

ASIAN DEVELOPMENT BANK

TAR: PAK 35356

TECHNICAL ASSISTANCE

(Cofinanced by the Japan Special Fund and the Government of the Netherlands)

TO THE

ISLAMIC REPUBLIC OF PAKISTAN

FOR THE

GENDER REFORM PROGRAM

February 2002

CURRENCY EQUIVALENTS

(as of 31 December 2001)

Currency Unit	–	Pakistan Rupee/s (PR/PRs)
PR1.00	=	\$0.0165
\$1.00	=	PRs60.60

ABBREVIATIONS

ADB	–	Asian Development Bank
ADP	–	Annual Development Plans
MOWD	–	Ministry of Women Development, Social Welfare and Special Education
NCSW	–	National Commission on the Status of Women
NPA	–	National Plan of Action
PRSP	–	Poverty Reduction Strategy Paper
PSDP	–	Public Sector Development Program
SAP	–	Social Action Program
TA	–	Technical assistance

NOTE

In this report, "\$" refers to US dollars.

I. INTRODUCTION

1. In February 2000, the Government of Pakistan requested the Asian Development Bank (ADB) for technical assistance (TA) to assist with capacity building of the Federal Ministry of Women's Development, Social Welfare and Special Education (MOWD); the provincial Women's Development Departments (WDDs); and National Commission on the Status of Women (NCSW). The proposed TA for a gender reform program was included in the ADB TA program for 2001. The TA will facilitate MOWD, four WDDs, and NCSW to prepare a gender reform action plan to improve the Government's gender policy framework and institutional mechanisms dealing with gender issues. In addition, the TA will also provide support for capacity building of MOWD and WDDs.

2. The TA Fact-Finding Mission from the Pakistan Resident Mission undertook fieldwork in a phased manner during 3 September – 30 October 2001.¹ The Mission held discussions with MOWD and visited Balochistan, North-West Frontier, Punjab, and Sindh provinces to formulate the TA. The Mission reached an understanding with the Government on the objectives, scope, estimated costs, financing plan, implementation arrangements, terms of reference for the consulting services, processing requirement, and commitments required to implement the TA.²

II. BACKGROUND AND RATIONALE

3. The economic, social and political status of women in Pakistan is one of the poorest in the Asia Pacific region. Despite some improvements over the last 30 years, the status of women in Pakistan continues to be low. Pakistan's ranking in the Gender-related Development Index (GDI) 2000 of the United Nation Development Program (UNDP), is 135 out of 174 countries. On the Gender Empowerment Measurement (GEM) 1999, Pakistan's ranking is 100th out of 102 countries measured. Gender inequality is widespread in Pakistan. The Pakistan Integrated Household Survey, documents many indicators on gender inequality in Pakistan. For example, according to the 2001 survey, adult literacy rate (10 years+) for females is 29 percent, and for males is 55.3 percent. According to the Economic Survey 2000-2001, female labour force participation rate (10 years+) is only 13.92 percent as compared with 70.48 percent for males.

4. To address the issue of gender inequality, the Government has taken a number of measures in recent years. In addition to investing in social sectors, major initiatives include establishing various institutions and formulating policies, programs and legislation to deal with women's issues. Key institutions include establishment of MOWD in 1989, provincial WDDs in 1994, and NCSW in 2000. MOWD has been downsized three times, since its establishment. Similarly WDDs have been reduced to directorates and merged with many other attached departments. Most of the staff positions in the Ministry and WDDs have either remained vacant for many years or been downgraded. The mandate of MOWD and WDDs, and their role in policy formulation and services delivery has remained under discussion since their establishment. To deal with these issues, MOWD and WDDs have formulated various institutional reform proposals for consideration by the Government. These proposals need to be assessed and developed into a comprehensive affirmative action plan for gender reform in public sector institutions.

¹ The Mission was disrupted due to the security situation following the 11 September attack on the United States.

² The TA first appeared in *ADB Business Opportunities* in November 2001.

