Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

Federal Department of Foreign Affairs FDFA
Swiss Agency for Development and Cooperation SDC
Staff of the Directorate

Evaluation Regional Program

Pakistan - Hindu Kush 2010 – 2014

Evaluation and Corporate Controlling Division

Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

Federal Department of Foreign Affairs FDFA

Swiss Agency for Development and Cooperation SDC
Staff of the Directorate

Evaluation Regional Program

Pakistan - Hindu Kush 2010 – 2014

Contents:

I **Management Response and Agreement at Completion Point**

II **Evaluators' Final Report**

Annexes

Bern, September 2015

Why conducting external evaluations?

External evaluations, commissioned by the Senior Management of the Swiss Agency for Development and Cooperation (SDC), were introduced in 2002 with the aim of providing a more critical and independent assessment of SDC's activities. These evaluations are conducted according to the OECD DAC Evaluation Standards and are part of SDC's concept for implementing Article 170 of the Swiss Constitution, which requires Swiss Federal Offices to analyse the effectiveness of their activities. In the event of joint SDC/SECO[1] programs, these programs are evaluated together.

The evaluation program is approved on an annual basis by SDC's Senior Management, which consists of the Director General and the heads of SDC's departments. SDC's Evaluation and Corporate Controlling Division (E+C) directly reports to the Director General, it commissions the evaluations and is responsible for the entire evaluation process. External evaluations are mandated to independent consultants who have a critical distance to SDC and provide an objective performance assessment. SDC's Senior Management responds to their recommendations with a written management response.

SDC mandates evaluations as instruments for organisational learning, strategic guidance and ensuring accountability. Each year, SDC commissions approximately two country/regional strategy evaluations, one to two thematic evaluations and one institutional evaluation. The final evaluation reports are available on SDC's website and the ARAMIS information system of the Swiss administration.

What are country and regional strategy evaluations?

Country and regional strategy evaluations constitute central instruments of SDC's new Evaluation Policy (2013).

In September 2010, the Board of Directors mandated E+C to introduce a new approach for Country Strategy (CS) evaluation: The focus is now placed on learning and the application of a relatively high degree of standardization. In fulfilling the strengthened learning objective, assessments of country/regional programs are realized by means of hybrid evaluations, which are conducted by a mixed team consisting of one external consultant and two peers from SDC (and one additional peer from SECO or the Human Security Division, if relevant).

The **goal** of country and regional strategy evaluations is to assess the relevance and coherence of the Swiss development cooperation in regard to national development priorities and the Parliamentary Message on Switzerland's International Cooperation. They assess the results achievement of the CS portfolio at the level of domains of intervention. In doing so, these evaluations help SDC's management in their strategic and operational steering and in improving aid effectiveness.

The **objectives** of country and regional strategy evaluations include the following:

- To assess – through a mutual learning process – whether SDC and its partners reach the strategic objectives in the country or region, as defined in the Cooperation Strategy, and to appraise the efficiency of the strategic and operational steering mechanisms of the Cooperation Office;
- To timely build the foundation for the definition of key elements for the new CS;

[1] State Secretariat for Economic Affairs SECO

- To assess the significance of the Swiss contribution regarding national (and regional) development results, and to identify key factors, which enhance or hinder aid performance and results achievements;
- To identify good practices and innovative approaches as well as share experiences in managing the country strategy.

Time table

Step	When
Desk study and inception report	September 2014 – January 2015
Peer review on-site and final report	February /March 2015
Final evaluation report	May 2015
Management Response SDC	August 2015

I Management Response

Management Response to the Evaluation of the Regional Cooperation Strategy of the Pakistan - Hindu Kush Programme 2010 - 2014

The management response reflects the consolidated joint position of the evaluated units unless otherwise indicated by:

- SASIA - the South Asia Division (Regional Cooperation)
- EAA - the Europe, Asia and Americas Division (Humanitarian Aid and SHA)
- SCO - the Swiss Cooperation Office Pakistan (SCO)

---

1 General Considerations

The SDC management thanks the evaluation team for the committed and competent work and the very useful evaluation report. The composition of the review team – an international Pakistan expert as lead consultant and two SDC Directors of Cooperation serving as peer reviewers – has proven to be very conducive.

Consistent with the agreed TOR, the evaluation team has focused its attention on the country context, programme relevance and programme implementation. The scope of the evaluation was limited to the Pakistan component under SDC's *Regional Hindu Kush Strategy*, which had been conceived in 2012 as a combined Afghanistan and Pakistan programme. Cross-country development issues were therefore not explicitly part of the review mandate, but the evaluation report provides important general comments regarding the relevance of the Pakistan programme from a regional "Hindu Kush" perspective.
While the coherence of the Pakistan Hindu Kush programme with the priorities of the Federal Dispatch 2013-2016 has been well assessed, the fact that the Federal Parliament had earlier instructed SDC to phase out bilateral development cooperation with Pakistan is barely reflected in the evaluators' deliberations. This has an important implication for the recommendations regarding SDC's engagement beyond the current programme framework: The proposed long-term continuation of development cooperation in the present target areas is well supported by general development policy arguments but is hardly in line with SDC's specific institutional mandate in Pakistan.

2 Most Important Findings and Recommendations

Review findings largely confirm the relevance of the selected domains/themes (governance, livelihood, reconstruction) as well the targeted geographic areas (KPK and FATA) under the Pakistan Hindu Kush programme 2010-2016.[2] Interventions are generally assessed to have yielded significant results on local level but to lack traction on policy level. Recommendations therefore particularly focus on how to further improve existing portfolios through up-scaling, increased policy dialogue and gender mainstreaming and more consistent management for results. These suggestions are sensible and welcome.

Another cluster of findings and recommendations is related to institutional development and institutional learning at the Cooperation Office. What is being perceived as a "stop-and-go" approach to SDC's development assistance in Pakistan in recent years (i.e. the phase-out of bilateral cooperation by 2010 and a subsequent phase-in under the Hindu Kush programme) led to the entire turn-over of SDC staff in 2010 and, accordingly, challenges in the field of knowledge management. It is therefore sensible that the review team urgently requests SDC

[2] The Regional Programme Hindu Kush was originally planned for the period of 2010-2014. While cooperation with Afghanistan is now guided by a bilateral Country Strategy (2015-2018), the Pakistan Hindu Kush Programme has been extended through 2016 based on an improved results framework.

to clarify the scope and timeframe for future engagement in Pakistan and proposes measures related to the capitalization of SDC's long experience and the management of knowledge at the SCO.

3 Implications for SDC

The scope and timing of the present evaluation is highly useful as it facilitates an evidence-based reflection and informed decision-making on SDC's future engagement in Pakistan. The senior management of SDC acknowledges the pertinent conclusions and compelling recommendations provided by the evaluation team. However, the recommendation for a **long-term continuation** of development cooperation in Pakistan is not compatible with SDC's institutional mandate and can therefore not be endorsed.

But the SDC management deems important that the considerable investment made under the Pakistan Hindu Kush programme be properly capitalised and the encouraging programme results be deepened. The Board of Directors has therefore endorsed a **consolidation of the current Pakistan Hindu Kush programme** through 2020. The protracted vulnerability and high level of fragility in the target areas FATA and KPK, the improving development context on local and district level as well as the high interdependence with development in the neighbouring Afghanistan warrant a continued support for another limited period of time. A Programme review will be conducted in 2018 and will provide a decision basis regarding the conditions and timeframe for a phase-out of the Regional Cooperation.

The concerned operational units, under the lead of the South Asia Division, will be tasked to develop and submit to the Board of Directors a **consolidation programme** based on the current strategic framework and the operational recommendations provided by the Evaluation Report. The programme will also clarify the scope of SDC's Global Programme Water in this final stage of development partnership with Pakistan.

Management Response by Evaluation Area

Evaluation Area 1: Context analysis

Purpose: Appraise how well the CS reflects the development priorities of the partner country and the policies of the Federal Council Dispatch

Recommendations	Accepted or rejected	Management Response
R1 Strengthen and share experiences, lessons and context knowledge, as well as thematic and sectorial experiences between the SCO-P and SCO-A, based on thematic issues of common regional interest and issues across the border (i.e. migration, water, climate change, peace building), but the word 'Hindu Kush' in communication with partners should be omitted, as it is politically sensitive.	accepted	Recent contextual developments (increased dialogue and cooperation between Afghanistan-Pakistan) seem to be conducive for revitalising such exchanges and further strengthen cooperation across the border, building on the results and experiences made so far (mainly in the Livelihood domain). Additional reflections have been recently made, in close collaboration with the Global Programme Water. The regional dimension and interdependence of Afghanistan and Pakistan remain an integral part of the strategic reflection for the further engagement of Switzerland in the Hindukush region, even if the programmes are implemented on a bilateral basis. Regional collaboration is a priority in particular for IDPs/migration and water management/climate change/DRR. The *Hindu Kush* label is used and commonly accepted in policy discussions within Switzerland, but is not applied in communication with partners in the region.
R2 Continue the two domain themes in the new CS. Keep, strengthen and further mainstream gender and conflict sensitivity as cross-cutting issues and maintain DRR as basic principle for both domains (C5, C6, C7).	accepted	The domains of intervention as laid out in the concept note 2015-2016 will be enforced with more consistent mainstreaming of cross-cutting issues, taking also duly in consideration DRR where relevant.
R3 Continue a close follow-up on security issues, further mainstreaming security to all staff, improve a better understanding on security thresholds between SCO-P and HQ. Involve more stakeholders across SDC domains in the context analysis, work stronger on scenarios and link better the most likely ones to MERV (C2)	accepted	A Joint Security Team (Embassy and SCO) is fully functioning and provides security and safety guidance according to FDFA standards, benefiting also from regular support from the KMZ. Security Management within the SCO has been strengthened with the support of a security adviser over the last months, and a follow-up assignment is planned in late 2015; focus is given on the continuous implementation of security standards, i.e. operationalization and practical

		training. The MERV process is participatory and has recently involved major partners and the Embassy. Better linkages to the defined scenarios will be pursued by end 2015.
R4 Strengthen policy dialogue across the two domains at decentralised level in KPK and FATA, in close coordination with other development partners, and, where there are opportunities and in cooperation with the Embassy, at national level (C8).	Accepted	Policy dialogue with KPK and FATA Governments, using and supporting existing systemic coordination platforms and capitalizing on our existing experience on the ground, will be continued and intensified. Increased cooperation with the Embassy will add value (i.e. synergies in politically sensible topics and human rights) and ensure more policy coherence among the Swiss actors (incl. private sector).

Evaluation Area 2: Relevance and appropriateness of the project / programme portfolio with regard to CS

Purpose: Appraise the coherence of the project portfolio with the CS and its relevance for achieving the country/domain objectives

Recommendations	**Accepted or rejected**	**Management Response**
R1 Promote systematic lessons learnt exercises and policy dialogues at subnational and national level, and plan up-scaling processes to enhance systemic effects of SDC interventions at higher tiers (C1)	Accepted	Strengthened cooperation and a better integration of the different SDC instruments - and the Embassy - along the strategic priorities - is an ongoing process, which will give more consistence and weight to our interaction & dialogue with the (sub-national) authorities; it will open-up more opportunities and resources for institutionalisation &up-scaling processes (nationally, regionally). Institutional learning will be further strengthened in the framework of the proposed Programme's consolidation.
R2 Refine the theory of change for the 2015-16 period, linking it to the relevance of (man-made and natural) disasters for the humanitarian protracted emergency context, and align and harmonize it, with specific focus on KPK and FATA (C2).	Rejected	The amendment to the Concept Note of the Pakistan Hindu Kush Programme – including its theory of change and results framework – has been subject to a long consultation and reflects an agreement that should not be re-considered at this stage.
R3 Combine bottom-up, complementary approach with strengthened SDC's institutional work at district and	Accepted	The current programme builds on the longstanding and recognized Swiss experience and contribution for governance in Pakistan. The focus on

provincial level (national level where necessary and possible, and a clear governance focus in both domains (C2, C3).		governance in both domains is reiterated in the Concept Note 2015-16 with a geographical focus on fragile regions. An internal planning workshop in March 2015 has defined paths to further develop the portfolio, in particular in the field of water governance. See also EA1/R4
R4 Further develop (projects in) the pipeline in Domain 2 (governance and HR), look for adequate entry points for policy dialogue, enhance coordination and cooperation with other donors, keeping in mind the strengthening of local communities and civil society. Strengthen governance as a mainstreaming element in the overall programme (C 4).	Accepted	As above. The governance/out of fragility agenda, i.e. social inclusion, participation and accountability are key cross-cutting principles applied throughout the programme.
R5 Combine approaches of humanitarian aid and development cooperation, e.g. for the return of IDPs with a) vocational training for IDP returnees b) reconstruction of public services (WASH, health, education) in areas of return c) support to provincial administration to plan and implement returns and reconstruction programmes, and make provisions of 20% of the budget and space for innovations (C1, C3).	Partly accepted	SDC applies an integrated approach, with the different instruments contributing to the same objectives. This determines the appropriate modalities according to each context and giving due importance to ownership of (local) authorities and sustainability issues; i.e. the consideration of IDPs/refugees as key target group in the design of development activities – in complementarity to humanitarian assistance –is responding to this challenge. In line with SDC current practice, sufficient resources (10%) are allocated for innovation. There is thus no necessity for additional budgetary provisions.
R6 As concerns the strengthening of cross-cutting issues, enhance DRR mainstreaming and institution building for adequate responses to protracted emergencies, and use a gender lens during project / programme planning, applying appropriate parts of the SDC 'Gender Tool Kit', and focussing on women and on men (C2, C5).	Accepted	Beyond mainstreaming of DRR, closer synergies and cooperation with the Global Programme Climate Change will be explored (2016). SDC HA as host of the DRR network and with experience in the South Asia region and beyond remains available with its expertise in this field/Domain. See also EA1/R2
R7 Strengthen coordination and joint programming with other like-minded donors for both domains (C2, C4).	Accepted	SDC is represented and active in all priority thematic clusters; it actively chaired the governance thematic cluster and has initiated donors' meetings in the water sector. Perspectives for further profiling (lead or co-lead) will be explored. See also EA1/R4

