on violence against women in politics in South Asia shows that 60% of women do not participate in politics due to fear of violence.

These challenges to women's participation directly infringe upon their democratic rights and can restrict rights in other areas given the central role that national and provincial legislatures have in formulating, implementing and monitoring laws and budgets. As a result, the interests and needs of women, girls and marginalised groups are under-represented in resource allocation processes. Likewise, for the women in political parties, or aspiring candidates there is a lack of learning forums, hand-holding or capacity support. This has repeatedly led to a capacity gap in women leadership who are expected to learn 'on-job' while also delivering results.

Women who make it to the legislature face another set of problems. If parliaments are truly supposed to reflect the voices of constituents, **women need to be proportionately represented** according to the size of the population. In the incumbent Parliament of Pakistan, 20.2% seats are held by women in the National Assembly¹⁰ and 19.2% in the Senate. This is due to affirmative action through the reserved seats provision. While this quota system ensures the required representation of women, including them in decision making remains another challenge, particularly at provincial level.¹¹ Furthermore, while women's numerical strength in the legislature has made a significant impact on parliamentary functioning (unprecedented number of pro-women legislations were passed and a reported 60% of the business of the house is run by women), their participation has so far **failed to be substantive** in terms of pushing women's interest in the public policy and development priorities. This is primarily because there are no qualification criteria for reserved seats: women are brought to formal political structures through indirect mode of election whereby leadership of political parties nominate them on gender quota. As a result, diversity amongst women is ignored in allocating tickets on quota seats (as a result of an elite capture) and women on these seats are unable to develop their constituency base.

Equally critical is the role of ECP as the **watchdog of electoral laws in the country**. An institutional gender audit conducted by UN Women observes that it lacks capacity to mainstream gender internally. This translates into challenges of inclusiveness within ECP objectives, implementation cycles and at times gender-responsive election preparedness.

Notwithstanding all these barriers, **more and more women are aspiring to enter the formal and informal arenas of politics**. In 2018, a total of 463 women contested on general seats from the national and provincial assemblies, compared to 180 in 2008. Similarly, there is an increase in the number of women who contested elections on general seats as independents (175 in 2018). Women are increasingly visible in public spaces especially in the urban centre, as they are entering the job market. The impact of gender parity in tertiary education translated into the upward trend of women joining civil service and holding managerial positions. Education and health sectors traditionally absorbed women workers, but new avenues are opening up in various branches of government, media, judiciary, private sector, and politics. Women are also active in civil society and social movements where they are emerging as leaders. This shows there is a critical mass of women who are willing to play a more active and meaningful role in the democratic and governance processes – as aspiring leaders, candidates, party workers etc.

Within this landscape, piecemeal interventions of auxiliary actors have so far shown isolated impact on overall women political and electoral participation. Various programmes have been/are supporting legislatures, political parties, ECP and watchdog institutions – but mostly in silos, making it difficult to establish linkages and unify outcomes. UNDP Pakistan continues to support electoral and legislative process by providing technical assistance and capacity development to ECP on elections management, human resource training, monitoring & evaluation and other related

¹⁰ Out of 342 members, 60 are women are on reserved seats, whereas an additional 9 came to the Parliament from general elections.

¹¹ Currently, only five women are in the cabinet. In Balochistan, the provincial cabinet comprises of 8.8% women only. In Khyber Pakhtunkhwa no woman parliamentarian is included in the cabinet. In Sindh, the provincial cabinet comprises of only 11% women members.

areas. A gender mainstreaming of the ECP will be carried-out during their two-year programme (2023-2024)¹². Canada is also financing a large programme to advance the political participation of women across the country, which will end in 2024. The action will build on these work-streams. Stronger linkages with actors playing an integral role in providing oversight and monitoring, such as civil society and media, will be sought for consolidated impact.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

As Duty-bearers:

Parliament of Pakistan/provincial legislatures: Since the return of parliamentary democracy to Pakistan in 2008, the country has witnessed smooth power transitions every 5 years (2013 and 2018). Since then, these legislatures have made piecemeal efforts to develop women specific legislation and created parliamentary forums such as women parliamentary caucuses, SDGs taskforces, Young Parliamentary Forum and Child Rights Caucus to ensure crosscut of gender advocacy. However, due to a number of institutional, administrative, legislative and leadership challenges the desired results have not been achieved. For a long-term impact, efforts need to be integrated by organised inter-parliamentary coordination, enhanced institutional capacity, strong leadership and political commitment. Through the action, legislatures and caucuses will be strengthened to play a pro-active role in upstream work on constitutional and legislative reforms and gender-responsive governance structures and legislative amendments that can safeguard and strengthen political participation of women, persons with disability, trans-genders and ethnic and religious minorities.

Political parties: The action will work closely with all major political parties in the 3 provinces. As gatekeepers for women political participation and representation, political parties can act as transformative agencies to ensure meaningful change. Through the action, political parties' practices, policies, capacities and values will be influenced to impact women's political participation and representation.

Election Commission of Pakistan: As custodian of all electoral laws, ECP, amongst its various roles, also acts as a watchdog to regulate any wrongdoing in the elections process that may violate political rights of women and girls. Given its strategic mandate, the ECP's internal as well as external engagement with other institutions, political parties, civil society, and especially vulnerable groups shall be integrated through the action. While ECP has undertaken reforms, pro-women interventions are sporadic and inconsistent. A cultural shift and organisational reforms that can ensure principles of gender equality and pro-women policies within all its processes and systems.