5. MOWD, the principal national institution responsible for the advancement of women, lacks a comprehensive policy framework and institutional capacity to mainstream gender across sectors and at different levels of government. The policy and institutional framework based on a residual concept of social welfare has placed serious constraints on the participation of MOWD in development policy formulation and planning process and key decision making fora such as the National Economic Council, Executive Committee of the National Economic Council, Central Development Working Party, Agriculture Credit Advisory Committee, and similar bodies at the provincial levels.

6. Recognizing MOWD's lack of institutional capacity, and in response to greater demands by women's rights groups, and recommendations of various government inquiry reports on the status of women, the Government established NCSW as a statutory advisory body at the federal level. The NCSW's mandate is to examine policies, programs, and other measures taken by the Government to promote gender equality. NCSW is in its infancy and women's rights civil society organizations are demanding that the roles of MOWD and NCSW be clarified; and more powers, autonomy, financial support be given to NCSW to enable it to effectively advocate for women's rights and development.

7. Over the years, institutions have been established under various departments to provide special services to women such as First Women's Bank, Women Police Station, Women Study Centre and *Dar ul Aman* (women's crises centre). However, most of these services could not be integrated into recurrent budget because of financial crises faced by the Government. These institutions are faced with the constant threat of abolition, and hence not institutionalized.

8. Gender and development require a district level focus. Currently, no district office specifically deals with women's rights, welfare, and development. As a result, the state of existing services is poor. These services need to be critically reviewed and institutionalized with linkages with the provincial WDDs. In addition to specific services for women, no district line agency ensures mainstreaming of gender in plans and activities of all district line agencies. Feasibility studies are needed to assess the need for, and develop a proposal for establishing a full-fledged separate department at the provincial level with proper offices at the district level and a mandate for service delivery and policy planning in the areas of women's development, welfare, and rights.

9. Illustrative of their respective capacity limitations, neither MOWD nor the WDDs have been able to bring about critical policy change, as mandated. Moreover, MOWD and the WDDs have negligible horizontal and vertical linkages with the rest of the Government, both at the federal and provincial levels. A preliminary gender review of public sector expenditure and its management suggests a critical need to establish comprehensive gender planning, budgeting, and auditing systems, methodology, and mechanisms to ensure that women are given their due share in the Public Sector Development Program (PSDP) and Annual Development Plan (ADP). The estimated allocation for MOWD during 1999/00 remained below 1 percent of the total PSDP; it decreased from 0.43 percent to 0.02 percent. The need of an immediate program development for the fiscal year 2002/03 is of critical significance.

10. The National Plan of Action (NPA), adopted in 1998 under the Platform for Action adopted by the Fourth World Conference on Women, held in Beijing in 1995, remains another issue. The NPA identifies 12 critical strategic areas and three key actions in the areas of policy, legislation, and finance to achieve the agenda of empowering women. Strategic objectives H 1 to H 6 of the NPA deal with the need to develop an effective policy and mechanism to mainstream gender and promote gender equity. Lack of financial support for implementation,

and mechanisms of implementation and monitoring remains a key issue. MOWD has established some 26 focal points to implement the NPA in the line ministries to coordinate and ensure incorporation of gender concerns in their respective sectors. However, the rules of business, budgets, institutional setup and capacity of these focal points need to include provisions to realise this mandate.

11. The Three-Year Poverty Reduction Program (2001/04) and the Poverty Reduction Strategy Paper, October 2001, mention gender disparities. However, most of the programs focus on service delivery to poor women and children. To deal with strategic gender issues, programs need to be identified and incorporated into these major policies and plans.

12. The first phase of setting up local government is completed with the establishment of elected local governments. Women represent 33 percent of the elected councilors, with more than 36,000 women councilors. The coverage percentage of women's seats is 91 percent. In addition to reserved seats, women have also been elected to general seats. These councilors have identified a critical need to establish institutional support for local government, to play an effective role in social change. The vision is to have district Office with a mandate for women's development, rights, and welfare.