Evaluation Area 3: Implementation of the CS and their portfolio

***Purpose*:** Appraise the efficiency of the portfolio management by the SCO and its contribution to an optimal achievement of results

Recommendations	Accepted or rejected	Management Response
R1 Launch a documentation and capitalisation initiative of SDC's support to Pakistan since the origins as a contribution to organisational knowledge management and learning, and as a contribution to further strategy development (C1).	Partly accepted	A documentation and capitalization initiative applied to the Pakistan Hindukush Programme is certainly necessary for reporting, knowledge management/sharing and accountability purposes and useful for the proposed consolidation of the programme. Whether such initiative should extend to SDC Cooperation with Pakistan since the origins will be analysed and decided at a later stage. Specific resources should be assigned to this task.
R2 Ensure the consistency and synergy of diplomatic and development dialogue with authorities, i.e. develop a modus operandi with the Embassy of Switzerland, take up a more active role in thematic clusters, and engage more in donor coordination (with clear objectives and an agenda), on regional and also on a national level, with a well-defined agenda and objectives (C2, C3).	Partly accepted	Higher overall coherence and effectiveness gains are foreseen as a result of SCO-Embassy integration. Acknowledging the limited leverage of policy dialogue at the national level (ODA accounts for less than 1% GNI in Pakistan), several ways will be explored to foster policy influence, e.g. entry points with Global Program, multilateral platforms, existing political dialogue with Switzerland, feed platform discussions through "like-minded". Priority focus will remain the ones defined in the Concept Note, with specific emphasis on water governance, local governance, human rights and IDP/refugee issues, where Switzerland adds value, being perceived as an impartial actor with recognized expertise. See also EA1, R4
R3 Make better use an integrated HA and RC, combining different implementation modalities, recognizing the added value of each other, and explore synergies with GC in Delhi on water, and possibilities of Public Private Partnerships (PPP) for the improvement of energy supply (C4).	Partly accepted	The specific value of the different instruments/modalities and their complementarity is fully recognised. Therefore, an integrated approach is being fostered in the current development of the programme and the organisation of the team. Coordinated programmes are in place (e.g. WSP and ICIMOD) and synergies further strengthened with the Global Programme Water (fostering dialogue with Swiss private sector, support of water governance initiatives, regional water diplomacy).

		In addition, potential synergies with the Global Programmes Climate Change (Delhi) and Migration (Dhaka), in close collaboration with the HA, as well as opportunities for PPPs, will be explored.
R4 Establish a Monitoring System to capture indicators mentioned in the Monitoring Matrix for the 2015-16 period (C5).	Accepted	As underlined by the Evaluation, monitoring tools and knowledge exist, but are not systematically applied. The SCO will build the necessary expertise and apply related guidelines and approaches as a high priority.
R5 Continue to invest in staffs' and partners' capacity building and concertation, strengthen the Domain Governance and Human Rights, and the role of National Programme Officers (C6).	Accepted	ToRs of local staff have already been adapted to reflect this recommendation. Necessary resources are allocated to the development of the governance and Human rights pipeline.
R6 Explore and establish an effective and permanent information and coordination mechanism with SDC's programme in Afghanistan, with a view to identify areas of common concern and possible collaboration, including in terms of a coordinated policy dialogue and influencing (C7).	Accepted	While the regional dimension of the Hindu Kush Programme remains fully relevant, implementation will take place on a bilateral basis. The SCOs in Kabul and Islamabad identify areas of mutual interest and define collaboration modalities, as opportunities arise. Coordinated actions will be fostered. See also EA1, R1

Evaluation area 4: Results of the CS in relation to the results at country level

Purpose: Appraise and compare the contribution of the Swiss Cooperation portfolio at the output and outcome level with the achievement of the development results of Pakistan

Recommendations	**Accepted or rejected**	**Management Response**
R1 Establish baselines for domains rural livelihoods, and governance and human rights, by involving technicians working with the government, to further strengthen ownership for results (C1, C2).	Accepted	Planned for 2015-16. Due to the lack of updated and reliable social indicators in Pakistan (i.e. last census held in 1998, high discrepancy between official poverty rate and development partners' estimation) this task is highly challenging.
R2 Establish clear guidelines for the documentation of results (C3).	Accepted	Strengthened results-based management is a goal of the Regional Cooperation Domain that is being duly taken up by SASIA. As confirmed by

		the Evaluation, the result framework for 2015-2016 has been improved with clearer indicators. With a monitoring system and guidelines in place (incl. for implementing partners), a more systematic approach will be applied and should improve the quality of reporting. See also EA3, R4
R3 Further strengthen existing structures at government level by means of capacity development, joint planning, enhancing regular contacts between government and social society (C 4).	Accepted	The SCO has good coordination at the provincial levels where operations are focused. The SCO is an active member of the Strategic Development Partnership Framework and holds biannual steering committees with the FATA Secretariat to discuss strategic and programme issues. A liaison officer based in Peshawar has been recruited last year to maintain close contact with government officials. Systemic support to sub-national governments is part of the Concept Note 2015-16 (Domain 1, Outcome 2, and Domain 2).
R4 Develop and apply a clear strategy for the scaling-up of results as part of the operational planning for the new phase 2015-2016, identifying the pilots, the time-frame, and the necessary dimensions: social (social inclusiveness), physical (replication), political (policy and budget commitments) and conceptual (changing the mind set and power relations. Geographical concentration and good coordination with subnational government entities, civil society organisations and other donors (for alliances) is considered important (C 5).	Accepted	This strategic reflection related to the scaling-up of results will take place from May 2015 onwards, starting with a discussion on the portfolio development and a strategic workshop with the partners. A sufficient timeframe will be given to allow a consistent and professional consolidation of the programme. This will include up-scaling, consistent policy dialogue, replenished local governance and human rights portfolio, thematic mainstreaming as well as fostering of institutional learning, knowledge management and capitalization.

Date...2/8/2015

Head of Regional Cooperation Department

11.06.2015 FINAL

Date: 2/8/2015

Head of Humanitarian Aid Department and Head of the Swiss Humanitarian Aid Unit (SHA)

II. Evaluators' Final Report

The evaluation report for the Strategy Evaluation of the Pakistan Hindu Kush Programme 2010 - 2014 has been elaborated in collaboration between the Evaluation and Corporate Controlling Division and the international consultant Mrs. Inge Remmert-Fontes, with valuable inputs from the two peers from SDC.

Inge Remmert-Fontes i_remmert_fontes@gmx.de

Peers

Mr Philippe Besson philippe.besson@eda.admin.ch

Mr Martin Jaggi martin.jaggi@eda.admin.ch

April 2015

Acknowledgements

The evaluation team would like to thank all SDC and FDFA staff for professional advice, feedback and comments in regard to our findings. Special thanks belong to the staff of SCO Pakistan who supported the team in the preparation of the field visit, ensured all logistic arrangements, as well as access to information, and provided much opportunity for open exchange and discussion during the field mission, and to all partners of SCO Pakistan for their active participation in the evaluation process.

Contents

EVALUATION ABSTRACT **1**
1. INTRODUCTION **5**
1.1 Objectives of the Cooperation Strategy Evaluation 5
1.2 Methods and structure of the report 5
1.3 Overview of the Cooperation Strategy Pakistan 2010 - 2014 6
2. FINDINGS, CONCLUSIONS AND RECOMMENDATIONS **8**
2.1 Evaluation Area 1: Context Analysis 8
2.1.1 Positioning and adaptation of CS with respect to the country context and Swiss policies 9
2.1.2 Quality of context analysis 14
2.2 Evaluation Area 2: Relevance and appropriateness of the project / programme portfolio with regard to CS 14
2.2.1 Relevance of the project/programme portfolio 16
2.2.2 Transversal themes at the level of CS and domains 19
2.3 Evaluation Area 3: Implementation of the CS and its portfolio 20
2.3.1 Allocation and management of financial resources 21
2.3.2 Management performance 21
2.3.3 Quality of the CS monitoring system 22
2.3.4 Positioning, coordination and aid effectiveness in the country set-up 23
2.3.5 Human resources management 23
2.4 Evaluation Area 4: Results of the CS in relation to the results at country level 24
2.4.1 Domain results, effectiveness and contribution to country results 25
2.4.2 Sustainability and scaling up 29
3. STAY OR GO? **31**
ANNEXES **33**
Annex 1: Evaluation Matrix with the specific evaluation questions (EQ) 33
Annex 2a: Synopsis Result Framework CS 2006-2010 / MTP phasing in 35
Annex 2b: Synopsis Result Framework CS / MTP 2011 - phasing in continued 36
Annex 2c: Synopsis Result Framework CS / MTP / PHP 2012 - 2014 37
Annex 3: List of persons consulted 38
Annex 4: Programme of the field mission 40
Annex 5: Coverage of Swiss Programme (in 2013) 41
Annex 6: List of projects of CS Pakistan 2010 - 2014 42
Annex 7: Framework for Strategic Priorities in KPK and FATA (from PCNA) 48
Annex 8: Staff Composition Swiss Field Office (FO) and project staff in numbers 49
Annex 9: Promoting and hindering factors for outcome achievement Domain 1 50

Annex 10: Promoting and hindering factors for outcome achievement Domain 2 51
Annex 11: Results of Domain 1 Workshop 52
Annex 12: Results of Domain 2 Workshop 55
Annex 13: Model of a partner monitoring mechanism (FATA development programme) 59
Annex 14: Timeline of historic developments in Pakistan 60
Annex 15: Bibliography 65

TABLES

Table 1: Disbursement 2010 –2014 in million CHF. Percentage of field office expenses 21
Table 2: Results 2011-2014 Domain Rural Livelihoods 26
Table 3: Results 2011-2014 Domain Governance and Human Rights 27

FIGURES

Figure 1: Afghan refugees 2014 10
Figure 2: Coverage of Swiss Programme (in 2013) 41

ABBREVIATIONS

ADP	Annual Development Plan
ADR	Alternative Dispute Resolution
AHP	Afghanistan Hindu Kush Programme
AKRSP	Aga Khan Rural Support Programme
AR	Annual Report
CAA	Comprehensive Aid Approach
CAMP	Community Appraisal Motivation Programme
CAPD	Citizen's Action for Peace and Development
CAPP	Children and Adolescents Protection Programme
CBDRM	Community Based Disaster Risk Management
CHF	Swiss francs
CN	Concept Note
CPS	Country Partnership Strategy
CS	Cooperation Strategy (corresponding to the Pakistan Hindu Kush Programme)
CSPM	Conflict Sensitive Programme Management
CSR	Corporate Social Responsibility
DCSC	Donor Coordination Steering Committee
DFID	Department for International Development
DP	Development Partner
DPA/HSD	Directorate of Political Affairs/Human Security Division
DPG	Development Partner Group
DRR	Disaster Risk Reduction
EA	Evaluation Area
EPR	End-of-phase Report
EQ	Evaluation Question
EU	European Union
FAFEN	Fair and Free Election Network
FATA	Federally Administered Tribal Areas
FCD	Federal Council Dispatch
FDFA	Federal Department of Foreign Affairs
FDI	Foreign Direct Investment
FR	Frontier Region
FSDP	FATA Sustainable Development Plan
FTE	Full-time equivalent
GBS	General Budget Support
GC	Global Cooperation
GDP	Gross Domestic Product
GG	Good Governance
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GNI	Gross National Income
GoP	Government of Pakistan
HA	Humanitarian Assistance
HDI	Human Development Index

HSI	Helvetas Swiss Intercooperation
HR	Human Rights
HRBA	Human Rights Based Approach
HSD	Human Security Division (Directorate of Political Affairs / FDFA)
IC	Intercooperation (now Swiss Intercooperation)
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IMF	International Monetary Fund
INRM	Integrated Natural Resource Management Project
IS	Islamic State
KP	Khyber Pakhtunkhwa
KPK	Khyber Pakhtunkhwa Province
LGA	Local Government Act
LHP	Livelihoods Programme
LOGIN	Local Government Initiative
LRA	Local Risk Analysis
M4P	Making markets work for the poor
MDG	Millennium Development Goal
MDTF	Multi Donor Trust Fund
MERV	(Monitoring entwicklungsrelevanter Veränderungen) Monitoring of development related changes)
MO	Multilateral Organization
MoU	Memorandum of Understanding
MTP	Medium Term Programme
NDMA	National Disaster Management Authority
NGO	Non-Governmental Organization
NOC	Non Objection Certificate
NPO	National Programme Officer
NRM	Natural Resources Management
ODA	Official Development Assistance
OMR	Office Management Report
PCNA	Post Crisis Needs Assessment
PCR	Project Completion Report
PDF	Project Development Fund
PDMA	Provincial Disaster Management Authority
PHP	Pakistan Hindu Kush Programme
PO	Partner Organization
PPAF	Pakistan Poverty Alleviation Fund
PPDP	Public Private Development Partnership
PRSP	Poverty Reduction Strategy Paper
PSDP	Private Sector Development Programme
RC	Regional Cooperation
RHP	Regional Hindu Kush Programme
RS	Results Statement
SACL	Small Action Credit Line

SAP-PK	South Asia Partnership Pakistan
SCO	Swiss Cooperation Office
SCO-P	Swiss Cooperation Office - Pakistan
SDC	Swiss Agency for Development and Cooperation
SDGP	Strengthening Democratic Governance in Pakistan
SECO	State Secretariat for Economic Affairs of Switzerland
SHA	Swiss Humanitarian Aid
SME	Small and Medium Enterprise
SWAp	Sector-Wide Approach
SRLM	Strengthening rule of law in Malakand
TAF	The Asia Foundation
TLO	The Liaison Office
ToR	Terms of Reference
TT	Transversal Theme
UN	United Nations
UNHCR	UN High Commissioner for Refugees
UNICEF	United Nations Children's Fund
US	United States
WB	World Bank
WESJP	Women‘s Empowerment and Social Justice Programme
WFP	World Food Program
WSP	Water and Sanitation Programme

EVALUATION ABSTRACT

DONOR	SDC - Swiss Agency for Development and Cooperation
REPORT TITLE	Strategy Evaluation Pakistan Hindu Kush Programme 2010 - 2014
GEOGRAPHIC AREA	Pakistan
SECTOR	Country programme
LANGUAGE	English
DATE	April 2015
AUTHORS	Inge Remmert-Fontes, i_remmert_fontes@gmx.de Peers SDC: Philippe Besson, Martin Jaggi

Subject Description

This evaluation analyses Switzerland's cooperation with Pakistan as defined in the Concept Note (CN) Pakistan Hindu Kush 2010 - 2014. The CN's overall goal is poverty reduction through the contribution of the two thematic domains: (i) Rural Livelihoods, and (ii) Good Governance and Human Rights. Following the floods of 2010/2011 was a strong contribution of Humanitarian Assistance (HA).