Local Governments (LGs): Local government structures provide reserved seats for women through a combination of direct and indirect elections. Provincial governments are responsible to establish a local government system and devolve political, administrative, and financial responsibility and authority to elected representatives of local governments. The current local government laws in each province hold provisions related to women participation at grassroots level. In this regard, local governments also become the first point of entry for women into the governance space. Inconsistent local government elections have led to further marginalising women, persons with disability, trans-genders and minorities. Women in LGs face capacity challenges in budget making and oversight.

National Commission on Human Rights (NCHR)/ National Commission on the Status of Women (NCSW): As statutory bodies, these commissions have a key role to play in regulating and advising the government in inclusive, and gender responsive political and electoral processes. As principal intergovernmental body to oversee and report on Pakistan's international commitments on human rights and gender equality, through the proposed action, commissions' work will be integrated into the larger women political participation discourse to supplement efforts of women at local governments, provincial and federal legislatures as well as women political workers. Interventions will be implemented in close coordination with the EU-funded programme to promote human rights (AAP 2023).

National Database & Registration Authority (NADRA): As the central body to register all citizens of the country, NADRA is responsible to issue identity cards (IDs) and maintain individuals' information in the government's database. As the government's largest database institution, issuance of IDs is a pre-requisite to be enrolled on an electoral list to be able to vote. This role puts NADRA at a strategic responsibility to enlist as many citizens in its ID system. Currently, the gender gap on electoral lists is at 9.65 million.

As Right holders:

¹² Strengthening Electoral and Legislative Processes project ([SELP](#)) implemented by UNDP.

Civil society organisations (CSO): Throughout the action, civil society and academia will be engaged as an instrument to secure the rights and interests of women and girls, persons with disability and other socially excluded groups, given their roles as mobilisers and promoters for gender-responsive and leave-no-one behind interventions. The action will bring on board other actors than NGOs from the civil society. Pakistan is seeing a growth of social movements (Aurat March, Pashtun Tahfuz Movement, Haq Do Tehreek just to mention a few) and special interest organisations, including the Homebased Worker Association, female teachers, nurses, lawyers, journalists, students and labour movements. Unlike NGOs, which are externally funded and cannot usually sustain their work beyond the life of the funded programmes/projects, these are organic, constituency-driven movements, which have a much wider outreach and self-sustainability. There are women leaders in these outfits that can be further trained to speak on behalf of women and impact on political issues and processes in the country. Interventions will be implemented in close coordination with the EU-funded programme on CSO rights (AAP 2023).

Media: The role of media is vital in generating a democratic culture that extends beyond the political system and becomes engrained in the public consciousness over time. While media acts as a watchdog as well, for Pakistan's delicate democratic set-up, role of media can be catalytic for democracy and development, influencing women and youth participation. Simultaneously, media can be used as a vehicle to advocate for rights and good governance. While previous interventions on women political participation have engaged online and offline media as a side note, their role will be critical in the action.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The **Overall Objective (or impact)** of this action is to ensure women's full and effective participation and equal opportunities at all levels of decision-making in political and public life in Pakistan.

The **Specific(s) Objective(s) (or outcomes)** of this action are:

1. Strengthen enabling conditions for participation of women and socially marginalised groups in democratic and governance processes.
2. Ensure women adopt behaviours and attitudes for equal participation and leadership (as voters, aspiring leaders, contestants, local councillors and parliamentarians).
3. Incorporate affirmative measures for increased and effective women's participation and representation in the institutional and legislative frameworks.

The **Outputs** to be delivered by this action contributing to the corresponding Specific Objectives are:

contributing to Outcome 1 (or Specific Objective 1)

- 1.1 Increased awareness of and access to registration on electoral lists for women, persons with disability, religious and ethnic minorities and members of the transgender community.
- 1.2 Strengthened mechanisms for reduction of violence against women and raising awareness on dis/misinformation in political and electoral processes.

contributing to Outcome 2 (or Specific Objective 2)

- 2.1 Enhanced capacity of aspiring women leaders for political participation, networking and engagement with civil society and media.
- 2.2 Enhanced capacities of women and men parliamentarians and local councillors on gender responsive law-making, budgeting and monitoring.

contributing to Outcome 3 (or Specific Objective 3)

- 3.1 Increased capacity of legislatures to promote, adopt and implement gender-responsive laws and policies.
- 3.2 Improved mechanisms for mainstreaming gender in the structures and processes of political parties.
- 3.3 Enhanced capacity of ECP to efficiently and effectively mainstream gender in its structures and processes.

3.2 Indicative Activities

Activities relating to Output 1.1: *Increased awareness of and access to registration on electoral lists for women, persons with disability, religious and ethnic minorities and members of the transgender community.*

- Support ECP to develop and carry-out civic and voter education campaigns for women and socially marginalised groups in selected (10-15) districts with highest gaps on electoral rolls.
- Support the design and launch of NIC registration campaigns in selected (10-15) districts in partnership with NADRA and Bureau of Statistics. Support partnership with new stakeholders (e.g. telecommunication companies) to strengthen processes for NIC registrations.