13. To rectify these deficiencies, the Government is committed to undertaking actions to develop an institutional mechanism and policy framework that is capable of reducing gender disparities. MOWD indicated a pronounced shift from social welfare to social development, and from women in development to gender equality. A national policy for women in Pakistan is being formulated and will shortly be sent to the Cabinet for approval. The work on gender issues has gained momentum. In this context, the Government has requested ADB for TA for gender reforms, which will significantly enhance the ability of national, provincial, and district governments to mainstream gender across the board. The net result will raise the institutional profile of the Government to reduce gender inequities, especially economic, social, and legal.

14. ADB has provided assistance for various projects in Pakistan with gender and development objectives, mainly in the sectors of social infrastructure, agriculture, and natural resources. As of December 2001, ADB's cumulative lending to Pakistan was \$11.5 billion: the social infrastructure sector has received 9 percent, and agriculture and natural resources sector 29 percent. Most of the project reviews show that the majority of these projects face constraints related to lack of institutional capacity of the Government to mainstream gender into policies, program, and projects. Institutional restructuring with gender reforms will improve performance of ADB-assisted projects as well.

15. The TA will be pioneering and innovative, and represent ADB's first support to gender reform in Pakistan. Other external donors' assistance to MOWD includes a two-year project by the United Nations Population Fund to install equipment and institute a management information system for NPA implementation and monitoring. United Nations Children's Fund (UNICEF) has provided a small project to WDDs in Punjab and Baluchistan for the NPA. The Department for International Development (DFID) is currently formulating a family protection project for MOWD to deal with issues of violence against women.

III. THE TECHNICAL ASSISTANCE

A. Objectives

16. The overall objective of the TA is to strengthen the capacity of the Government to reform institutions and systems dealing with the issues of gender and development. The specific objectives of the TA are (i) to support MOWD to formulate a draft gender reform action plan to implement strategic objectives H.1 to H.6 of the NPA to address the issue of lack of effective policy and institutional mechanisms for gender mainstreaming; and (ii) strengthen the capacity of MOWD and WDDs to initiate and institutionalize the process of reform.

B. Scope

17. The TA will cover the federal Government and four provinces of Balochistan, North West Frontier, Punjab, and Sindh; and the Federally Administered Tribal Areas. It will encompass three sets of institutions of the federal, provincial and federal government: (i) institutions exclusively working on gender issues such as MOWD, WDD and NCSW; (ii) attached departments/agencies of institutions considered under item (i); and (iii) all line ministries and departments with scope to address gender issues.

18. The TA will have two components. First, institutional reforms will assist in preparing a draft gender reforms action plan, based on countrywide stakeholders' consultations; an institutional survey and critical analysis focusing on policy and institutional framework; mandate, planning process; financing and management and administrative issues in public sector institutions at the federal, provincial, and district levels. Second, the TA will strengthen the capacity of MOWD and WDDs by establishing institutional reform cells, and training staff to initiate and institutionalize the process of reform. The TA framework is provided in Appendix 1.

19. **Component 1: Institutional Reforms – Gender Reform Action Plan.** The TA will prepare a draft gender reform action plan that will delineate scope, design of policy and institutional reforms with clear goals, objectives, the development paradigm, organogram, powers and authority, rules of business, procedures of reporting, flow of funds, methodology of processing a case, job descriptions, and service rules for MOWD, WDDs, and NCSW. It will propose sets of short and long – term investment options for review and submission to the appropriate fora for consideration for to incorporate it into the PSDP and ADP. In addition, it will include a change management plan for institutional restructuring; capacity building requirements of MOWD and WDDs to institutionalize reforms; mitigation of negative impacts of institutional restructuring on staff; improved gender planning, budgeting, and auditing systems; methodology and mechanisms for implementation and monitoring of the action plan; identification and role of executing agencies, cost estimates, and financing arrangements; and a timeframe for implementation of the action plan. The draft action plan will be presented to provincial stakeholders' workshops and steering committees for validation. The agreed upon action plan will be presented to provincial and federal cabinets for approval and adoption.