The cooperation programme is implemented by the Swiss Agency for Development and Cooperation (SDC). The State Secretariat for Economic Affairs (SECO) and the Human Security Division (HSD) are so far not engaged in Pakistan. The total CN Pakistan Hindu Kush 2010 - 2014 budget amounts to around CHF 84.7 million.

Evaluation Methodology

The strategy evaluation is in line with SDC's evaluation concept (SDC 2014a). Its respective Content and Question Guide (SDC 2014b) uses a mutual learning process to assess, whether Switzerland is achieving the strategic objectives of the CN in Pakistan Hindu Kush and to what extent the strategic and operational steering mechanisms in the Swiss Cooperation Office (SCO) have been put in place.

An Inception Report summarizing the findings of a review of key documents, such as the annual reports, end-of-phase and MERV reports, and selected evaluation reports, was the base for the field mission in Pakistan, conducted by two peers from SDC and one international consultant between 16 and 26 February 2015.

The evaluation report is structured according to the four Evaluation Areas (EA: EA 1 Context analysis, EA 2 Relevance and appropriateness of programme portfolio, EA 3 Implementation of the CS and their portfolio, and EA 4 Results of the CS in relation to the results at country level.

Major Findings and Conclusions

Evaluation Area 1: Context analysis

The Northwest, bordering Afghanistan, is one of the poorest regions in Pakistan: Main structural reasons are a young and under-educated population, insufficient infrastructure, lack of access to water and sanitation, an underperforming agriculture – on which the majority of the population depends – and neglect by the central government. The effects of natural hazards like the floods of 2010/2011, the protracted humanitarian crisis during the on-going armed conflict, producing large numbers of internally displaced persons (IDPs), and the influx of refugees from Afghanistan, have further aggravated the situation. Peace and security in the North-western part of Pakistan are largely interdependent with the development on the Afghan side of the border.

The Message on Switzerland's International Cooperation 2013 - 2016 provides the overall frame of reference for Swiss cooperation in Pakistan and the CN is well aligned with development priorities in Pakistan, KPK and FATA.

The geographic concentration of the Swiss Programme in Khyber Pakhtunkhwa Province (KPK) and the Tribally Administered Areas (FATA) and the thematic orientation (rural livelihood, good governance and human rights, focusing on water, enhancing participation and local government, and migration) are highly relevant for the development in the Northwestern border region with Afghanistan

Evaluation Area 2: Relevance and appropriateness of projects with regard to CS

The programme portfolio is highly relevant with regard to the Cooperation Strategy (CS), contributing to development and stabilisation of the geographic area, by reducing factors of fragility such as limited access to health, education, rule of law, as well as exclusion from social and economic development, and deficient mechanisms for citizens' participation.

The overall work experience has created a very positive image of Swiss cooperation and inspired trust in its technical ability, accountability and honest partnership approach. However, insufficient systematic internal coordination and cooperation, drawing lessons from the field experience to enhance duplication and up-scaling, and lack of ambition as regards influencing policy / search for institutional effects have limited effectiveness and efficiency.

The Rural Livelihoods Domain consists of a well-defined portfolio due to SDC’s long-standing experience, its recognised technical expertise with focus on DRR interventions and its record on development of value chains. The lessons learnt from livelihood/water interventions led to the reorientation of the domain's strategy towards water governance. Disaster response interventions in WASH and DRR for flood-affected communities, IDPs and refugees turned out as good entry points for a more efficient approach of linking relief-rehabilitation-development (LRRD). Women empowerment and the capacity development of technical departments of governments in FATA and KP are important factors in the domain interventions. .

The two projects forming the portfolio of the Domain Governance and Human Rights are addressing the improvement of access to justice and people's participation. These thematic areas are extremely important in KPK and FATA and in line with local governments' aspirations. With the training of policewomen in preparation of the 2013 elections to reduce violence, SCD made an important contribution to the stabilisation of the region. A core contribution to policy dialogue and donor coordination was made in the preparation of the international conference on Afghan Refugees which led to SDC's initiative of funding the Pakistan Humanitarian Forum to increase humanitarian and development space and find durable solutions for Afghan refugees.

The current theory of change based on fragility reduction at local level is consistent. Links to the general context could be improved i.e. to root causes of crisis, and humanitarian protracted emergency context, the development strategies of local and national government and Swiss specificity with regard to other donors. SDC is operating successfully at the sub-national level, but feeding experiences into learning for a systematic influencing of policies at sub-national and national level is weak. Policy dialogue might be strengthened at different levels.

Evaluation Area 3: Implementation of the CS and their portfolio

In almost 50 years of cooperation with Pakistan SDC has left many positive traces, i.e. a large number of specialists 'formed' by Swiss cooperation, who are now working in government and NGOs. Unfortunately documentation has not always been systematic, but would be worthwhile completing to celebrate the 50th anniversary in 2016.
The SCO-P managed to create a positive team spirit, enhanced capacity building and internal communication, despite a massive staff turn-over. SDC is also embedded in a

qualitatively solid partnership system, but it might be necessary to further strengthen links with the government and civil society.

A sustainable, conflict-sensitive peace-building and development process in this conflict-prone area is crucial to restore trust between citizens and government and thus contribute to the stabilisation of the region. It is, therefore, important to further strengthen the mainstreaming and systematic implementation of gender, Conflict Sensitive Project Management (CSPM) and Disaster Risk Reduction (DRR).

A closer cooperation between SCO-P and the Embassy would be desirable. It would also be desirable to strengthen links to SDC Global Cooperation in Delhi.

Evaluation Area 4: Results of the CS - in relation to the results at country level

Substantial results have been achieved in both domains 'Rural Livelihood' and 'Governance and Human Rights' but results have not been sufficiently documented. Furthermore there are promising innovations and approaches for scaling up.

The incomplete monitoring system with lack of baseline and target values and the changing results frameworks used in the annual reports makes result assessment difficult.

Recommendations and Lessons Learned

Should Swiss cooperation continue to work in the Northwestern part of Pakistan (namely KPK and FATA, the current intervention regions)? There are solid strategic and programmatic arguments pleading for a continuation of this development cooperation. The cooperation should be continued, as the reasons for staying are largely outweighing the reasons for leaving.

- The Strategy for the Asia Pacific Region of the Federal Department of Foreign Affairs affirms that the Asia Pacific region has become the new centre of global politics and expresses Switzerland's interests in intensifying the bilateral relations with the countries of this region in all areas and on all levels. In light of this and given the geopolitical position, assistance to Pakistan seems relevant for Switzerland, also, because there will be no stability in neither Afghanistan nor Pakistan without stability in the respective other country. SDC should carefully look for issues, areas, where needs for support might be arising in Afghanistan as in Pakistan.
- In the highly critical geo-political context with a protracted humanitarian crisis and a critical human rights situation, Switzerland with its specific and acknowledged expertise in human rights, humanitarian and development interventions in crisis and post-crisis contexts can make a difference.
- The newly elected civilian governments in Pakistan and Afghanistan have started peace talks and negotiations between military leaders. This opens opportunities for the new voluntary return agenda for refugees.
- Reforms are under way in the region with the implementation of local government acts and the decisions on the development of comprehensive development strategies, following the elections of 2013, opening new opportunities for development and the institutionalisation of reform processes.
- The intervention areas of KPK and FATA are among the most marginalized and poverty-stricken regions of the country.
- SDC development cooperation support to KPK and FATA should be continued beyond 2016, focusing on the current strategic frame along the lines proposed in the CN 2015-16, i.e. livelihoods and governance/human rights/conflict resolution, keeping in mind the continued needs connected to Afghan refugees, and the protracted humanitarian context.
- In order to capitalize on the relevance and results of the past and to make a contribution to the stabilisation of the region, SDC development cooperation support to KPK and FATA should be continued beyond 2016, shifting to a long-term presence. The

programme should further invest into institutional capacitation and development and combine the „bottom-up approach “with policy influencing at all tiers of subnational government and at the national level, where appropriate. Opening opportunities for Public Private Partnership should further be explored (i.e. in the energy sector).

SDC should keep the general focus of the programme, but explore further possibilities for alliances with other donors and strengthen coordination on specific issues (i.e. the return and reintegration strategies for IDPs and refugees, water issues, DRR). Further the programme should be supplemented by further strengthening civil society organisations and the media, to foster the demand for social accountability. Especially rural livelihood should systematically apply a strategy for up-scaling experiences / activities. Domain Governance and Human Rights should be strengthened by developing further projects.

Further it should be agreed on regular exchange between the Global Cooperation and SCO in order to identify interventions and approaches of Global Programmes, which can add value in the bilateral programme.

Regarding the cross-cutting issues - gender, conflict sensitivity and disaster risk reduction - look for further opportunities and strengthen a systematic mainstreaming process. Ask for methodological support specifically for gender, which is a rather contentious issue in the geographical region.

The current CN is a solid ground to build upon for the upcoming Cooperation Strategy (CS). For an efficient implementation of a cooperation programme and for fostering ownership a shared understanding is important - among SCO staff, national and international partners - of the CS domain results framework. The partners' participation therefore is important for key moments such as mid-term reviews, the elaboration of annual reports and evaluations.

1. INTRODUCTION

1.1 Objectives of the Cooperation Strategy Evaluation

The objectives and purposes of this evaluation of the Pakistan Hindu Kush Programme 2010 - 2014 (hereafter referred to as Cooperation Strategy (CS) Pakistan 2010 - 2014) correspond to the SDC guidelines on country evaluations (SDC 2014).

1.2 Methods and structure of the report

SDC's Concept (SDC 2014a) and its Content and Question Guide (SDC 2014b) for the conduct of country evaluations were guiding fact-finding and report writing; they define the key questions and related methods / tools for the four Evaluation Areas (EA). These are the following ones: EA 1 Context analysis, ES 2 Relevance and appropriateness of projects as regards CS, EA 3 Implementation of the CS and its portfolio, and EA 4 Results of the CS - in relation the results at country level.

The evaluation was focussing on priority questions: 11 key questions from SDC's Content and Question Guide, and 9 other questions suggested by the SCO Pakistan (SCO-P) - together with the South Asia Division (annex 1).

The analysis of results achievement (Evaluation Area 4) was made for the two domains of interventions *Rural livelihoods* and *Good governance and human rights.*

Preparation Phase

The inception report, compiled by the international consultant, summarises the findings of a document analysis comprising Annual Reports (AR) 2010 - 2014 of the SCO Pakistan, end-of-phase reports (EPR), MERV reports (Monitoring of development related changes), ICS compliance reports, and several selected project evaluations and studies. This document study was completed by Internet research to complete the context analysis. Prior to the field visit a number of interviews were conducted in Berne with research persons from the South Asia Division, Global Cooperation (GC), Swiss Humanitarian Aid (SHA), the Federal Department of Foreign Affairs (FDFA), and Helvetas Swiss Intercooperation as one of the main implementers.

Field mission in Pakistan (16 - 26 February 2015)

The evaluation team consisted of three persons - one international consultant and two peers. During the field mission, the evaluation team conducted a series of semi-structured and structured interviews with staff and partners of the two domains, and representatives of local government of Khyber Pakhtunkhwa (KP) and the Federally Administered Tribal Areas (FATA). Selected representatives of other donors and of national and Swiss non-governmental organizations (NGO) were interviewed to bring in an outside perspective of the Swiss cooperation programme.

At the end of the field mission the preliminary findings and recommendations in two separate workshops were presented per domain to SCO staff and their respective partners and further internally in a debriefing session with the staff of SCO-P, providing opportunities for discussion and feedback. Further, one of the peers was invited for a debriefing session in Berne on his way back to his office.

Structure of the report

The evaluation report of the international consultant, with inputs from the two peers, in its structure follows the instructions from the already mentioned SDC Guidelines, comprised of an *Evaluation Abstract*, an *Introduction,* and in chapter 2 the *Findings, Conclusions and Recommendations* presented as per the four Evaluation Areas. The chapter 3 Stay or go summarizes arguments for staying or pulling out of SDC from Pakistan Hindu Kush.

1.3 Overview of the Cooperation Strategy Pakistan 2010 - 2014

The milestones listed below are important to understand where the programme stands today after number of changes:
The Medium Term Programme (MTP) Pakistan 2006–2014[1] preceding the 'Regional Programme Hindu Kush' had the overall goal of *'Reducing poverty through promoting a people-driven, equitable and ecologically sound development'* through the three domains: (i) Improving governance, (ii) Increasing income, (iii) Humanitarian Aid, plus (iv) the phasing-in of the 'Regional Programme Hindu Kush'.

- Domain objective (i) - *Improving Governance* - was to contribute to enabling citizens and institutions to exercise their rights and obligations, based on action line 1: Rights of Women and children, and action line 2: Decentralization and Local Government.
- Domain objective (ii) - *Increasing Income* - was to enable SME to better access and manage resources, based on action line 1: Rural Livelihoods, and action line 2: Microfinance & SMEs.
- Domain objective (iii) - Humanitarian Aid - was to reconstruct public infrastructure and gender-based livelihoods, with action line 1: Reconstruction and action line 2: Livelihood Restoration and action line 3: Disaster Prevention & Preparedness.
- The 'Regional Programme Hindu Kush' was phasing in, aiming at developing a peaceful coexistence in the region, reduce stress and local conflict potential for vulnerable groups. This new programme foresaw as action line 1: Improving Living conditions, action line 2: Promoting Local Conflict Resolution and Local Governance.