Activities relating to Output 1.2: *Strengthened mechanisms for reduction of violence against women and raising awareness on dis/misinformation in political and electoral processes.*

- Support ECP to develop a situation analysis (with periodical reports) on violence against women, and socially marginalised groups in political/electoral processes in selected (10-15) districts. Auxiliary stakeholders include the Federal Investigation Authority (FIA), law enforcement agencies, harassment ombudsperson offices and Pakistan Electronic Media Regulatory Authority (PEMRA).
- Support ECP to review and improve rules on preventing violence against women and socially marginalised groups in political/electoral processes.
- Support legislatures (federal/provincial) to review and strengthen anti-sexual harassment policies and structures and develop implementation mechanisms on anti-sexual harassment laws for political parties and legislatures.
- Support the Ombudspersons on Harassment to develop reporting and redress mechanisms on violence against women in political/electoral processes. Build capacity on handling cases.
- Support FIA to organise periodic sensitisation workshops on addressing cases of pre-poll, poll, post-poll violence with police training colleges, judicial academies and law enforcement agencies (selected (10-15) districts).
- Support FIA to strengthen quick response mechanisms, in cooperation with law enforcement agencies in selected (10-15) districts.
- Support FIA to design and launch awareness campaigns for voters on dis/misinformation in online platforms, including social media.
- Build capacity of local reporters and journalist unions on gender and human rights -sensitive reporting, responsible reporting, fact checking during pre-poll, poll and post-poll cycles.
- Support PEMRA and FIA to strengthen response mechanisms/rules to counter gender-insensitive dis/misinformation. Build capacity of PEMRA and FIA on handling cases of misinformation.
- Support the National/Provincial Commissions on Status of Women (N/PCSW) to develop code of conduct on media monitoring and oversight during pre-poll, poll and post poll cycle. Build capacities to implement the code of conduct and adapt internal systems.

Activities relating to Output 2.1: *Enhanced capacity of aspiring women leaders for political participation, networking and engagement with civil society and media.*

- Establish and roll-out a 3 to 4 years mentorship programme. This will be done in collaboration with civil society (social and labour movements, and special interest organisations) in an effort to identify (future) women leaders. A board of mentors will steer the mentorship programme, design curriculum and support network of mentees. Two categories of women leaders will be mentored: aspiring women leaders and women local councillors/parliamentarians (following the 2023 elections). Specific mentorship pathways will be developed.
- The mentorship programme will propose (inter alia) periodic capacity-development workshops on running a campaign, conducting parliamentary business, communicating and networking and constitutional literacy; subject-specific workshops alongside CSOs, academia and media on climate change, women peace and security, gender-responsive budgeting, geo-politics; inter-parliamentary exposure visits (inter-provincial, regional and global) to study and understand parliamentary affairs and legislative processes. The programme will include various mediums of learning, accompanying and exposure by mentors on key areas of governance, elections and politics.
- Trainings, workshops etc. to strengthen capacities of existing networks/coalition of local CSOs (e.g. women councillors' network, women lawyer's networks, Rural Support Programme Networks, academia), media, and other stakeholders to engage with mentees and access institutions such as legislatures, political parties and ECP. Synergies will be sought with the EU-funded action on CSOs (AAP 2023).

- Trainings, workshops etc. to strengthen capacities and/or support the establishment of university youth networks in local universities (social sciences departments, sports and drama clubs). These networks will provide a forum for mentees to engage youth and make informed decisions at local levels.
- Trainings, workshops etc. to strengthen capacities and/or support the establishment of local councillors, provincial and federal parliamentarians (men and women) networks. These networks will engage with mentees periodically to provide guidance, share knowledge and best practices.

Activities relating to Output 2.2: *Enhanced capacities of women and men parliamentarians, and local councillors, on gender responsive law-making, budgeting and monitoring.*

- Trainings, workshops, on-the job coaching etc. to strengthen capacities of men and women parliamentarians, secretariat staff and local councillors on gender and human rights-sensitive legislation, development of amendments, post-legislative scrutiny of laws and secondary legislation, gender-responsive budgeting and budget oversight tools.
- Trainings, workshops, on-the job coaching etc. to strengthen capacities of women parliamentarians, local councillors to actively monitor the gender-responsiveness of the 4RF and its implementation and to participate in the development and monitoring of local development plans (with a gender-lens)

Activities relating to Output 3.1: *Increased capacity of legislatures to promote, adopt and implement gender-responsive laws and policies.*

- Support legislatures to take stock and assess gaps of all gender-related legislation to contribute to prioritising the gender-responsive legislative agenda, and support gender-sensitive electoral reforms (drafting of amendments and campaign with legislators). This will be done in close consultation with civil society, political activists and legal fraternity.
- Support legislatures, in close coordination with civil society to institutionalise the role of women in parliamentary leadership.
- Support Women's Parliamentary Caucuses (WPCs) in each legislature to deliver on their mandate. This includes inter alia research studies and campaign, in collaboration with civil society, to increase inclusiveness and representation of women and socially marginalised groups in the electoral and political process.
- Support the design and development of formal mechanism of interface between WPCs and civil society to strengthen civic engagement.