20. **Component 2: Capacity Building of MOWD and WDDs.** This component will include support for MOWD and WDDs to initiate and institutionalize the process of reform. Five institutional reform cells will be established in the Ministry and WDDs. Technical expertise and office facilities will be provided, and staff will be trained in conceptual and technical skills to initiate and institutionalize the reform process. The second activity will include training of 150 permanent professional staff MOWD and WDDs and line ministries to upgrade their conceptual

and technical skills. Based on training needs assessment, a training will be prepared focusing the above areas of expertise. Training courses will be organized in local institutions according to the training plan.

C. Cost Estimates and Financing Plan

21. The cost of the TA is estimated at \$750,000, comprising foreign exchange cost of \$82,000 and local currency cost of \$668,000 equivalent. ADB and the Government of the Netherlands will provide grant funding of \$600,000 to cover the total foreign exchange cost, and \$518,000 equivalent of the local currency cost. The Government will finance the remaining local currency cost of \$ 150,000 equivalent in kind. ADB will finance \$400,000 on a grant basis from the Japan Special Fund, funded by the Government of Japan; and the Government of the Netherlands will provide \$200,000 equivalent on a grant basis. The TA will be administered by ADB. Detailed cost estimates are provided in Appendix 2.

D. Implementation Arrangements

22. MOWD will be the Executing Agency for the TA and the implementing agencies will be the provincial WDDs. MOWD will establish a project management office for overall implementation, co-ordination and monitoring of TA and will appoint a national project director, who will be an officer not below the rank of a Federal Joint Secretary. Institutional reform cells will be established in four WDDs, and MOWD in Islamabad. The provincial governments will appoint a project director not below the rank of Director to head these cells. Overall guidance will be provided by steering committees, constituted under the TA. At the federal level, the Minister MOWD will head the national steering committee, and the respective WDD minister will chair the provincial steering committees. Tripartite meetings will be held by ADB with the Government and the consultants following the submission of inception, interim, and final reports.

23. The TA will be implemented over 12 months and is expected to commence in March 2002. The TA will require 3 person-months of services by an international consultant specialising in management and public administration, who will also work as team leader; 92 person-months of domestic consulting services of gender and development policy specialist, public sector management specialist; public sector expenditure specialist; social development policy and project analyst; capacity development specialist; gender analysts; and institutional reform specialists. Outline terms of reference for consulting services and reporting requirements are presented in Appendix 3. The international consultant will be recruited on an individual basis and domestic consultants will be recruited through a local firm or non-governmental organizations in accordance with ADB's *Guidelines on the Use of Consultants* and other arrangements satisfactory to ADB for the engagement of domestic consultants. Equipment to be provided under the TA will be purchased by the consultants through direct purchase procedures in accordance with ADB's *Guidelines for Procurement*. The equipment will be transferred to MOWD and WDDs at TA completion.

IV. THE PRESIDENT'S DECISION

24. The President, acting under the authority delegated by the Board, has approved (i) the provision of technical assistance, on a grant basis, to the Government of the Islamic Republic of Pakistan in an amount not exceeding the equivalent of \$400,000 for the purpose of the Gender Reform Program and hereby reports such action to the Board; and (ii) ADB administering technical assistance to the Government of Pakistan in an amount not exceeding the equivalent of \$200,000, to be financed by the Government of the Netherlands on a grant basis.

TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>Goal To strengthen the capacity of the Government to reform institutions and systems dealing with the issues of gender and development</p>	<ul style="list-style-type: none"> • Politically viable, efficient, effective, properly resourced and empowered institutions are developed that are capable of being self-sustaining and responsive to women's practical and strategic needs 	<ul style="list-style-type: none"> • Establishment of five institutional reform cells in MOWD and WDDs • gender reform action Plan Approved and adopted • Staff trained 	<ul style="list-style-type: none"> • Government commitment to gender reforms • Institutional capacity of MOWD and WDDs to initiate, institutionalize, and sustain institutional reforms
<p>Purpose Support MOWD to formulate a gender reform action plan for the Government within the framework of the NPA and develop its capacity to initiate institutional reforms</p>	<ul style="list-style-type: none"> • Gender reform action plan approved by the Government • Institutional reform cells sustained by the Government • Government staff trained 	<ul style="list-style-type: none"> • Feedback from project steering committee • Feed back from project management office • ADB TA review missions and agreements in tripartite meetings 	<ul style="list-style-type: none"> • Gender reform action plan is approved by the Cabinet • Capacity of MOWD, WDDs and NCSW is enhanced to mainstream gender • Capacity of MOWD, WDDs and NCSW is enhanced to manage programs and projects
<p>Outputs/Components Component 1: Gender reform action plan Component 2: Capacity building of the MOWD and WDDs</p>	<ul style="list-style-type: none"> • The plan is ready by July 2001 and approved by the Cabinet by August 2001 • Five institutional reform cells are established and 150 Government staff is trained by end 2001 	<ul style="list-style-type: none"> • Gender reform action plan is approved by the Cabinet • Recommendations incorporated into PSDP, and ADP • Training plan prepared and implemented according to the needs of the Minsirty, WDDs and other line ministries and departments • Consultant progress reports • ADB TA review missions 	<ul style="list-style-type: none"> • Gender Reform Action Plan formulation process is carried out in a truly participatory way, reflecting the concerns of MOWD, WDDs, and NCSW and women's rights groups/NGOs • Gender Reform Action Plan is accepted by the steering committee • Continued commitment of Government, MOWD, WDDs to the agenda of reforms
<p>Activities Component 1: Action Plan for Gender Reforms</p>	<ul style="list-style-type: none"> • An institutional survey of the public sector institutions; • A benchmark survey of all past and ongoing government and donor-funded gender reform initiatives; • A status report on all on-going women's development projects of the Ministry and provincial WDDs; • A status report of 	<ul style="list-style-type: none"> • Survey reports • Gender reform action plan 	<ul style="list-style-type: none"> • Continued commitment by MOWD and WDDs • Acceptance of gender reform by the Government

	<p>major social sector programs and projects from gender perspective, such as Social Action Program;</p> <ul style="list-style-type: none"> • Report on Institutional assessment and performance evaluation MOWD, WDDs, NCSW and other line ministries and departments • Preparation of gender reform action plan 		
Component 2: Capacity Building of the Ministry and WWDs	<ul style="list-style-type: none"> • Five Institutional Reforms Cells established • Training Plan prepared and implemented to train permanent staff of MOWD, Directorate of WDD and other line ministries, departments: 40 from MOWD; 16 from WDDs; 30 from Planning Commission and Planning and Development Department; and 60 focal points and other relevant staff from all line ministries and departments 	<ul style="list-style-type: none"> • Feed back from Project Steering Committee • Feed back from Project Management Office • ADB TA review missions and agreements in tripartite meetings 	<ul style="list-style-type: none"> • Staff is available to be trained • Training institutions agree on preparing special training modules according to needs of MOWD/WDDs and other line ministries and departments
<p>Inputs \$600,000 for: 1 international consultant for 3 personmonths 14 domestic consultants for 92 personmonths Staff training Equipment 25 provincial, federal, district, Union Council level stakeholders' workshops 10 village level workshops</p>		<ul style="list-style-type: none"> • Project steering committee meetings • TA reports • ADB review missions 	<ul style="list-style-type: none"> • Timely establishment of the institutional reform cells • Timely appointment of counterpart staff • Required Government support, including office accommodation, administrative and logistical support • No delay in the recruitment of consultants and procurement of equipment