Gender equality, Human Rights Based Approach (HRBA)/Governance, Conflict Sensitive Project Management (CSPM) were transversal themes.

Based on the Federal Council's decision "Civil contribution of Switzerland to regional stabilization through programmes in Pakistan and Afghanistan" of 5 June 2009, the SDC Board of Directors in March 2010 approved an Implementation Concept for a comprehensive regional programme in the border region between Afghanistan and Pakistan.

The Implementation Concept, combined with the Feasibility Study completed shortly afterwards, laid the foundations of a 'Regional Programme Hindu Kush' (RPH) to be implemented in six provinces of Eastern Afghanistan as well as selected parts of FATA and the province of KP in Western Pakistan.

It was decided to initially design separate programmes on each side of the border, namely a 'Pakistan Hindu Kush Programme' (PHP) and an 'Afghanistan Hindu Kush Programme' (AHP), which should potentially be merged later into the PPH. Therefore both programmes were planned in such a way that alignment of goals, objectives and methodology would be possible.

2011 saw the phasing out of the MTP 2006 - 2010 and finalised the phasing in of the PHP, maintaining the overall goals but with certain changes within the domains and action lines of the new 'Pakistan Hindu Kush Programme':

- Domain objective (i) - Rural Livelihoods - was to strengthen resilience of people through strengthened livelihoods opportunities, using action line 1: Increase Income through Economic Options, and action line 2: Adapt productive systems (notably water management) to climate change.
- Domain objective (ii) - Good Governance and Human Rights - create a conducive environment for a peaceful and human rights oriented life, using action line 1: Promote Good Governance and Local Conflict Resolution, and action line 2: Protect the Human Rights of Vulnerable Groups.

Transversal themes and approaches were complemented by DRR.

[1] The MTP was phasing out after the Parliament's decision of 2009 to stop the cooperation with Pakistan.

From 2012 onwards the 'Pakistan Hindu Kush Programme' remained the same, as regards overall goal, project objectives, domains and action lines.

Reality on the ground showed quickly, that a regional approach was complicated due to the tense situation along the border, so that - although joint meetings of the SCOs Pakistan and Afghanistan took place in the beginning - the two country programmes operated rather independently.

In addition to the bilateral project portfolios of the different thematic domains, SDC is implementing country components of a global programme in Pakistan - Water and Sanitation, WSP South Asia, in partnership with the World Bank (see project portfolio list in annex 7).

The funds allocated to the RHP from the 0.5% additional credit in March 2011 boosted the available budget for the 'Pakistan Hindu Kush Programme' (PHP) significantly. The total annual budget was CHF 13.5 million and 6 million CHF for regional cooperation and humanitarian aid respectively. The overall Swiss programme budget for the period from 2010 to 2014 was CHF 84.7 million.

2. FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

2.1 Evaluation Area 1: Context Analysis

Purpose: *Appraise how well the CS reflects the development priorities of the partner country and the policies of the Federal Council Dispatch (FCD)*

Conclusions (C)

C 1 The SDC intervention areas in Khyber Pakhtunkwa (KPK) and FATA, bordering Afghanistan, are among the poorest conflict-prone regions, regularly affected by natural hazards. New development sub-national development plans since 2013 open windows of opportunities within these regions, and also for increased dialogue / links between Pakistan and Afghanistan.

C 2 The border areas of KPK and FATA bear a number of comparable problems and interests (protracted humanitarian crisis due to on-going conflict, effects of climate change, water issues, trade with Afghanistan, etc.), and peace will not be restored in one of the countries alone. A solid security management and context analysis are necessary.

C 3 The CS is well aligned with development priorities in Pakistan, KPK and FATA and, working at district and provincial level with a bottom-up approach has been able to influence policy areas (water policy, voluntary return, development plan in KPK). The CS domains, (i) Rural livelihoods, and (ii) Local governance and human rights, are relevant for Pakistan, KPK and FATA.

C 4 The Message on Switzerland's International Cooperation 2013 - 2016 provides the overall frame of reference - especially food security, water and climate change, as well as governance and human rights.

C 5 Domain 'Rural Livelihoods' is in line with the agricultural policy in KPK, which recognises water-saving reforms as an important issue, the FATA Sustainable Development Plan, recognising the need for job creation outside agriculture, and the KP Integrated Development Strategy, and the roadmap of KP Provincial Disaster Management Authority (PDMA).

C 6 Domain 'Governance and Human Rights' is in line with the KP Integrated Development Strategy 2014-2018 and the FATA Sustainable Development Plan 2007-2015, aiming at the improvement of local governance, the KP and FATA Local Government Acts (LGA), and the Post Crisis Needs Assessment for KPK and FATA (PCNA), aiming at peace building by restoring trust between citizens and government, improving access to justice, improving participation and security for citizens.

C 7 In the PCNA gender has been recognised as a driver of conflict; SDC considers gender equality as a crosscutting issue. Further crosscutting issues are conflict sensitivity, respectively Conflict Sensitive Project Management (CSPM), and paying tribute to the regularly occurring natural hazards, Disaster Risk Reduction (DRR). However, mainstreaming approaches are not yet systematically implemented.

C 8 Switzerland as a small development partner has gained trust of government, civil society and the population for its long-standing cooperation, neutrality, impartiality and technical expertise. However, this has not been translated into a meaningful policy dialogue and influencing, thus limiting the effects of the interventions. The Swiss 'stop-and go' policy since 2009 has created some insecurity among stakeholders.

Recommendations (R)
R 1 Strengthen and share experiences, lessons and context knowledge, as well as thematic and sectorial experiences between the SCO-P and SCO-A, based on thematic issues of common regional interest and issues across the border (i.e. migration, water, climate change, peace building), but the word 'Hindu Kush' in communication with partners should be omitted, as it is politically sensitive (Base: C1, C2).
R 2 Continue the two domain themes in the new CS. Keep, strengthen and further mainstream gender and conflict sensitivity as cross-cutting issues and maintain DRR as basic principle for both domains (Base: C5, C6, C7).
R 3 Continue a close follow-up on security issues, further mainstreaming security to all staff, improve a better understanding on security thresholds between SCO-P and HQ. Involve more stakeholders across SDC domains in the context analysis, work stronger on scenarios and link better the most likely ones to MERV (Base: C2).
R 4 Strengthen policy dialogue across the two domains at decentralised level in KPK and FATA, in close coordination with other development partners, and, where there are opportunities and in cooperation with the Embassy, at national level (Base: C8).

2.1.1 Positioning and adaptation of CS with respect to the country context and Swiss policies

Economic overview

Pakistan is a lower middle-income country whose economy is at present 'standing on the knife's edge': Following the international sanctions after the nuclear tests the economic growth fell to 2% p.a.; when Pakistan became an ally for the 'war-on-terror' after 09/11 with large aid inflows the growth rate rose to 9% p.a., accomplished because of a boost in industry, agriculture and services. But growth could not be sustained. The country's economic slump of 2014 is the lowest in about 50 years: Pakistan had just been slightly recovering from the global financial crisis, in spite of the inability of the Government of Pakistan (GoP) to collect internal revenue tax and tax evasion, widespread corruption and the over-dimensional expenditures for defence and security, when earthquake of 2005 and the floods of 2010/2011 hit the country.

The cuts on subsidies on electricity and food items together with the already existing double digit inflation were further pushing people into poverty. According to a World Bank (WB) definition nearly three quarters of the population in 2012 were either poor or vulnerable. General inflation (in 2012) ran at 15%. A birth rate of 2%, high defence expenditures of 20% (national budget), low tax ratios, and power cuts were further reducing the GDP, rendering millions of people jobless.

In *KPK and FATA* the percentage of people below the poverty line rose to 60%. According to a SDC-supported study food insecurity in 2014 had risen 63% in the conflict-prone and flood affected areas. The study also established a clear co-relation between militancy, conflict and food insecurity. The Northwest further suffers from inadequate investments in infrastructure, industry, agriculture and human capital. The overall ineffective governance structure with weak public institutions and rule of law and lack of accountability of the GoP are showing in very deficient public services in this neglected geographic region. Potential possibilities for economic development, i.e. the over 70.000 megawatt potential for hydropower generation in KPK, are not utilized so far for lack of investments. KPK and FATA also had to bear a considerable part of the total fatalities (victims of violent attacks from different sides) of over 31.000 persons between 2003-2010 and is sharing the burden of the loss of over Rs 900 billion only in 2010-11 (8.7 billion CHF) for anti-terrorist activities; costs may since have increased. As a consequence of the natural hazards (earthquake of 2005, floods of 2010/2011) and the military actions against illegal armed groups by the

end of 2014 KPK and FATA were accounting for 263,967 IDP families, the number of Afghan refugees was estimated at 1 million. According to SCO-P staff the insurgency in Malakand Division and the Swat valley led to the temporary displacement of over 3 million people, and 1 million left their homes due to the military operations in North Waziristan. These migratory movements constitute a heavy burden for the affected communities and the already strained administrations in KPK and FATA, which still depend heavily on federal transfers for revenue needs (93% in KPK), as financial devolution is not yet completed.

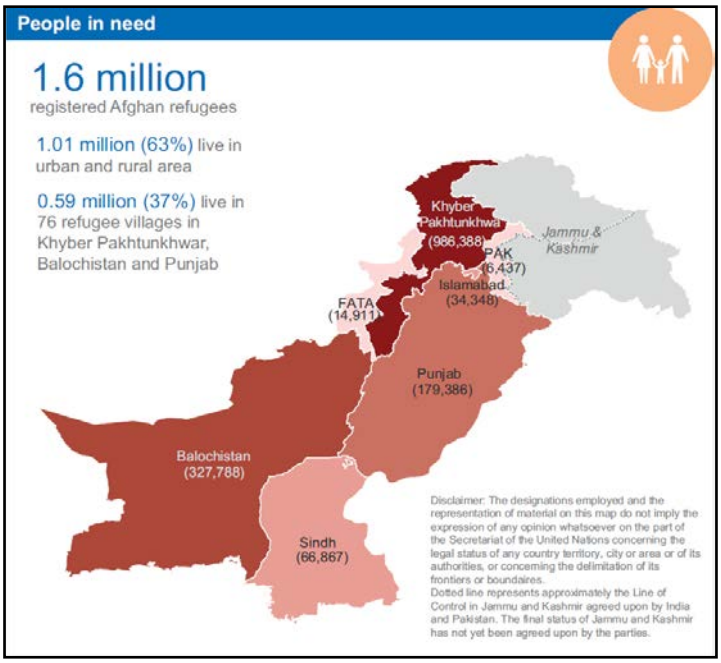


Figure 1: Afghan refugees 2014

Social factors

Economic and social disparity between regions and between urban centres and the rural areas is contributing to social unrest and violence. Pakistan's slow performance against all 8 MDGs and 37 indicators is attributed to bad governance, cuts on development expenditures, and finally the natural hazards.

Marginalization of *KPK and FATA* is an on-going process, but there is a growing resistance from the people. Social tensions are growing with the demographic pressure aggravated by the pressure the influx of IDPs and of Afghan refugees. Religion is an important social determinant, which - together with radicalisation - forces women to withdraw from public life.

As the rest of Pakistan, KPK and FATA are faced with a protracted humanitarian and human rights (HR) crisis, which is however not recognized by the national government. This crisis is characterized by the already mentioned natural hazards (earthquake, floods, droughts), the pressure from Afghan refugees and from IDPs, but also a serious deterioration of the human rights situation: The insurgency and counter-insurgency are one important factor for this development, and also a number of legal measures that might not in the first place have been drafted as instruments against the population and civil society, but in their application are often turning out to be: Some organisations fear that the new NGO-law will not only bring more transparency, but also be used to control and restrict activities of civil society organizations; they fear that border control will be applied to restrict movement of NGOs and that radicals will use the blasphemy law to justify the persecution of religious minorities. In spite of a perceived growing quantitative space for CSOs and media, there is continued pressure on them, and intimidation of and attacks on critical journalists are frequent events. Access problems for expats to parts of KPK and FATA continue, but SDC so far has had less access problems as compared to other

donors, which is mainly attributed to the trust, SDC has been able to build up with the national actors, but is also the result of the Swiss security concept.

Political context

Pakistan is at the crossroads of geopolitics and a key player for peace and stability in the region: The relation between Afghanistan and Pakistan is one factor, the role of Iran (supporting Shia sectarian movements), the unsolved conflict between Pakistan and India in Kashmir, the role of Gulf States in financing radical Sunni movements, the active support of Baloch insurgents by India and others are further factors influencing the regional dynamics, as is the growing economic interest of China. Continued instability is due to the proliferation of small arms and light weapons (SALW), fragmented illegal armed groups as a consequence of the proxy-war between Afghanistan and Pakistan, the increase of sectarian movements and further radicalisation, but also further criminalisation of all these movements. The existing disparities in Pakistan and youth unemployment create a fertile ground for these different movements.

In *KPK and FATA* since 2010 the formation of a public accounts committee and the constitutional reforms through the 18th amendment, created space for the autonomous establishment of local government (LG) systems, the development of political, financial and administrative responsibility. The process of devolution of power enables the policy making of the provinces in sectors such as health, education, population, welfare, labour and social safety. For the first time decentralisation has become a political programme, but the power struggles of provinces and tribal areas against the central State are on-going. The National Corruption Survey 2010 showed little confidence in the GoP, but there is new hope in *KPK and FATA* - especially after the 2013 elections. The adoption of the Local Government Act (LGA) of KPK and the drafting of the Local Government Act in FATA, the Amendment of the Frontier Crime Regulation and the enacting of the FATA Political Parties Act are encouraging signs for the development agendas of KPK and FATA. FATA Secretariat, supported by part of the judiciary and civil society organizations (CSO) is struggling for the full integration into the Pakistan mainland.