Activities relating to Output 3.2: *Improved mechanisms for mainstreaming gender in the structures and processes of political parties.*

- Support political parties to facilitate dialogue on gender and human rights -sensitisation (men and women party members) and to design a gender & social inclusion code of conduct (it should contribute to include women and marginalised groups in party decision making bodies and overall governance structure). Facilitate roll-out.
- Support inter-party dialogue on gender mainstreaming and social inclusion (regional best practices).
- Build capacity of party members to address violence against women.
- Capacity support to civil society to effectively engage with political and administrative institutions (this includes better understanding role of legislatures in law making, oversight & accountability and representation of gender-related issues).

Activities relating to Output 3.3: *Enhanced capacity of ECP to efficiently and effectively mainstream gender in its structures and processes.*

- Support ECP to develop a gender strategy to increase women's participation in electoral process and improve internal and external processes and systems. An implementation plan will be designed to mainstream gender-responsive policies and social inclusion in all processes of ECP. It will strengthen role of ECP as watchdog and regulator for an inclusive electoral monitoring body.
- Support the development and roll-out of the ECP 5-year strategic plan with a gender lens.
- Support ECP to improve its communication strategy on voter awareness and registration with a focus on social inclusion.

3.3 Mainstreaming

Environmental Protection & Climate Change

Outcomes of the SEA screening (relevant for budget support and strategic-level interventions)

The Strategic Environmental Assessment screening concluded that key environmental and climate-related aspects need be addressed during design.

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project)

The EIA screening classified the action as Category B (not requiring an EIA, but for which environment aspects will be addressed during design).

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project)

The Climate Risk Assessment screening concluded that this action is no or low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G2. This implies that the action directly address issues of gender inequalities and to promote women empowerment. It delivers on the SDG 5 (target 5.5) and on the GAP III (thematic areas of engagement: promoting equal participation and leadership and promoting economic and social rights and empowering girls and women) by supporting the inclusion of women, in all their diversity, in formal political and governance structures at the national, provincial and local government levels in Pakistan.

Human Rights

The action aims to promote women's full and effective participation and equal opportunities at all levels of decision-making in Pakistan's political, and public life, leading in turn to governance structures that are inclusive and services that are gender-responsive and accountable to the needs of women in their diversity and take into consideration environmental conservation and climate change. It notably involves addressing barriers to participation such as gender parity on electoral rolls and inclusion of socially marginalised groups (persons with disability, religious and ethnic minorities and members of the transgender community), lack of access and opportunity for women in decision making roles in political parties and legislatures, fair party tickets' distribution, electoral misinformation and violence and other upstream work. The action also looks at building the capacities of women political aspirants, in all their diversity, to improve their participation in the electoral process (through mentorship, strengthened linkages with civil society, civic education); strengthening the agency and leadership of women local representatives and parliamentarians through caucuses and other women machinery.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that the action will address the inclusion of socially marginalised groups, including persons with disability, in the democratic process (with a focus on registration on electoral rolls and civic awareness).

Reduction of inequalities

The depth and severity of poverty in Pakistan has increased as result of multiple shocks (mega-floods, economic resorptions, high food inflation). The lower middle-income poverty line is projected to increase to 37.2% in 2023, pushing an additional 3.9 million people into poverty as compared to 2022¹³. Inequalities and poverty levels in Pakistan are compounded by substantial inequalities in access to and quality of basic services such as health, education, electricity, water, and sanitation.

The action will indirectly address drivers of inequality by strengthening women's engagement in governance and reform processes, leading in turn to governance structures that are inclusive and to services that are gender-responsive and accountable to the needs of women and socially marginalised groups, in all their diversity and take into consideration environmental conservation and climate change. The action will contribute not only to achieve

¹³ Pakistan Development Update: *recent economic developments, outlooks and risks*, World Bank, April 2023

the targets of SDG-5 but also accelerate the progress in all other SDGs through the integration of women's perspective and concerns in sector planning.

Democracy

The action directly addresses, from both the supply and demand side, the meaningful and inclusive participation in the democratic and governance processes of women and young women, in all their diversity, as well as socially marginalised groups (with a focus on the demand-side for the latter).

Conflict sensitivity, peace and resilience

Building upon an ecosystem of sustainable and effective women participation in democratic and governance processes, and putting women and young girls in all their diversity at the centre of decisions taking, will contribute to address some of the key challenges facing Pakistan, including poverty and gender inequality as well as climate change, empowering peaceful and inclusive communities and contributing to further prosperity of inclusive and sustainable growth within the country.

Disaster Risk Reduction

The intervention logic reflects the flood recovery context and incorporate elements of strengthening women leaders in it, specifically in flood affected areas, with a focus on women's involvement in local development plans and implementing/monitoring the gender responsiveness of the 4RF and its implementation.

Other considerations if relevant

N/A

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External environment (safety and security)	Security situation deteriorates leading to unrest and worsening law and order.	Medium	High	It should be possible to carry-out the action as planned, making adjustments on needs base. Implementing partner(s) should use linkages with the governmental institutions (federal/local), security and law enforcement institutions to regularly analyse the situation and prepare and update mitigation plans.
External environment (political)	Political instability paralyses the functioning of government at federal and provincial levels. Regulatory and elected institutions cannot exercise their functions.	Medium	High	The situation will be monitored closely and the action will be adapted to the reduced possibility of engaging with government and institutional partners. To the extent possible, activities foreseen with non-institutional and non-state stakeholders would continue. Mitigations plans will be developed and regularly updated.
External environment (economics)	Macro-economic instability leads to economic collapse, increased poverty, insecurity and unrest.	High	High	The situation will be monitored closely and the action will be adapted to the reduced possibility of engaging partners. Mitigations plans will be developed and regularly updated.