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Foreign Exchange	Local Currency	Total Cost
A. Financed by ADB and the Government of the Netherlands*			
1. Consultants			
a. Remuneration			
i. International Consultants	45.00		45.00
ii. Domestic Consultants		224.00	224.00
b. Per Diem			
i. International Consultants	13.00		13.00
ii. Domestic Consultants		17.00	17.00
c. Travel			
i. International Travel	9.00		9.00
ii. Domestic Travel		30.00	30.00
2. Stakeholders' Workshops		15.00	15.00
3. Staff Training		90.00	90.00
4. Office Equipment**		35.00	35.00
5. Misc. Administration & Support Costs		14.00	14.00
6. Communications/Reports		7.00	7.00
7. Contract Negotiations***	3.00		3.00
8. Contingencies	12.00	86.00	98.00
Subtotal (A)	82.00	518.00	600.00
B. Government Financing			
1. Office Accommodation and Utilities		45.00	45.00
2. Counterpart Staff Remuneration		65.00	65.00
3. Local Transportation Assistance		20.00	20.00
4. Surveys and Workshops		20.00	20.00
Subtotal (B)		150.00	150.00
Total (A+B)	82.00	668.00	750.00

* ADB = \$400,000, Government of Netherlands=\$200,000

** Includes cost of computers, printers, copiers, fax machines, and related furniture

*** Includes the expense of one government representative to attend contract negotiation with consultants in Manila

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. Team Leader (one international consultant, 3 person-months)

- (i) The team leader will coordinate the work of all team members and provide technical expertise in management and public administration issues as well;
- (ii) Coordinate implementation of core TA design, in accordance with financing arrangements, implementation schedule, processing requirements and commitments of the TA; and bear the prime responsibility for ensuring quality and timely delivery of team outputs;
- (iii) Assure the overall lead role for coordinating TA implementation in the federal Government as well as the four provincial governments;
- (iv) Develop a detailed methodology and work plan in consultation with key stakeholders; and develop a guide for dialogue with groups of women and men, stakeholders' workshops, and interviews with government and donor agencies;
- (v) Conduct policy dialogue and technical discussions with federal and provincial government officials;
- (vi) Identify key policy and organizational issues in public sector institutions involved with gender and development organizational management and administration; and
- (vii) Formulate and present the gender reform action plan to stakeholders' workshops and the steering committee for user acceptance and revalidation.

B. Gender and Development Policy Specialist and Deputy Team Leader (one domestic consultant, 6 person-months)

- (i) Examine from a gender perspective, the present institutional framework of clustering the subject of Women's Development with Social Welfare, Special Education, and Baitul Mal in one Ministry; and assess goals, objectives, development paradigm, policy framework, major role, powers and authority, rules of business, procedures of reporting, flow of funds, methodology for processing a case, job descriptions and service rules of MOWD, WDD and NCWS;
- (ii) Based on the review conducted so, identify policy, institutional, and resource constraints that limit their ability to formulate, pursue and implement policies, programs, and projects with significant gender impacts that will empower women;
- (iii) Work closely with women's rights civil society organizations to discuss and review their proposals on gender reform, required changes in the rules of business of concerned ministries and departments, and other critical issues that may require focus for design of gender reform initiatives;
- (iv) Conduct consultations with key stakeholders at the federal, provincial, and district levels; conduct gender review of elementary understanding of social policy, planning and co-ordination in public sector; and identify gender gaps;
- (v) Assess status of key policy recommendations and commitments made under National Plan of Action, National Policy on Women, and Inquiry Report on the Status of Women; identify key policy constraints to implementation of those commitments and recommend required strengthening and implementation support;
- (vi) Support gender review of the draft Poverty Reduction Strategy Paper (PRSP), Ten Year Perspective Plan, and recommend ways and means to mainstream and integrate gender and development concerns into these plans;

- (vii) Review work of other consultants from a gender perspective and provide overall guidance to provincial teams; and
- (viii) Suggest gender reforms for incorporation into the gender reform action plan for consideration by the Government.