The border region of the Pakistani North west and Afghanistan is in the 'eye of the storm' - the more so with the withdrawal of ISAF forces in Afghanistan and the emergence of IS (Islamic State) in Pakistan. Recovery in both countries is strongly linked, due to the massive migratory movements and the inter-linkages of armed groups. Stability is a regional, not only a national challenge: Pakistan can easily become a spoiler again for further development in Afghanistan, and the border region of Pakistan will always be affected by events in Afghanistan. Contributing to stabilisation on both sides of the border is therefore an urgent issue. As the civilian state is weak in the contested regions the Pakistan military can play its role as 'the only guarantor of protection and security'. It is said to be 'the strongest institution in Pakistan'. It is noted with satisfaction by many Pakistanis that there seems to be a shift in the military leadership towards collaboration with Afghan authorities, also overcoming ambiguities as regards counter insurgency and Islamic radicalism, while in the past the military was often suspected of fighting insurgency only half-hearted.

Aid effectiveness, environment for Official Development Assistance (ODA)

The ODA environment is not very favourable at national level, but more promising at sub-national level for international development partners (IPs). However, some positive changes have taken place since the elections in 2013. The presence of IPs has seen an 'on-and-off" from the 90s to date: massive support in the 90s, embargo after the nuclear tests, renewed massive support after 09/11, withdrawal due to the security situation and failed negotiations with the International Monetary Fund (IMF) and the renewal of cooperation after 2013. SDC has been able to build a trust base because of the long-lasting cooperation (since 1966) and the proven good results, although the 'stop-and-go' policy since 2009 has created some confusion, bearing a risk of damaging the overall positive image. OECD/DAC statistics show that aid disbursement increased from US dollar 1'614 in 2005 to 2'174 million in 2013. Interestingly, Tanzania, the 26th largest country (50.76

million inhabitants) is receiving about the same amount as the 6th largest country Pakistan. Switzerland's ODA contribution to Pakistan with CHF 18 to 20 million remained about the same throughout the years.

Overall, ODA accounts for less than 1% of Gross National Income (GNI) in Pakistan. However, it represents a considerable share of 30% of GNI in *KPK and FATA*. The international community therefore is much more influential at sub-national level. Both SDC intervention areas are interdependent, but significantly different as concerns the socio-economic needs, opportunities and developments as well as the current reform processes. KPK government to date developed clear development priorities with clear state and peace building parameters; FATA is not yet at the same level, but also progressing.

Poor service delivery, limited access to justice, lack of education and health conditions and deficient mechanisms for political participation are some of the key issues of fragility in KPK and FATA. Addressing these issues in collaboration with local governments, contributes to improved relations between citizens and state and thus to a reduction of fragilities, when ownership on both sides is ensured and institution building successful.

Domain Rural Livelihood

Living and working conditions of rural households in *KPK and FATA* are precarious: They consist of mostly harsh terrains, widespread poverty, weak institutions and limited public services. The region has the highest food insecurity level of Pakistan, employment opportunities are very limited, and in a context of depleting natural resources livelihood opportunities are limited. The local economy is mainly pastoral, with subsistence agriculture and livestock rearing practised by over 80% of the people only in a few fertile valleys. Due to underdeveloped irrigation systems, yields are low and unable to meet local demand. A vast majority of the population is illiterate (up to 97% of women in certain areas), health conditions are deplorable and services almost absent, half of the population has no access to safe drinking water.

KPK and FATA (as other regions), are prone to natural disasters and conflict-related humanitarian crisis: After the earthquake of 2005 the floods of 2010/2011 caused immense numbers of fatal loss, displacements of people and damage to infrastructure and agriculture. In addition, military operations against Taliban factions caused further displacements and physical damage. The relative absence of state and rule of law are closely associated with the difficult security situation, which makes basic public services difficult and limits access of international partners to the region. This feeds the frustration of large parts of the population and paves the ground for the radicalization of certain groups. For long-term peace building it is necessary to strengthen stability by reducing the level of marginalization, improving participation, improving rural livelihoods, strengthening the resilience of the population and supporting local governments in responding to disasters, and mitigating the effects of climate change.

Domain Governance and Human Rights

Pakistan continues to witness a shocking record of Human Rights abuses and of fatal violence against press, media and minorities. Sectarian violence has been on the rise constantly for the last years. Sunni extremists' attacks against Shias are rampant and ethnic-based killings and attacks on civilians by militant groups have increased. Discrimination of religious minorities has been increased with the adoption of the blasphemy law, which is often also used to settled personal disputes. None of the IPs is actively working in this area, generally considered as 'very touchy'. The question remains, if it would not be possible to find an indirect approach. There has been a breakdown of law enforcement in the face of politically motivated attacks. The police and other security forces have been responsible for numerous abuses, including torture and other ill-treatment of criminal suspects, extrajudicial killings, and unresolved enforced disappearances of terrorism suspects. Security forces routinely violate basic rights during counterterrorism operations - impunity is a serious challenge. Despite the adoption of a National Judicial Policy in 2009,

access to justice remains poor, as case backlogs mount throughout the country and courts are rife with corruption.

In *KPK and FATA* the existing traditional courts are often the only existing judicial structures, defending a very traditional role for women so that they are no solution for women seeking justice when it comes to rape, acid attacks, domestic violence or forced marriage, or also questions of heritage. Discrimination of Afghan refugees is another serious problem; often they are used as scapegoats for different problems. SDC together with other donors like UNHCR, was successful in influencing the Office of Commissioner Afghan Refugees, and the Ministry of SAFRON for the renewal of registration procedures of Afghan refugees, which ensures their basic rights in Pakistan, as well as in furthering the 'Solution Strategy for Afghan Refugees'.

Switzerland for its general experience in human rights protection and the trust base it has acquired in Pakistan, especially in the north-western part of the country, the traditional SDC intervention areas, should build more consequently on these comparative advantages and further strengthen governance and human rights through further specific projects and mainstreaming.

Gender equity

Gender disparity is blatent in Pakistan in all aspects, more marked in the rural areas than in the urban centres, and with some regional differences between the different provinces. Violence against women is frequent, but often not reported for fear of further repression from the family. Some manifestations of violence against women are justified by traditional customary practices, and in the context of KPK it is challenging to address gender-based violence, as at times it is not inflicted just by individuals but is perpetuated or condoned by the community, and neglected or ignored by the state in the name of upholding the traditional cultural practices reflected in the Pakhtun code of conduct. The perception of women's low status and subordinate position in society prevents them from gaining their rights, i.e access to land. Customary practices, buttressed by social structures, restrict women's mobility, making active control over resources difficult.

Coherence of Switzerland's foreign policy objectives for Pakistan and KPK and FATA respectively, and the principles of the Message on Switzerland's International Cooperation in 2013–2016

While Switzerland is seen as independent, impartial, reliable and close to the people, especially in KPK and FATA, the changes in Swiss Foreign Development Policy towards Pakistan have left some doubts: Against the background of the Swiss Parliament's decision to withdraw from Pakistan the Federal Council decided in June 2009 to establish a regional programme for the Afghan-Pakistani border region, as part of international burden-sharing and contribution to the reduction of fragility. In February 2010, SDC accepted the operational concept 2010-2014. When the floods occurred shortly afterwards, it was decided to increase Switzerland's contribution.

Considering the challenging implementation environment prevailing throughout the border region, it was decided to initially design separate programmes on each side of the border. SDC, however, initiated a joint context analysis and strategic planning by both Cooperation Offices, and aligned implementation of cross-border livelihood initiatives with the same implementer - just to mention some of the efforts undertaken in the beginning of the new programme. There was a match between the Message decision, the Concept Note of 2011 and the GoP priorities, which proposed the geographic focus to cover border and hinterland areas. The PHP was aligned with the official policy framework endorsed by the GoP. The Message 2013–2016 regarding the cooperation with developing countries listed SDC involvement in fragile contexts as a priority, highlighting the connection between poverty and conflict. SDC implements humanitarian aid and development cooperation programmes and has therefore a unique opportunity to combine such instruments (i.e. short-term mitigation and preparedness with long-term prevention) in support of specific

countries. The PHP exemplified such an approach and suggested a flexible mix of instruments according to changes in development-relevant conditions.

Using 'Hindu Kush' as a brand for the regional programme was, however, not facilitating the approach, as (i) the geographical intervention area was not exactly the Hindu Kush mountain range, and (ii) was seen as politically problematic, because of the unsolved border problems (Durand-line) between the two countries. There were, however, no doubts, that quite a number of issues were and still are of regional importance and common interest: these are the refugee question, but also issues like water, natural disasters, climate change or green growth. The amendment to the Concept Note 2012-2014 for the years 2015-16 is based on experience in the region, and takes into account the common reflections with partners.

Swiss interventions are aligned with the (rather broad) development priorities of Pakistan (Pakistan 2025), showing little reference to protracted humanitarian challenges. The Post Conflict Needs Assessment (PCNA 2010), developed for KPK and FATA, however, is an important reference for Swiss interventions and the alignment with it can further strengthen ownership of sub-national government structures for the interventions.

2.1.2 Quality of context analysis

The broad political context is assessed very well in the CS documents, as well at the national level as at the level of KPK and FATA, the geographical intervention areas of SDC (see annex 5 for the geographical coverage of the programme). The analysis is relevant and realistic and adequately mirrors the analysis of the GoP documents. The context analysis of the annual reports (AR) and the MERV are realistic, cover relevant aspects like the power relations, regional disparities, political parties and institutions, and link changes in the context to implications for the programme implementation. The reports do, however, not always assess social and economic inequality in depth, the same occurs in regard to the transversal themes of gender equity and HRBA-governance. The SCO staff considers both transversal themes as rather difficult to address, as they are linked to certain traditions prescribing roles and behaviours for men and women, or touch the very heart of one of the conflict lines, as is the case of inclusive human rights for minorities. There are however, good examples as well of integrating rights issues in the various projects, i.e. within the water sector looking for rights issues like the right of tenants. Other examples of indirectly working on rights issues are in the Governance Domain working with the police (in preparation of the elections in 2013) and the activities on promoting access to justice.

There is little reference to the impact of other donors except for the political and military impact, for example of the US, Afghanistan, China and India. Information is to a large extent gathered from security, including the military attaché of the Embassy, informing a very good risk management. Context analysis could gain further credibility by using more diversified sources (donor community, academia, etc.) and a clearer link of the MERV to the most-likely scenario of the CS. It would also be important to take into account what other donors are doing or planning and to identify the spaces, where SDC could make a difference, also taking into consideration further collaboration with others.

2.2 Evaluation Area 2: Relevance and appropriateness of the project / programme portfolio with regard to CS

Purpose: *Appraise the coherence of the project portfolio with the CS and its relevance for achieving the country/domain objectives*

Conclusions (C)
C 1 The programme portfolio is highly relevant for the development and stabilisation of the geographic area. But effectiveness and efficiency were hampered by (i) (partially) imperfect cooperation between HA + RC, (ii) disconnect between acknowledged

	field performance and systemic effects at higher levels, including the national one, (iii) lack of ambition as regards influencing policy / search for institutional effects, and (iv) lack of systematic lessons learnt exercises and knowledge management.
C 2	The current theory of change (Concept Note –(CN) 2015-16) based on fragility reduction (at local level) is consistent, but links to the general context are not clearly visible, as concerns the root causes of crisis as well as humanitarian protracted emergency context (man-made and natural disasters), development strategies of local and national government as well as Swiss specificity with regard to other donors.
C 3	SDC's present programming lacks sufficient institutional commitment to ensure sustained changes at national level - good project endeavours are not sufficiently fed into experiences and lessons for the systematic influencing of policies.
C 4	Governance does not yet have the prominence and visibility in the current programme, which would be necessary to effectively address the need for an improvement of government's response to citizen's needs and strengthen citizen's participation.
C 5	SDC discovered niches for its interventions aiming at the improvement of gender equity, where with a minimal input the programme can achieve good results, but gender mainstreaming gender needs to be done more systematically, taking into account the possibilities and limitations within the two domains.

Recommendations (R)	
R 1	Promote systematic lessons learnt exercises and policy dialogues at subnational and national level, and plan up-scaling processes to enhance systemic effects of SDC interventions at higher tiers (Base: C1).
R 2	Refine the theory of change for the 2015-16 period, linking it to the relevance of (man-made and natural) disasters for the humanitarian protracted emergency context, and align and harmonize it, with specific focus on KPK and FATA (Base: C2).
R 3	Combine bottom-up, complementary approach with strengthened SDC's institutional work at district and provincial level (national level where necessary and possible, and a clear governance focus in both domains (Base: C2, C3).
R 4	Further develop (projects in) the pipeline in Domain 2 (governance and HR), look for adequate entry points for policy dialogue, enhance coordination and cooperation with other donors, keeping in mind the strengthening of local communities and civil society. Strengthen governance as a mainstreaming element in the overall programme (Base: C 4).
R 5	Combine approaches of humanitarian aid and development cooperation, e.g. for the return of IDPs with a) vocational training for IDP returnees b) reconstruction of public services (WASH, health, education) in areas of return c) support to provincial administration to plan and implement returns and reconstruction programs, and make provisions of 20% of the budget and space for innovations (Base: C1, C3).
R 6	As concerns the strengthening of cross-cutting issues, enhance DRR mainstreaming and institution building for adequate responses to protracted emergencies, and use a gender lens during project / programme planning, applying appropriate parts of the SDC 'Gender Tool Kit', and focussing on women and on men (Base: C2, C5).
R 7	Strengthen coordination and joint programming with other like-minded donors for both domains (Base: C2, C4).

2.2.1 Relevance of the project/programme portfolio

Switzerland is an acknowledged actor in KPK and FATA; its relevance is linked to and supported by a longstanding presence, SDC's responsiveness and expertise, and an outstanding sound partnership system, based on dialogue, accountability and trust. A further added value of Swiss interventions is that it is working in the most difficult areas and brings issues to the limelight of the most vulnerable people. SDC and partners have systems in place to achieve relevance in a highly fragile context.

But relevance of the Pakistan programme was hampered by several factors: Relations were tense between regional cooperation and humanitarian assistance, so that the different modes of operation were not always well coordinated, and cooperation not ideal. Attention was very much on the local context, where SDC had a long experience and a very good track record. Nevertheless different capitalization exercises were done in the framework of the 2006-2010 phase-out process. Less effort was developed to influence policies connecting the fieldwork with policy dialogue. Nevertheless, SDC was influencing policies indirectly, as throughout the presence in Pakistan, capacity development has always been an important part of the portfolio, and throughout the years this has 'produced' a considerable number of persons, who are now working in government offices or in leading functions in Pakistani NGOs. A more systemic approach, however, would be desirable to achieve better results.