External environment (environmental)	Floods and/or other natural disaster disrupts all levels of social, economic and political and priorities shift	Medium	High	The work-plan will be adapted to reflect the extent to which activities are effected and/or delayed in the event of a natural disaster (government institutions loses focus, effectiveness is reduced). Mitigations plans will be developed and regularly updated.
External environment (political)	Elections (general, provincial) are not held / military take over	Low	High	The action will be considerably affected if legislatures are dissolved. The work-plan will be adapted accordingly. Mitigations plans will be developed and regularly updated.
External environment (social)	Sensitivity to work on thematic areas, (e.g. gender, minorities and human rights)	Medium	Medium	This gender and human rights-related intervention will remain sensitive and a detailed strategy will be developed at the outset of the action, with mitigating measures regarding challenges that can affect smooth implementation. Close policy dialogue in dedicated EU-Pakistan forums will be sustained with the authorities, at federal and provincial levels.
Planning, processes and systems (social, operational, and strategic)	Political uncertainty and lack of commitment /ownership from the government(s) and institutions	Medium	Medium	Close policy dialogue in dedicated EU-Pakistan forums will be sustained with the authorities, at federal and provincial levels. With the support of implementing partner(s)'s networks and resources, partnership will be built with new governments and legislatures (federal and provincial).

Lessons Learnt:

Various programmes on electoral reform and/or democratic participation have been/are supporting legislatures, political parties and ECP and providing capacity support to women representatives and watchdog institutions to play an effective role in strengthening women's participation in democratic processes. The action proposes to build on the lessons learnt and positive changes that have taken place to boost them further to achieve more impactful results.

Notably, the action will create horizontal and vertical linkages amongst the most relevant stakeholders such as ECP, NADRA, Bureau of Statistics, political parties, public representatives, women specific machinery and CSOs around the theme of women's empowerment for leadership and participation in democratic processes and GEWE.

The action also foresees the first extensive, long-term mentorship programme of the kind in Pakistan, targeting aspiring women leaders. The capacity support provided to women politicians and representatives in previous interventions had been through event-based, short training courses without refreshers or long-term handholding. Unlike previous mentorship initiatives, the action will also induct women leaders from local communities, social movements and professional association. In the 3 Provinces considered (Balochistan, Khyber Pakhtunkhwa and Sindh), local CSO alliances will be strengthened to mobilise women (potential) candidates, local leaders and activists to be mentored extensively over the period of implementation.

Through the action, engagement with political parties will also be central – local level rights-holders will be supported to have a collective voice to generate demands for making political parties internally democratic and more inclusive so that it influences structural and cultural shifts and effective participation of women and marginalised groups. These efforts will be further consolidated by providing technical assistance to identify new generation of reforms and advocacy for pro-women legislation and parliamentary business and capacity development of (male and female) parliamentarians. Regulatory bodies such as ECP and CSWs will be strengthened to ensure an inclusive electoral process and compliance to human rights commitments.

3.5 The Intervention Logic

The underlying intervention logic for this action is that

IF the barriers preventing women's equal participation in the democratic and governance processes are pro-actively and adequately addressed (outcome 1) by improving registration of NICs and on electoral rolls and raising voters awareness (output 1.1); and putting in place effective mechanisms to prevent and address violence and dis/misinformation against women in the democratic space (output 1.2) – *thereby creating an enabling environment*;

AND the agency and leadership of women is strengthened (outcome 2) by building the capacities of aspiring women leaders, local councillors and parliamentarians through mentorship and stronger engagement with civil society at grassroots and the media (output 2.1); and capacity development on gender responsive law-making, budgeting and monitoring (output 2.2) – *on the demand-side*;

AND legislatures, political parties and ECP are adequately equipped to introduce affirmative measures for increased and effective women's participation and representation (outcome 3) by strengthening their capacities to drive gender-responsive electoral reforms, pro-women legislation and parliamentary business (output 3.1); and mainstreaming gender in structures and processes of political parties (output 3.2) and ECP (output 3.3) – *on the supply-side*;

THEN

More women and socially marginalised groups constituents will understand their rights and responsibilities as part of the democratic process and will show-up to exercise their rights vote;

More aspiring women leaders will feel empowered to represent their constituencies in an organised and meaningful manner, articulate demands based on a nuanced understanding of the diverse realities of women across the Provinces, and engage in the democratic process;

Women parliamentarians and local councillors will efficiently deliver on their mandates, lead and influence decisions, demand their rights and actively engage in decision-making at all levels;

Oversight and monitoring will be ensured through strengthened regulatory bodies and civil society;

THEN

More women in their diversity will be meaningfully engaged and will effectively participate in the governance and democratic processes to influence public decision and opinion making (impact)

WHICH will lead to governance structures that are inclusive, gender-responsive and accountable to the needs of women and young girls.

BECAUSE

As a result of creating an enabling environment, providing capacity development and ensuring effective vertical and horizontal linkages between stakeholders, meeting demand side needs and reforms at supply side, oversight and monitoring through regulatory bodies and civil society an ecosystem of sustainable and effective women's participation will be created.