C. Public Sector Management Specialist (one domestic consultant, 2 person-months)

- (i) Conduct a cross-sectoral management review, and prepare a brief profile of management system of public sector institutions involved with gender and development policy formulation, program planning, and project designing, implementation and monitoring;
- (ii) Prepare a detailed profile of a management system for MOWD, WDDs, and NCSW, and their administrative structure; staffing capacities and capabilities; finance resource base; management information system; decision making processes; and relations with civil society organizations with details of institutional processes; and support work of the institutional reform specialists;
- (iii) Evaluate performance of MOWD, WDDs, and NCSW given their mandate; identify management constraints to achievement of their objectives, and recommend management reforms; and
- (iv) Design a system based on management by objectives, suggest revisions, if required, in rules of business, procedures of reporting, flow of funds, methodology of processing a case, job descriptions, and service rules MOWD, WDDs and NCSW.

D. Public Sector Expenditure Specialist (one domestic consultant, 2 person-months)

- (i) Conduct detailed gender review of the Public Sector Development Program (PSDP), Annual Development Plan (ADP), Poverty Reduction Strategy Paper (PRSP), and the Ten-Year Perspective Plan, and prepare a brief status report on all ongoing programs and projects with gender and development objectives;
- (ii) Prepare brief financial profile MOWD, NCSW, and WDDs;
- (iii) Assess the public expenditure management system, federal and provincial budgets, and the institutional setup dealing with gender issues in development policy planning, public sector development programs, and annual development plans;
- (iv) Review planning, budget allocation, and auditing systems of the Government; and suggest essential changes required introducing gender planning and auditing system and identify capacity requirements of MOWD, WDDs, and other ministries and line departments to institutionalize those changes;
- (v) Examine membership procedures, technical expertise and availability of staff positions with MOWD, NCSW, and WDDs to effectively participate in key decision making fora; and suggest expertise and staff positions required to strengthen MOWD, WDDs, and NCSW;
- (vi) Develop an expenditure review mechanism which is capable of discussing gender-specific and other investments and bringing out their impact on gender development; the mechanism will include review of all sectoral investments in the public sector;
- (vii) Identify short and long-term investment options for gender development that can be immediately taken up through the PSDP and provincial ADPs as well as long term programs for inclusion in the gender reform action plan;
- (viii) Review poverty situation from the gender perspective, and identify and assess all past and current poverty reduction policy and program initiatives, and review their impacts;

- (ix) Review the work of institutions created for poverty reduction in the public sector and civil society, and analyze their impact on women's poverty; these will include First Women's Bank, and Khushhali Bank;
- (x) Recommend measures for addressing women's poverty and formulate investment options for this purpose; these may be short-term options to be channeled into the PSDP and ADPs, as well as long-term options to be carried out in the future.

E. Social Development Policy and Project Analysis Specialist (one domestic consultant, 2 person-months)

- (i) Prepare a status report on all ongoing women's development projects of MOWD, WDDs and NCSW;
- (ii) Conduct a benchmark institutional review of, and prepare a brief status report on major social sector programs and projects from a gender perspective, such as Social Action Program;
- (iii) Identify synergies between ongoing programs and projects in line with the objectives and scope of the TA; (iv) identify institutional constraints to mainstreaming gender in social sector policies and initiatives;
- (iv) Review the 1950's social welfare notion of community care as a residual concept, and propose shift to a wider authentic perspective of social policy for sustainable human development; and
- (v) Formulate recommendations for mainstreaming gender in social sector policies and programs.

F. Capacity Development Specialists (one domestic consultant, 4 person-months)

- (i) Prepare resource inventory of MOWD, WDDs, and NCSW, and their attached departments;
- (ii) Assess the capacity needs of MOWD, NCSW and WDDs, and the local government institutions for gender and development mandate;
- (iii) Review data generated through institutional profiles and benchmark survey to assess the mandate and institutional capacity of MOWD to formulate gender policy reforms, translate policy commitments into plans, implement and monitor gender-mainstreaming initiatives;
- (iv) Review and assess institutional capacity of MOWD, WDDs and NCSW to undertake the gender reforms, particularly staff requirements and training needs;
- (v) Review the institutional and related environment for capacity development initiatives, and examine issues relating to effective use of skills in the institutions;
- (vi) Prepare a training plan for staff of MOWD WDDs and focal points in other ministries; and departments and implement the plan;
- (vii) Mitigate the negative impacts of institutional restructuring on staff; and
- (viii) Design long term capacity development initiatives in close coordination with institutional reform specialists for incorporation into the gender reform action plan.