SDC’s present programming appears to lack the institutional commitment required to bring about sustained change in select sectors; this can be attributed partly to the spread across institutions and sectors that SDC operates in and partly due to the lack of a specific focus on this key sustainability factor.

National and provincial strategies clearly describe the needs arising from the effects of the 'war on terror', a lack of social and economic opportunities (especially for youth), very weak local institutions and the consequent low level of confidence between citizens and state. These needs are reforms of public governance, increase of government's accountability towards citizens and of citizens' participation, and strengthening of the rule of law.

Contribution for reducing root causes of fragility and poverty

PCNA has identified the restoring of trust between government and citizens, of rule of law and of security, the revitalisation of economy, especially of agriculture, the improved provision of basic services, and the creation of a diverse, open, tolerant and forgiving society as the main peace building needs for KPK and FATA. At local, respectively provincial level both domains have contributed to the restoration of trust by improving water supply, conditions for basic education and sanitation. They also contributed to overcoming discrimination and marginalization of IDPs and refugees by advocating for lasting and sustainable solutions, offering protection and improvement of the economic situation. The SRLM Project contributed to an improvement of the rule of law, and to an improvement of women equity by promoting female paralegals. Rule of law was also promoted by the training of policewomen all over the country in preparation of the 2013 elections, which again was an important step against women's discrimination. The training of village and youth groups in FATA and Malakand in non-violent conflict resolution was a valuable contribution towards a forgiving society.

Anchoring of SDC interventions at district levels, vertical and horizontal linkages

Anchorage of SDC interventions at district levels, vertical and horizontal linkages exist, but there is definitely room for improvement.

SDC implementation modalities and field presence

Field presence has definitely been necessary during the emergencies, but once the emergency assistance is over it should be sufficient to maintain a liaison working space in Peshawar, besides the main office in Islamabad - to facilitate the regular contact with the KP provincial government and FATA Secretariat.

Structure of the programme portfolio (2010, 2011, CN 2012 - 2014 and CN 2015-2016)

The structure of the Domains (as of the overall programme portfolio) has been changed several times since 2010, due to political decisions in HQ, but also the floods of 2010/2011, which resulted in an enormous increase of SDC funds and projects, in Pakistan. In 2010 the Domain 'Increasing Income' constituted 19% of the SCO-P budget, which was all for the 'Rural Livelihood' action line. Specific attention was paid to include women. Part of the project results was capitalized for future water projects and the HA, which amounted to CHF 10.9 million, out of which CHF 9 million were for flood response. The support modalities included: providing direct services, working through INGOs and local NGOs, contributions to multilateral organizations (MO) and secondments to MOs. SDC/HA interventions were timely and targeted and contributed to an effective assistance of vulnerable populations. Through the emergency relief and early recovery program, approx. 126,900 households or over 1 million people were assisted by providing access to food and non-food items, shelter and safe drinking water as well as support for winterization and recovery of their livelihood through distribution of seeds and treatment of livestock. Contributions to UNHCR, ICRC, WFP for IDPs/refugees/flood victims were continued in 2011, as well as secondments to UN-Habitat, UNHCR, WFP and WB/WASH.

Within the CS 2006-2010 the Domain Governance constituted 21% of the SCO-P‘s budget for 2010. This women and children rights action line had a share of 57% and local governance and decentralization 43%. The Domain was focussing on child rights and empowerment of women, using trainings and sensitizations, and supporting gender budgeting at local levels.

In 2012 the phasing out of the CS 2006 - 2010 and the phasing in of the Pakistan Hindu Kush Programme (PHP) were finished.

A) Domain Rural Livelihoods

Domain Rural Livelihoods started with a strong focus on DRR interventions and development of value chains. On water issues, the UN placed Pakistan among the ‘water hotspots’ of Asia-Pacific region, saying that the country was facing major threats of increasing water scarcity, high water utilization, deteriorating water quality and climate change risk. The overall livelihood portfolio started with three HA projects and three RC projects. The average duration of the projects was 11 months. The start of the 2012-2014 PHP was faced with several setbacks. HA continued its support to DRR making flood-prone areas safer and reducing the damage of future disasters. It also continued to rehabilitate schools.

The lessons learnt from livelihood/water interventions led to the reorientation of the domain's strategy towards water governance. Disaster response interventions in WASH and DRR for flood-affected communities, IDPs and refugees turned out as good entry points for a more efficient approach of linking relief-rehabilitation-development (LRRD). Communication and technical cooperation was strengthened with technical departments of FATA and KP, which helped to tailor public services better and strengthened lo local governments. Strategic cooperation with UNICEF on DRR was enhanced.

The Swiss Cooperation 2015 - 2016 foresees a consolidation of the CN 2012-2014: In January 2015 Domain Rural Livelihoods was comprised of the following projects:

- Livelihoods Programme Hindu Kush Pakistan, implemented by HSI, 100% SDC funded (till April 2015);
- FATA Development Programme of GIZ, 17% funding from SDC (till October 2016);
- Water and Energy Security through microhydels in the Hindu Kush, in cooperation with AKRSP, 85% funding from SDC (till November 2017);
- Water for Livelihoods Project, implemented by HSI, 100% SDC-funded (till December 2017);

- Multi Donor Trust Fund for KP, FATA and Baluchistan, administered by WB, 12% funds from SDC (until November 2020);
- Water Governance FATA, implemented by IUCN, 100% funds from SDC (until December 2022);

Several projects funded by HA will finish in 2015, i.e. the Wash Emergency Response to North Waziristan Agency Displacement Crisis and the Support to Disaster Management of FATA and KP in DRR/Protection focusing IDPs from North Waziristan. The secondment of a Recovery Advisor to UN-Habitat is continuing. Other projects started after the floods (reconstruction of schools, community-based DRR and rehabilitation of drinking water supplies), have already been closed.

B) Domain Governance and Human Rights

The Governance and Human Rights Programme started in 2012 with a first project from RC. This led to a focus on process results and conceptual work as well as small actions, donor and partner dialogue as well as results deriving from humanitarian protection activities of multilateral organisations supported by SDC. The training of policewomen in preparation of the 2013 elections to reduce violence was an example for a well-targeted SDC intervention. Rule of law and justice system reform was identified as relevant for the contribution to local state and peace building. The SDC/UNDP project to enhance access to justice is therefore well positioned and targeted with the clear focus on the strengthening of women through the training as paralegals, the offer of pro bono services by members of the local bar associations, and the strengthening of Alternative Dispute Resolution (ADR) mechanisms in selected divisions. It is an example for the required strategic approach, as it was creating an alternative option in relation to the practice of the completely gender-blind jirgas (traditional courts). A core contribution to policy dialogue and donor coordination was made in the preparation of the international conference on the Solutions Strategy for Afghan Refugees; key stakeholders benefited from training on Media and Human Rights and 'Dealing with the Past' (public management in post conflict societies). A baseline was carried out for the UNDP Rule of Law programme, to which SDC started contributing in 2013.

SDC funded the Pakistan Humanitarian Forum to increase development space and in close cooperation with SAFRON to find durable solutions for Afghans.

The Domain Governance and Human Rights in January 2015 only had 2 projects:

- Citizens' Action for Peace and Development, implemented by SAP-PK, 100% funded by SDC (until November 2021); and
- Strengthening Rule of Law in Malakand of UNDP, with 24% contribution from SDC (until December 2017).

Given the importance of governance as one of the driving forces for change in Pakistan, a reinforcement of the Domain, including more projects, would be necessary.

C) Global Challenges and Global Initiatives

SDC has developed Global Initiatives tackling number of global concerns; these are climate change, food and water crisis and migration. All of these issues are of high relevance for Pakistan: (i) The Agriculture University of Peshawar and Pakistan Metrological Department have established a Climate Change Centre for developing localized climate scenarios and related adaptation plans. Influences of climate change are visible in flash floods, aggravated by increasing erosion as the result of deforestation. The programme has contributed by policy dialogue at the provincial level on mainstreaming and institutionalising disaster risk reduction (DRR). (ii) SDC has supported a countrywide food security analysis, according to which 60% of people are food insecure. The tool developed can now be used in the whole country. But further SDC has also been engaged in enhancing improved livelihoods. (iii) Complex answers were needed regarding the water crisis; SDC has been working on drinking water supply, water harvesting, water storage and protec-

tion against torrential floods and the specific focus of risk management. Discussions at the water committees led to the development of a water governance paper and have informed the Government's water strategy. (iv) Migration is the only one of the global issues that so far has not been given much attention by the programme.

At present (since 2012) the portfolio contains only one Global Programme, 'Water and Sanitation Programme South Asia' (WSP South Asia), which is a World Bank programme, supported by Switzerland through the secondment of an expert. The present (first phase) of Swiss support is running from 01.01.12 - 31.12.15.

Given the identified development priorities of the GoP, and more specifically of KPK and FATA, linking the programme to further Global Programmes might be important to enhance better results.

2.2.2 Transversal themes at the level of CS and domains

The Concept Note PHP 2014-2014 states (in chapter 6) that the application of Conflict Sensitive Programme Management (CSPM), using a 'do no harm approach' and doing regular Local Risk Analyses (LRA) are of utmost importance in the given volatile environment. The Concept Note further outlines the importance of a Human Rights Based Approach (HRBA), empowering rights holders and capacitating duty bearers throughout the programme, and, as a measure to build and maintain trust, and thus enhance the acceptance of the projects as a major factor for ensuring safety of staff and assets, promote the social mobilisation of the communities. The programme so far, according to a broad range of partners and independent Pakistani voices, has very well managed to establish an acceptance for the projects at the federal and provincial level. LRAs are carried out regularly and are of good quality, although the focus is very much on security issues and less on conflict trends or scenarios.

Another instruction of the Concept Note concerns culturally sensitive and adapted approach to gender mainstreaming, based on a sound analysis of discrimination patterns and gender-specific inequalities, following 'do no harm'-principles. Against these instructions, a gender-based context analysis highlighting issues in the areas of rural development and governance could help to develop a stronger focus and clearer objectives for gender mainstreaming. The good experience already gathered in the governance domain and several projects of the rural development domain can serve for lessons learnt. SDC discovered niches for its interventions aiming at the improvement of gender equity, where with a minimal input the programme can achieve good results, i.e. in agriculture (promoting honey and nuts production and marketing, or in non-formal education initiatives for girls). For further mainstreaming of gender it might be useful to consider applying parts of the SDC 'Gender Tool Kit'. Additionally to reflections within the staff and group of partners several gender studies are available in Pakistan that might be consulted (AURAT, GIZ, UNICEF, UNDP) to reach a more systematic approach to gender mainstreaming.

Because of Pakistan's vulnerability to natural hazards (examples: the 2005 earthquake and the 2010 floods) the concept note further foresees DRR as a crosscutting issue that should be mainstreamed in all projects. Several projects have to offer much expertise in DDR already, which can and should be used for a joint learning and mainstreaming process.

2.3 Evaluation Area 3: Implementation of the CS and its portfolio

Purpose: *Appraise the efficiency of the portfolio management by the SCO and its contribution to an optimal achievement of results*

Conclusions (C)	
C 1	Switzerland has almost 50 years of experience in Pakistan and Swiss cooperation has left many positive traces; however, documentation has not always been systematic.
C 2	SDC could make better use of the high esteem by other donors and by the government. There is some coordination, but Swiss taking a lead on specific issues (e.g. forced migration, local governance) would be welcome.
C 3	Policy dialogue is clearly under-developed and should be strengthened.
C 4	Integration of the two domains and different implementation modalities is underway.
C 5	Monitoring tools and local knowledge exist, but are not systematically applied.
C 6	The existing staff has the potential for further development, if properly supported.
C 7	A regional programme Afghanistan - Pakistan is for the moment difficult to put into practise, but issues of common interest on both sides of the border (i.e. protection measures against climate change, water management / governance, energy) have not yet been sufficiently explored.

Recommendations (R)	
R 1	Launch a documentation and capitalisation initiative of SDC‘s support to Pakistan since the origins as a contribution to organisational knowledge management and learning, and as a contribution to further strategy development (Base: C1).
R 2	Ensure the consistency and synergy of diplomatic and development dialogue with authorities, i.e. develop a modus operandi with the Embassy of Switzerland, take up a more active role in thematic clusters, and engage more in donor coordination (with clear objectives and an agenda), on regional and also on a national level, with a well-defined agenda and objectives (Base: C2, C3).
R 3	Make better use an integrated HA and RC, combining different implementation modalities, recognizing the added value of each other, and explore synergies with GC in Delhi on water, and possibilities of Public Private Partnerships (PPP) for the improvement of energy supply (Base: C4).
R 4	Establish a Monitoring System to capture indicators mentioned in the Monitoring Matrix for the 2015-16 period (Base: C5).
R 5	Continue to invest in staffs’ and partners’ capacity building and concertation, strengthen the Domain Governance and Human Rights, and the role of National Programme Officers (Base: C6).
R 6	Explore and establish an effective and permanent information and coordination mechanism with SDC‘s programme in Afghanistan, with a view to identify areas of common concern and possible collaboration, including in terms of a coordinated policy dialogue and influencing (Base: C7).

2.3.1 Allocation and management of financial resources

The following table summarizes financial planning and actual disbursement during the period from 2010 - 2014.