3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this action document, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action. The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

Results	Results chain (a): Main expected results (maximum 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	Ensure women's full and effective participation and equal opportunities at all levels of decision-making in political and public life in Pakistan.	Proportion of seats held by women in national parliaments and local governments (GERF 1.29, SDG 5.5.1)	TBC in the inception phase (2024)	TBC in the inception phase (2028)	ECP, Parliament(s), local government(s)	<i>Not applicable</i>
Outcome 1	Strengthen enabling conditions for participation of women and socially marginalised groups in democratic and governance processes.	1.1 Electoral Gender Gap 1.2 Number of rejected ballot papers in selected districts (general elections) 1.3 Percentage of reported cases on violence against women in political and electoral contexts that are dealt with effectively by redressers (ECP, police/LEA, FIA, PEMRA).	1.1 9.65 million (2023) 1.2 TBC in the inception phase (2024) 1.3 TBC in the inception phase (2024)	1.1 TBC in the inception phase (2028) 1.2 TBC in the inception phase (2028) 1.3 TBC in the inception phase (2028)	1.1 ECP database 1.2 ECP database 1.3 ECP, police, FIA, PEMRA reports	Elections are held. The security/political situation does not deteriorate.
Outcome 2	Ensure women adopt behaviours and attitudes for equal participation and leadership (as voters, aspiring leaders, contestants, local councillors and parliamentarians).	2.1 Percentage of women, youth and minorities contestants on general seats. 2.2 Voters' turnout, disaggregated by sex and socially excluded groups (number).	2.1 TBC in the inception phase (2024) 2.2 TBC in the inception phase (2024)	2.1 TBC in the inception phase (2028) 2.2 TBC in the inception phase (2028)	2.1 ECP database 2.2 ECP database	Elections are held. The security/political situation does not deteriorate.
Outcome 3	Incorporate affirmative measures for increased and effective women's participation and representation in the institutional and legislative frameworks	3.1 Number of gender-sensitive laws and policies adopted as part of legislative reform at national and sub-national levels 3.2 Number of women in leadership positions in political parties and in legislative bodies (chairs of Standing/Special Committees, women candidates as Deputy/Speaker National Assembly, Deputy/Chairman Senate)	3.1 TBC in the inception phase (2024) 3.2 TBC in the inception phase (2024) 3.2 TBC in the inception phase (2024)	3.1 TBC in the inception phase (2028) 3.2 TBC in the inception phase (2028)	3.1 NA databases 3.2 NA reports	Assemblies and institutions are committed to GEWE and actively own the reform processes.
Output 1 relating to Outcome 1	1.1. Increased awareness of and access to registration on electoral lists for women, persons with disability, religious and ethnic minorities and members of the transgender community.	1.1.1 Number of women, persons with disabilities, religious and ethnic minorities and transgender registered on electoral rolls with the support of the EU-funded intervention 1.1.2 Number of civic and voter education campaigns rolled-out with the support of the EU-funded intervention.	1.1.1 0 (2024) 1.1.2 0 (2024)	1.1.1 150,000 (2028) 1.1.2 TBC in the inception phase (2028)	1.1.1 Progress reports for the EU-funded intervention 1.1.3 Progress reports for the EU-funded intervention	Political, ethnic and religious interests in the Provinces do not create hurdles.

Output 2 Relating to Outcome 1	1.2 Strengthened mechanisms for reduction of violence against women and raising awareness on dis/misinformation in political and electoral processes.	<p>1.2.1 Number of officers from law enforcement trained by the EU-funded intervention with increased knowledge and/or skills to report and address violence against women in political and electoral processes, disaggregated by sex.</p> <p>1.2.2 Number of anti-sexual harassment policies for political parties and legislatures developed with support of the EU-funded intervention</p> <p>1.2.3 Number of people reached through social media campaigns and radio broadcasts on relevant topics with support of the EU-funded intervention</p> <p>1.2.4 Number of reporters/journalists trained by the EU-funded intervention with increased knowledge and/or skills on gender-sensitive reporting and verification of information, disaggregated by sex</p> <p>1.2.5 Number of code of conduct and mechanisms on misinformation and media reporting developed and made operational with support of the EU-funded intervention.</p> <p>1.2.6 (GERF 2.37) Number of people benefiting from EU-funded interventions to counter sexual and gender-based violence.</p>	<p>1.2.1 10 (2024)</p> <p>1.2.2 0 (2024)</p> <p>1.2.3 0 (2024)</p> <p>1.2.4 0 (2024)</p> <p>1.2.5 0 (2024)</p> <p>1.2.6 0 (2024)</p>	<p>1.2.1 7,000 (2028)</p> <p>1.2.2 4 (legislatures) and 19 (political parties) (2028)</p> <p>1.2.3 1.5 million (2028)</p> <p>1.2.4 1,000 (2028)</p> <p>1.2.5 TBC in the inception phase (2028)</p> <p>1.2.6 TBC in the inception phase (2028)</p>	<p>1.2.1 Pre- and post-training test report</p> <p>1.2.2 Progress reports for the EU-funded intervention</p> <p>1.2.3 Progress reports for the EU-funded intervention</p> <p>1.2.4 Pre- and post-training test report</p> <p>1.2.5 Progress reports for the EU-funded intervention</p> <p>1.2.6 Progress report for the EU-funded intervention</p>	The security/ political situation does not deteriorate, creating uncertainties and tensions. The institutions are committed to GEWE and own the reform processes.
Output 1 relating to Outcome 2	2.1 Enhanced capacity of aspiring women leaders for political participation, networking and engagement with civil society and media	<p>2.1.1 Number of women at national and sub-national levels participating in the mentorship programme</p> <p>2.1.2 Number of mentees participating as candidates in the 2028 elections (general/provincial)</p> <p>2.1.3 Number of women trained by the EU-funded intervention with increased knowledge and/or skills on key strategic issues: climate change, SDGs implementation, women, peace & security, gender-responsive budgeting</p>	<p>2.1.1 0 (2024)</p> <p>2.1.2 0 (2024)</p> <p>2.1.3 0 (2024)</p> <p>2.1.4 0 (2024)</p> <p>2.1.5 0 (2024)</p> <p>2.1.6 0 (2024)</p>	<p>2.1.1 100 (2028)</p> <p>2.1.2 100 (2028)</p> <p>2.1.3 200 (2028)</p> <p>2.1.4 100 (2028)</p> <p>2.1.5 15 (2028)</p> <p>2.1.6 TBC in the inception phase (2028)</p>	<p>2.1.1 Progress reports for the EU-funded intervention</p> <p>2.1.2 Progress reports for the EU-funded intervention</p> <p>2.1.3 Pre- and post-training test reports</p>	The security/ political situation does not deteriorate, creating uncertainties and tensions.