G. Gender Analysis Specialist (Four domestic consultants, 4 person-months each)

- (i) Assess implementation and reporting systems of the Government's international commitments with regard to global gender equality initiatives and protocols;
- (ii) Examine the feasibility of establishing of an Office at the district level dealing with women's welfare, women's rights, and development;

- (iii) Examine how the role of women representatives in local councils can be enhanced by mainstreaming gender in service delivery at the district and village level;
- (iv) Examine how the role of civil society organizations can be enhanced by gender mainstreaming in public sector organizations;
- (v) Conduct gender review of the overall restructuring proposals and processes under consideration by the National Reconstruction Bureau and Restructuring Committee of the National Planning Commission;
- (vi) Conduct gender and poverty impact assessment of ongoing projects of MOWD and WDDs; (vii) review benchmarks experience of innovative policy and institutional reform and consider these benchmark for planning, executing, financing, operating, maintaining, and monitoring gender reform;
- (vii) Support assessment of administrative linkages and coordination mechanism between the Ministry, WDDs and other key ministries and departments such as Finance, Agriculture, Education etc.

H. Institutional Reform Specialists (five domestic consultants, 12 person-months each)

- (i) Identify and analyze policy and organizational issues in public sector institutions involved with gender and development policy planning; programming; and project designing, implementation and monitoring;
- (ii) Identify policy and institutional gaps for mainstreaming gender in public policy;
- (iii) develop policy framework and reforms required to broaden the mandate of MOWD, WDDs, and other line ministries and departments for consideration and approval of the Government;
- (iv) Review and assess organizational mandate and institutional setup of MOWD identify scope of institutional reforms for inclusion in the reform action plan;
- (v) Prepare institutional profile of MOWD and WDDs, related institutions and other line ministries and departments building on work of gender and development policy specialist;
- (vi) Examine the present institutional framework of clustering the subject of Women's Development with Social Welfare, Special Education, and Baitul Mal in one Ministry;
- (vii) Conduct a detailed institutional assessment of MOWD, WDDs and cross-sectoral gender assessment of line ministries and departments that specifically deal with, or have the potential to deal with mainstream gender through analysis of data and reference material, or discussion with key stakeholders and beneficiaries, particularly women from rural areas;
- (viii) Review vertical and horizontal linkages and coordination mechanisms between MOWD, WDD, and other departments, and role of focal points designated for implementation of the NPA;
- (ix) Conduct critical review of the rational of merger of MOWD with Social Welfare and Special Education, review merger of WDDs with Population Welfare and with Social Welfare in the provinces, and formulate an alternative policy framework for gender mainstreaming;
- (x) Examine progress against institutional reform commitments made in the NPA under the Platform for Action adopted by the Fourth World Conference on Women, held in Beijing in 1995;
- (xi) Review the role and effectiveness of institutional mechanisms formed for Beijing+5 consultation, coordination and monitoring at the federal, provincial and district level;
- (xii) Building on the work of public sector management specialist, formulate assessment of line departments and institutions to mainstream gender across hierarchical levels and

- identify their strengths, weaknesses and key issues in ministries and departments of Agriculture, Food and Livestock, Health, Education, Forest, Local Government and Rural Development; Planning and Development, Services and General Administration, Establishment Division, Public Health and Engineering Department and Public Service Commission, etc;
- (xiii) Recommend required changes in departmental organization, rules of business, institutional capacity and coordination mechanisms of the Government to mainstream gender; pursue the approval, adoption, and implementation of the gender reform action plan.