Table 1: Disbursement 2010–2014 in million CHF. Percentage of field office expenses

Do-main	Planned disbursements (CHF m.) *(Reference: CS/CN)*						Actual disbursement (CHF m.) *(Reference: AR 2011, AR 2012, AR 2013, AR 2014)*					
	2010	**2011**	**2012**	**2013**	**2014**	**Total**	**2010**	**2011**	**2012**	**2013**	**2014** estim.	**Total**
RL	5'648	400	6'647	8'929	8'261	**29'900**	4'434	408	6'120	7'442	7'286	**25'690**
G&HR	7'300	2'687	400	3'281	7'083	**20'800**	4'621	1'450	401	3'358	3'038	**12'868**
PHP[1]		5'000				**5'000**		3'054				**3'054**
HA	6'094	4'689	5'599	4'682	5'590	**26'700**	10'858	4'689	4'672	4'845	4'395	**29'459**
Global		3'500				**3'500**		0				**0**
Small act.	1'250	1'250	1'045	1'138	1'126	**5'800**	1'400	1'300	871	51	130	**5'025**
SCO										563	710	
TO-TAL	**20'292**	**17'526**	**13'691**	**18'030**	**22'060**	**88'700**	**21'313**	**10'901**	**12'064**	**16'259**	**15'559**	**76'096**

% Field office expenses / Programme disbursement[2]	**6.6**	**11.9**	**7.2**	**3.8**	**5.4**

1) PHP was phasing in; for the following years PHP corresponds to RL + G&HR; 2) This is including small actions, as the documents sometimes mentions it together with SCO

The table clearly indicates, that 2010 a special year with a lot of turmoil: phasing out of the 'old Pakistan programme, the floods blocking projects - thus low disbursement - and bringing in an enormous input from HA; 2011 is still showing the phasing out of the old programme, and the phasing in of PHP. Disbursement of the Domain Rural Livelihoods since 2012 has been rather stable with about 80% (until almost 90%). This is a good result, given the volatile crisis situation. Governance & Human Rights Domain shows a different picture: Planning and disbursement started slowly in 2012; in 2013 disbursement was more than 100% of what was planned, but in 2014 disbursement was only around 42% of what was planned. One plausible explanation is that the Multi Donor Trust Fund (MTDF) could not be realised with a total value of CHF 24 million, which affected the spending of the Governance domain for the year 2014.

2.3.2 Management performance

During the last few years management of the SCO-P has not been an easy task, as signals and expectations from Switzerland and from HQ were sometimes contradictory. This created insecurity and hampered results. Since the decision on the implementation of the Concept Note 2012 - 2014 the situation has, however, started to stabilise, and the new team is looking forward. The current amendment to the Concept Note Pakistan Hindu Kush Programme 2012 - 2014 was strongly built on the continuation of the CN, and is well grounded in a strong commitment to the Paris Agenda. The current team identified some key issues to be integrated into the programme and, based on experience and in dialogue with partners, refined the approach and the programme outline.

SCO-P has the 'young' and motivated team with profound local knowledge that is necessary to handle a programme in this challenging environment. It is good to see, that the team is convinced of what it is doing, and yet, at the same time is able to critically reflect what it is doing and think about alternatives. Management has ensured a regular exchange among staff, cross-sector / cross-domains, to enhance the merging of domains

and of regional cooperation and humanitarian assistance, which did not exist before. Although negotiations with HQ and the continuation of the programme have been tedious, the team has not become discouraged, but continued planning, establishing new contacts and further developing projects in the pipeline.

SDC is embedded in a qualitatively solid partnership system, embracing UN-agencies, international bilateral donors, local governments, and Pakistani NGOs. However, the evaluation team is of the opinion that it might be necessary for management and the team to develop further strategies of strengthening links with the government and with civil society.

Security management is a top-priority of the SCO-P and the existing security systems are operational. Management should make sure that capacity building on security issues is continued.

The integration of HA into SDC Office is an on-going process; collaboration with the embassy is very good on security issues - but in general a closer cooperation between SCO-P and the Embassy would be desirable. It would also be desirable to strengthen links to SDC Global Cooperation in Delhi.

2.3.3 Quality of the CS monitoring system

In the fragile volatile context of the Swiss intervention areas in Pakistan monitoring is a challenge: At times certain areas are not accessible at all, others are not accessible for expats, access to still other areas requires a non-objection certificate (NOC), which means a time consuming procedure. Outcome and output results could only be reported for the flood 2010 response from HA. The CS 2006 - 2010 did not include any monitoring system; a certain improvement was achieved in 2012, as with the new CN 2012 - 2014 results framework a comprehensive programme monitoring system was put in place. Till then, according to staff and partners, the results documented did not represent all that was achieved - to a certain extent this still seems to be the case.

The management responses 2013/2014 mention that the report statements are very much project-based instead of outcome-based, and that clear baselines against which achieved results could have been reported were missing.

Apparently the SDC CS monitoring concept (SDC 2009) was not understood as a steering instrument, and did not serve as an exchange tool with the implementing partners. However, capacity building of partners in developing monitoring mechanism helped in reporting against results for the AR. Starting from 2012, in FATA and KPK the first Coordination Steering Committees were established. In 2014 outcome-monitoring sheets were developed together with implementers (to capture changes and effects), and quarterly monitoring to SDC introduced.

The main context monitoring tool used by SCO-P is MERV, which is used in cluster meetings (now organised every 2 months), in the team, and for updates on the context; scenarios are developed for annual reports. All local partners have their own monitoring tools and systems; there is no uniform SDC monitoring system. Partners have developed interesting monitoring models, which are delivering valuable results, but have not been discussed in detail, aiming at a joint lessons learnt exercise to improve the overall monitoring system. Remote management, as it is used by GIZ and UN-agencies (see annex 15), also achieved good results. An interesting detail also applied by partners is the cooperation with the faculty of journalism in Peshawar, using the reporting of young journalists (supervised by their teachers) to collect information and 'life stories'. Further examples are the use of SMS (for example for the training of policewomen), or the employment of government monitoring staff at subnational level. This means that tools and local knowledge exist and are applied, but not systematically.

2.3.4 Positioning, coordination and aid effectiveness in the country set-up

Role of SDC within the donor community

For its reliability and long-standing positive track record Switzerland is a much respected member of the donor community, in spite of the modest financial contribution. Switzerland is considered an honest broker, and number of other donors (i.e. UNDP, UNHCR, GIZ) would like Switzerland to play a more prominent role in thematic clusters and policy dialogue: Switzerland should be selective, with a clear geographic and thematic focus, and use dialogue at different levels to influence policies, i.e. clear water strategies, follow up of Geneva conference towards implementation strategies for return. Switzerland might also think of taking the lead in the institutionalising of DRR and the development of implementation strategies, or a lead in the protection cluster, or on food security. Possibilities also need to be sorted out with like-minded donors and with partners. Donors would like to see the Swiss Embassy a more active role, as it would be listened to more easily as a neutral actor.

Knowledge management

Internal information exchange now works very well with regular meetings between the domains and within the domains, and with regard to context / risk analysis (regular staff meetings, SCO-P/Embassy joint analysis and sharing of analytical skills). The exchange and strategic planning across the domains has started with the new team, but could be strengthened, including the sharing of experiences, ideas for portfolio development and policy dialogue. Although Switzerland has been active in Pakistan since 1967, there is no systematic analysis of the achievements to date, to draw lessons for the work in Pakistan and beyond. Knowledge management has not been developed systematically and needs strengthening, so that this valuable knowledge does not get lost.

Cooperation among Swiss governmental agencies

SCO is informed of the possibilities of Swiss interventions outside the CS programme, but there are none in Pakistan. According to the former Ambassador a first contact with SECO has been established, but so far there are is no response.

2.3.5 Human resources management

SCO-P since 2010 has seen a considerable number of staff turnovers, especially as concerns management staff; this has definitely not been a factor enhancing sound development of a team and creating a base for programme implementation. With the decision to close the programme came the dismissal of the long-term staff, and an immense loss of experience and knowledge, as a systematic knowledge management did not take place. At present there is a young and very committed new team, none of the local staff was there before 2012. Fortunately, SDC offers capacity development and on the job trainings, but a careful transfer of knowledge will be necessary, when the next long-term staff will leave. With the number of available staff, a proper strategic orientation and a regular exchange of cross sector knowledge it should be possible to take up new initiatives, strengthen dialogues and coordination and cooperation at different levels. It is, however, surprising to compare the number of staff related to the Domain Rural Livelihood and the Domain Governance and Human Rights. The evaluation team thinks that the importance of the governance approach for the overall programme portfolio, and the need to upgrade this domain would justify re-thinking, how this domain can be given more prominence within the staff, and by support from the Director of the SCO-P and potentially the Ambassador. .

The salary scale for local staff is competitive, which is providing a good basis for hiring qualified staff. The evaluation team thinks that role of the National Programme Officers should be further empowered. This will create more motivation and ownership for the Swiss cooperation programme among the national staff and can be an efficient measure

for preventing fluctuation. The most important factor, however, for the stabilisation of the staff situation is a timely decision on the future of the programme. The present insecurity is not a good working condition for the staff.

2.4 Evaluation Area 4: Results of the CS in relation to the results at country level

Purpose: *Appraise and compare the contribution of the Swiss Cooperation portfolio at the output and outcome level with the achievement of the development results of Pakistan*

Conclusions (C)	
C 1	Substantial results have been achieved in both domains 'Rural Livelihood' and 'Governance and Human Rights' according to the workshops and discussions with Partners of SCO-P.
C 2	The outcome oriented reporting on the basis of the result framework of the concept Note PHP 2012-2014 and the respective monitoring system was rather weak as part of the indicators was difficult to report on. The necessary baselines were not established, so that evidence-based steering and decision-making for the strategic orientation was challenging. The amendment to the CN 2015-2016 has improved indicators, but baselines still need to be established.
C 3	The quality of documentation of results needs to be improved adopting adequate means to cope with the volatile environment and the existing security risks.
C 4	Policy-makers at the subnational level (KP provincial government and FATA Secretariat have assumed responsibility for the project interventions, by contributing financially and in kind, but further strengthening of existing structures is necessary to increase sustainability of results.
C 5	There are some quite promising innovative approaches, which could be scaled up, but so far there is no clear scaling-up strategy that could provide guidance on which and how innovations could and should be scaled up through policy dialogue, alliances, networking, or other measures.

Recommendations (R)	
R 1	Establish baselines for domains rural livelihoods, and governance and human rights, by involving technicians working with the government, to further strengthen ownership for results (Base: C1, C2).
R 2	Establish clear guidelines for the documentation of results (Base: C3).
R 3	Further strengthen existing structures at government level by means of capacity development, joint planning, enhancing regular contacts between government and social society (Base: C 4).
R 4	Develop and apply a clear strategy for the scaling-up of results as part of the operational planning for the new phase 2015-2016, identifying the pilots, the time-frame, and the necessary dimensions: social (social inclusiveness), physical (replication), political (policy and budget commitments) and conceptual (changing the mind set and power relations. Geographical concentration and good coordination with subnational government entities, civil society organisations and other donors (for alliances) is considered important (Base: C 5).

2.4.1 Domain results, effectiveness and contribution to country results

Some limitations:

Given the complexity of the evaluation framework, which had to be further clarified with SCO-P, the fact that this was a strategy evaluation and not a project/programme evaluation, and due to time constraints the team did not visit project sites. Nevertheless, due to triangulation of different sources of information (document study, Internet research, interviews with in internal and external persons / representatives of organisations) the team can confirm evidence for substantive results since 2010, although indirect, as will be shown in this chapter, and more result chains for Domain 1 and 2 (Annexes 9 and 10).

However, the reporting of SCO-P - as regards quantitative + qualitative results at the level of outputs, outcomes, and processes, as part of the PCM system, is partly weak in terms of relevance and quality. The Concept Note PHP 2012-2014 contains indicators, which are difficult to measure and were not reported on; this has been recognised as a weakness by the management response already. Another part of the weak reporting quality can be attributed to the frequent changes in the result framework, which suited rather SDC internal policies and arbitration needs than programme effectiveness. The already mentioned 'stop & go practices' imposed by HQ since 2010 also had negative repercussions on team motivation, conduciveness of work environment and the achievement of results. Another difficulty, which has already been described in chapter 2.2.3, is the tense security situation, which hampers SDC access to intervention areas. However, as has been explained in the same chapter, part of the SCO-P responsibility is to further adapt the monitoring system to the context conditions and to establish an institutional knowledge management. Furthermore, the Concept Note of PHP 2012-2014 offered some indicators that were difficult to report on, and baselines have not been elaborated for the regional programme. The reports are offering little qualification of the results achieved. Some of the statements are rather general.

Conscious of the shortcomings SCO-P is working on the respective issues, and has already produced a new result framework for 2015 - 2016 in the addendum to the Concept Note 2014 - 2014.

Results analysis

The analysis was done on the basis of the result statements of the Annual Reports (2010-2014), on the summary of the significant results presented by the SCO-P team, and the domain workshops with SCO-P staff, representatives of the partner organisation, and the peers.

The SCO-P team proposed the following result matrix for the period 2011-2014, which means the phasing in of the Pakistan Hindu Kush Programme (PHP) until the end of the first phase:

Table 2: Results 2011-2014 Domain Rural Livelihoods

- **Goal:** Contribute to improve the livelihoods and resilience of the population living below the international poverty line, especially in crises affected districts in KP and FATA.
- **Outcome 1: The target population has better access to resources, basic services and economic opportunities.**

2011-2014	
Swiss portfolio results	**Country development results**
Livelihood Program Hindu Kush - Increased income generation of households by capacity building, establishment of collaborative enterprises & associations, value chain development, improvement of crops. - Organized farmers + rural households benefited from technical services by public + private providers to diversify + stabilize food security and income. Water Rehabilitation, Sanitation & Hygiene / Provision of Safe Drinking Water - People are healthier and child mortality is reduced as a result of access to better water quality and enhanced awareness on sanitation - In KP government departments demonstrate more commitment as leading agents of primary education, drinking water & sanitation. Reconstruction of Public Infrastructure - Boys and girls went back to their restored primary schools in flood-affected areas of 2010 and school enrolment has increased by 25%. - Targeted teachers, students, and health professionals have improved understanding of their role in promoting good hygiene, use of safe drinking water and its link to water borne diseases. Community Based DRR - Risk of loss of lives and livelihood assets through natural calamities e.g. floods, landslides, in fragile ecological zones mitigated through concrete natural resource management and disaster risk reduction measures.	- Agriculture Policy KPK: Food security by means of more efficient rural water management, more efficient protection of livestock and technical innovations in crop production enhanced. - The FATA Sustainable Development Plan (SDP) highlights that the scarcity of land and water requires skill development for jobs outside of agriculture - National Environment Policy 2013 and KP Integrated Development Strategy provides guidelines on focal themes - Water Sector Strategy of GoP drafted in line with Pakistan Water Vision (2025) - Demonstration effects of flood protection measures are evident - Contribution to institutional reforms in rural drinking water supply systems with local governments. - KP Provincial Disaster Risk Management Road Map is developed.