		<p>2.1.4 Number of university youth networks set up with support of the EU-funded intervention</p> <p>2.1.5 Number of networks of local representatives established in 10-15 districts with support of the EU-funded intervention</p> <p>2.1.6 (GERF 2.28) Number of grassroots civil society organisations benefitting from (or reached by) EU support</p>			<p>2.1.4 Progress reports for the EU-funded intervention.</p> <p>2.1.5 Progress reports for the EU-funded intervention</p> <p>2.1.6 Progress reports for the EU-funded intervention</p>	
Output 2 relating to Outcome 2	2.2 Enhanced capacities of women and men parliamentarians, and local councillors, on gender responsive law-making, budgeting and monitoring	<p>2.2.1 Number of gender responsive legal and political reforms developed with the support of the EU-funded intervention.</p> <p>2.2.2 Number of parliamentarians, disaggregated by sex, trained by the EU-funded intervention with increased knowledge and/or skills on (i) budget assessment and oversight through a gender lens and (ii) international and regional best practices on gender mainstreaming in laws, policies and programmes,</p>	<p>2.2.1 0 (2024)</p> <p>2.2.2 0 (2024) 2.2.4</p>	<p>2.2.1 TBC in the inception phase (2028)</p> <p>2.2.2 TBC in the inception phase (2028)</p>	<p>2.2.1 Progress reports for the EU-funded intervention</p> <p>2.2.2 Pre- and post-training test reports</p>	The security/ political situation does not deteriorate, creating uncertainties and tensions. The institution is committed to GEWE and owns the reform processes.
Output 1 Relating to Outcome 3	3.1 Increased capacity of legislatures to promote, adopt and implement gender-responsive laws and policies.	<p>3.1.1 Number of gender audit/institutional assessment conducted with support of the EU-funded intervention.</p> <p>3.1.2 Number of secondary legislation/rules developed with support of the EU-funded intervention as required to enhance women's representation and participation in politics.</p>	<p>3.1.1 0 (2024)</p> <p>3.1.3 0 (2024)</p>	<p>3.1.1 4</p> <p>3.1.2 TBC in the inception phase (2028)</p>	<p>3.1.1 Progress reports for the EU-funded intervention</p> <p>3.1.2 Progress reports for the EU-funded intervention</p>	The security/ political situation does not deteriorate, creating uncertainties and tensions. The institution is committed to GEWE and owns the reform processes.
Output 3 Relating to Outcome 3	3.2 Improved mechanisms for mainstreaming gender in the structures and processes of political parties.	3.2.1 Number of gender & social inclusion codes of conduct for political parties developed with support of the EU-funded intervention.	<p>3.2.1 0 (2024)</p> <p>3.2.2 0 (2024)</p> <p>3.3.3 0 (2024)</p>	<p>3.2.1 19 (2028)</p> <p>3.2.2 TBC in inception phase (2024)</p> <p>3.2.3 TBC in inception phase (2024)3.3.3 TBC</p>	3.2.1 Progress reports for the EU-funded intervention	The security/ political situation does not deteriorate, creating

		<p>3.2.2 Number of political party members sensitised on gender issues, disaggregated by sex.</p> <p>3.2.3 Number of inter-party dialogues organised on gender mainstreaming and social inclusion with support of the EU-funded intervention</p>			<p>3.2.2 Pre-and post-training test reports</p> <p>3.2.3 Progress reports for the EU-funded intervention</p>	<p>uncertainties and tensions. The institution is committed to GEWE and owns the reform processes.</p>
Output 4 Relating to Outcome 3	<p>3.3 Enhanced capacity of ECP to efficiently and effectively mainstream gender in its structures and processes.</p>	<p>3.3.1 ECP gender strategy (with annual performance indicators) developed with support of the EU-funded intervention.</p> <p>3.3.2 % of gender the strategy performance indicators achieved with the support of the EU-funded intervention.</p> <p>3.3.3 Number of ECP officials sensitised on gender issues, disaggregated by sex.</p> <p>3.3.4 Number of disability-friendly polling stations in selected districts set up with support of the EU-funded intervention. Percentage compliance with ECP gender strategy</p>	<p>3.3.1 0 (2024)</p> <p>3.3.2 0 (2024)</p> <p>3.3.3 0 (2024)</p> <p>3.3.4 0 (2024)</p>	<p>3.2.1 1 strategy</p> <p>3.2.2 TBC in inception phase (2024)</p> <p>3.2.3 200 (2028)</p> <p>3.2.4 TBC in inception phase (2024)</p>	<p>3.3.1 Progress reports for the EU-funded intervention</p> <p>3.3.2 Progress reports for the EU-funded intervention</p> <p>3.3.3 Pre- and post-training test reports</p> <p>3.3.4 Progress reports for the EU-funded intervention</p>	<p>The security/ political situation does not deteriorate, creating uncertainties and tensions. The institution is committed to GEWE and owns the reform processes.</p>

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Government of the Islamic Republic of Pakistan.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation of the Budget Support Component [For Budget Support only]

NA

4.4 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures.

4.4.1 Direct Management (Grants)

NA

4.4.2 Direct Management (Prize(s))

NA

4.4.3 Direct Management (Procurement)

NA

4.4.4 Indirect Management with an entrusted entity

This action may be implemented in indirect management with an entity, which will be selected by the Commission services using the following criteria:

- technical expertise and experience working in the area of GEWE with a focus on women leadership and participation;
- capacity and presence in the geographical focus of the action (Balochistan, Khyber Pakhtunkhwa, Sindh and Islamabad Capital Territory);
- established partnerships and access working with the federal and provincial governments, local government, legislatures and women machineries;
- established networks with civil society and grassroots organisations active on in the areas of gender and governance;
- operational capacity to effectively coordinate relatively large technical assistance inputs and strengthen platform for sector policy dialogue, in close collaboration with the EU Delegation.

The implementation by this entity entails delivering on all three objectives (outcomes) and related outputs and of the action, while ensuring results-based monitoring and reporting.

4.4.5 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

In case the envisaged implementation modality (indirect management) cannot be implemented due to circumstances outside of the Commission's control, the action will be implemented through: Grant(s): **(direct management)**

(a) Purpose of the grant(s)

- to deliver on all three objectives (outcomes) and related outputs of the action.

(b) Type of applicants targeted

- NGOs

4.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the implementation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Implementation modalities - cf. section 4.4	
Objective: to ensure women's full and effective participation and equal opportunities at all levels of decision-making in political and public life in Pakistan.	
Indirect management with an entrusted entity- cf. section 4.4.4	4 800 000
Evaluation – cf. section 5.2	175 000
Audit – cf. section 5.3	25 000
Contingencies	0
Totals	5 000 000

4.7 Organisational Set-up and Responsibilities

A Steering Committee acting as an inter-institution coordination forum will be established with proposed participation from legislatures (national/federal), political parties, ECP, NADRA, Pakistan Bureau of Statistics (PBS), N/PCSWs, National/Provincial Commission on Human Rights, Ministry of Human Rights, Federal Ombudsperson and civil society representatives. It will tentatively be chaired by the Speaker National Assembly and will be co-chaired by the EU. It will meet at least bi-annually to steer and oversee the implementation of the action. The implementing partner will provide technical advice and support. The committee will also act as a platform for policy dialogue on relevant GEWE issues related to leadership and participation.

Province-specific Technical Working Committees (TWCs) will be established under the Steering Committee. They will develop a results-based multiyear work-plan (tentatively 2024-2028) under the proposed leadership of the National Assembly Secretariat, in close consultation with all key and auxiliary stakeholders and with technical advice and support from the implementing partner. The TWCs will be instrumental to drive the implementation of the action,

monitor process and performance and ensure coordinated efforts between all stakeholders. The TWCs will be comprised of mid-level management representing all members of the Steering Committee.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring: the implementing partner (identified in section 4.4.4) will be responsible for monitoring and reporting on indicators of the log-frame matrix at least on an annual basis. This includes the collection of baselines and data (at least on an annual basis). Baseline and endline data of selected indicators will be collected through surveys during the inception phase (6 to 9 months from the start of implementation in 2024 (tentatively) and at the end of implementation in 2028 (tentatively)). The methodology and frequency for updates will be defined during the inception phase.

All monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach and rights of persons with disabilities including inclusion and diversity. Indicators shall be disaggregated at least by sex and age, and disability if possible.

5.2 Evaluation

Having regard to the nature of the action, a mid-term and/or final evaluation may be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the action fosters the institutionalisation of inter-sectoral coordination mechanisms and could potentially be scaled-up in the lead-up to future electoral cycles (e.g. the mentorship programme).

The Commission shall inform the implementing partner at least 2 months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

In addition, all evaluations shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion. Expertise on human rights, disability and gender equality will be ensured in the evaluation teams.

Evaluation services may be contracted under a framework contract

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.