- **Outcome 2: Sub-national governments have improved service delivery in response to the needs and demands of the people.**

2011-2014	
Swiss portfolio results	**Country development results**
Water for Livelihood - FATA + KP governments demonstrate proactively to support water governance initiatives. - Newly established village committees have taken over management of restored/new water system and sanitation facilities; they are conscious of their ownership and responsibilities. FATA Development Program - Relationship between communal administration (local government) and society enhanced through community training in group and business organisations and initiated communal administrative structures in 49 villages.	- The FATA Sustainable Development Plan highlights that the scarcity of land and water requires skill development for jobs outside of agriculture. - KPK Government has initiated investments in water efficiency programs.

Table 3: Results 2011-2014 Domain Governance and Human Rights

- **Goal:** Promote local governance and conflict resolution at local level and protect human rights of vulnerable groups.
- **Outcomes 1: Victims of violence and abuse are protected and receive assistance in a timely and effective manner.**

2011-2014	
Swiss portfolio results	**Country development results**
Refugees SDC advocacy with + support to Commissioner of Afghan Refugee Office and other relevant stakeholders (after SDC intervention in refugee camps after 2010 floods) helped to improve protection for Afghan refugees in the country. IDPs The SDC advocated for protection and assistance to IDPs without discrimination on the basis of geographical origin with relevant government departments (FATA/Provincial Disaster Management Authority). This helped in revising and developing improved registration and assistance strategy for IDPs. 'Access to Justice' component of 'Strengthening Rule of Law in Malakand' (SRLM) programme SDC supported SRLM programme of UNDP, which increased access to justice in 7 out of 25 districts in KP through the establishment of legal aid desks at the bar level, mobile courts, legal aid clinics and relatively more female legal practitioners.	A Tripartite Agreement on Voluntary Repatriations approved by GoP. Permits of Afghan Refugees expired in 2012, extended to December 2015. New guidelines on IDP registration are available. FATA Sustainable Return and Rehabilitation Strategy developed. As a result of extensive advocacy + capacity building of lawyers and bar associations, a legal aid declaration was unanimously adopted by the Pakistan Bar Council/ Associations, which resulted in many bar associations conducting their own legal aid clinics.

- **Outcome 2: Communities in KPK and the FATA advocated for their basic human rights, participated in sub-national decision making processes and contributed to non-violent conflict resolution.**

2011-14	
Swiss portfolio results	**Country development results**
Paralegals (SRLM) SDC supported UNDP programme training 852 paralegals to provide support to the communities by helping them resolve disputes. The paralegals continue to support the communities and 496 of them (185 of whom are female) participated in legal aid clinics conducted by the programme. Citizens Action for Peace and Development (CAPD) SDC funded CAPD programme formed Village + Youth Groups in 4 out of 7 agencies in FATA and 3 out of 7 districts in the Malakand division. The groups were trained on conflict resolution. The groups have resolved resource + other conflicts in the villages. These groups also organised and participated in sessions with local representatives of political parties before the 2013 elections, the first party based elections in the FATA. The FATA Lawyer Forum, supported by the programme, initiated a reform movement on Article 247 of the constitution aiming to extend the jurisdiction of the supreme court to FATA.	This is in line with the government efforts to reduce pressure on the formal justice system and increased use of other means of adjudicating minor cases within the legal framework of Pakistan. A campaign to mainstream the FATA received endorsements from the Pakistan Bar Association, the former Chief Justice of Pakistan and many FATA parliamentarians. Increasing pressure on the federal government led to the extension of the Federal Ombudsman's jurisdiction to FATA.

- **Outcome 3: Sub-national government institutions are more effective, transparent, inclusive and in line with human rights obligations.**

2011-2014	
Swiss portfolio results	**Country development results**
Training of Police on Elections (UNDP) The SDC funded UNDP programme on Police Training, trained a total of 25011 police men and women on the police role during elections. The trainings were successful, raising the average score from 60% before to 90-100% after the trainings. An educational video on the police's role in elections was developed for the Police Training Colleges (PTC) and IEC material was distributed among the PTCs. Community Policing (SRLM) The SRLM programme facilitated the new KP government launch a community policing initiative in the Malakand Division. Police Officers were trained on behaviour change. The programme also established the first Forensic Science Laboratory in Swat.	The 2013 elections saw the country's first transition from one civilian government to another civilian government. The elections had a turnout of 60% compared to 45% in 2008 and were relatively fairer with minimal violence on election day (compared to the violence during the campaigning period). Police training contributed to this. An external report by the FATA Research Centre reported that the perception of the judiciary and the police in KP had improved significantly.

Quantitative and qualitative results

For lack of appropriate baselines results are difficult to measure. Furthermore, as already mentioned, some of the indicators are difficult to measure. However, there is some clear evidence of results, as stated by the team and confirmed by partners and other persons interviewed during the field mission:

- The Project 'Water & Energy Security through Microhydels (MHP)' will produce electricity for 2,200 households.
- The Water for Livelihoods project (W4L) in 73 villages, provided 9,300 HH with irrigation water and in 37 villages 6,700 HH with drinking water. Furthermore, by means of different DRR measures 4,300 HH in 37 villages are now flood-protected and 71,500 acres of land irrigated. SDC supported the establishment of 4 new water schemes and of 5 Water Users' Associations, who are citizens' voice in negotiations with local government will.
- The Livelihoods Programme Hindu Kush (LPH) restored irrigation channels, constructed DRR/check dam structures, and provided water controlled structures where needed. Due to protection bands and check dams, land has been restored for cultivation along-with getting additional land by saving irrigation water. Under DRR interventions, in addition to the protection structures, trainings were also imparted to the village community members, along-with provision of rescue kits for handling disaster situations in an organized manner. Furthermore, on-farm and off-form value chains were developed like honey and groundnuts, and embroidery and weaving, but as production and marketing interventions were much more complex than foreseen, and the implementing partners did not have enough experience, the results were limited, especially for the off-farm value chains. The lessons learnt were: more time is needed for the sustainability of value chains, implementing partners need experience in production and market access, not only in social motivation, and further geographical concentration with pilots, which can then be replicated, might be useful.
- Overall the Domain Rural Livelihood has been quite successful in strengthening the demand side of access to water by training of 120 local groups. The Annual report 2014 also states that in general agricultural innovations led to 45% increase in land

productivity in 2'800 farms, and an income increase of 25%. The assessment was carried out by the Peshawar University Faculty of Agriculture.

- Reconstruction of public infrastructure, and Community based DRR were quite successful, in spite of some difficulties, which had not been expected. The land ownership question is an unresolved issue in Pakistan, and especially in the intervention area, and the KP government's decision to ensure the procurement of land for the reconstruction of schools is an important step forward in the strengthening of ownership and accountability. Another important result is that 70% of 35'000 flood affected people, as well as 11'000 out of 45'000 refugees have increased access to better water and sanitation after the interventions of HA, and successful negotiations and onboarding of government entities, which also led to new water policies. 2,350 men & women were trained on disaster preparedness, and for KP the Provincial Disaster Management Authority (PDMA) already developed a roadmap. This effort would be worthwhile continuing and strengthening, also for FATA.
- For the Domain Governance and Human Rights the results are more 'soft', but it is clear that the domain has played an important role in shaping respectively strengthening government policies. This effort should definitely be strengthened. Furthermore it would be important to follow-up on trainings, to have some more evidence of the outcomes, not only the outputs. An example is the police training before the elections 2013. To what extent can the decrease in violence really attributed to the training? What further effects did the fact, that many policewomen were trained have in a rather patriarchically organised society?

2.4.2 Sustainability and scaling up

According to SDC partners the amount of money for development by donors is relatively small as compared to Government funding. This is an important result of SDC interventions, as it is showing a narrowing of the existing gab between government and citizens, which was identified as one of the problems at the core of the crisis in Pakistan, and more specifically in KPK and FATA.

For the Domain Rural Livelihoods the overall bottom-up approach helped in scaling up efforts from existing geographical areas to new areas. Actor and stakeholder analysis, including socio-economic conflict analysis have helped to develop better community and stakeholder involvement, as well as involvement of government authorities, as important elements to overcome the lack of trust between citizens and state. This is an important element to reduce risk and to improve ownership both of communities, by their participation in decision-making, and by governments, by including their technical staffs in the works, and holding decision-makers accountable. It should be noted that scaling-up processes are not only replications of specific pilot interventions from one geographical region to another, but that they do need the institutionalisation of such interventions by strengthening the existing structures. It is therefore important to think of strict geographical concentration, further strengthening of subnational government structures, of civil society organisations, of structures of community participation and of the linkages between them. Good examples like the on boarding of government structures for the procurement of land for school reconstruction should be well documented and serve as lessons learnt.

In follow-up of the Geneva Conference SDC together with other donors has increased interaction with the Office of Commissioner for Afghan Refugees and the Ministry of SAFRON, which has contributed to the renewal of Proof of Registration for Afghan Refugees (until December 2015), and has provided standard operating practice for recognised IDPs, concerning status, provision of assistance and the Tripartite Agreement on Voluntary Repatriations approved by GoP. SDC is in a good position to further these efforts for a final solution of the refugee situation.

The government also contributed to the SRLM programme of UNDP, which has been supported by SDC (Strengthening Rule of Law Programme Malakand), financially and in

kind, e.g. through staff and infrastructure. All initiatives are developed and implemented in collaboration with the government. The programme has been extended to 6 more districts in KP on the government's request.

Through the project 'Citizen's Action for Peace and Development (CAPD) linkages have been established between the communities, the political leaders and the government line agencies; in the second programme phase of the programme it is planned to build on these linkages possibly by establishing local ombudsman offices or citizen facilitation centres. The programme also strengthened existing local networks of CSOs and journalists in FATA.

Geographic Clusters: The 2015-2016 extended strategy is focusing on the Northern and Southern part of KP and FATA. The decision on these clusters is based on SDC experience of the PHP 2012 - 2014, which highlighted issues around needs of the population, access to programme areas, partner presence and SDC historical presence. Additional elements influencing the steering of the programme direction was context knowledge, relevance and scaling up of the programmes such as increased programmatic emphasis on water governance, mainstreaming of DRR, and initiation of migration programme.

Thematic Clusters: SDC decided to focus on water as a vector for governance based on Switzerland's long-term experiences in the water sector and the political economy of the water sector. This allows SDC to address issues of exclusion thereby reducing core issues of fragility in the region. It will, however, be very important to find the right 'packaging' for water governance in terms of conflict sensitivity. Non-development state actors and others don't take governance always positively.

The second line of intervention focuses on refugees and IDPs. This decision is based on SDC work on refugee issues post 2012, which include decisions made in the Geneva Conference of 2012 and were taken up again in 2014/2015. This results in a need for continuous engagement of SDC, and to take the lead role in resolving the Afghan refugee issues in the region. On the IDP front, there are 2 million IDPs in the country. The SDC further supported the Government to draft a return and rehabilitation strategy for the IDP, which will be effective from 2015.

Both themes could be an entry point to facilitate political dialogue between Pakistan and Afghanistan.

3. STAY OR GO?

'Should we stay or should we go?' was the question, with which the evaluation team was confronted right from the beginning of the evaluation process, and throughout the preparatory interviews with representatives of SDC/FDFA before the field visit in Pakistan. Answers to this question were quite diverse, if not contradictory in Switzerland.

The answers collected in Pakistan were almost unanimous, except for one, the Swiss Embassy - not only from SCO-P staff and partners, among them UN-agencies, government representatives and Pakistani NGOs - but also from other international development partners active in Pakistan, from journalists and representatives of academia.

Based on document study, interviews, focus group discussions, already existing local and regional knowledge and experience, and the triangulation of all received information, the evaluation team arrived at the unanimous vote for a continuation of Swiss cooperation with Pakistan.

The team acknowledges several **arguments for the pulling out** of SDC:

- Pakistan is a low ***middle-income country*** (MIC), characterized by ***high levels of corruption*** and amongst the top ten fragile countries.
- In practice the ***national government shows limited will for reforms***.
- The fate of Afghanistan and Pakistan are interlinked - by family bonds, ethnicity, common environmental challenges, threats arising from international and home-grown terrorism, drug and arms. Pakistan has become the 'rest-and-recreation' spot for Afghan Taliban - and if Pakistan does not manage to control them or neutralise them, ***Pakistan*** can become ***a spoiler for development in Afghanistan***. Similarly, Pakistani Taliban have taken refuge in Afghanistan, especially in the provinces of Nuristan, Kunar and Nangarhar.
- Due to the activities of irregular armed groups and radical sectarian movements there are ***security concerns*** in the country and ***access is limited or lacking*** in parts of the country. Limitations of access are often unpredictable, as they depend on the movements of the insurgents and the counter-insurgency of Pakistani military.

The **reasons for staying**, however, are largely outweighing these reasons:

- The country is ranging at the ***lowest quartile of MIC***s, and according to available data and analysis, is at present on the knife's edge as regards socio-economic development. The intervention areas of Khyber Pakhtunkhwa and FATA are among the ***most marginalized and poverty-stricken*** regions of the country. If SDC works in Pakistan, it can therefore only be in KP and FATA, where it is important to invest in development and to support democratic reforms, which are under way. Programmes in these two regions may also give substance to the policy dialogue between the Embassy and the GoP.
- The ***18th amendment to the constitution*** ratified by the Government of Pakistan in 2011 prepared the ground for the ***Local Government Acts*** in Khyber Pakhtunkhwa and FATA. These acts and the following development of comprehensive development strategies in KPK and FATA are opening new opportunities for development cooperation at provincial and district level and the ***institutionalisation of reform processes***.
- Because Pakistan and Afghanistan are so closely interlinked, there will be ***no stability in one country without stability in the other***. For the first time in the history of the conflict the newly elected civilian governments in both countries have started peace talks and the military leaderships negotiations. Both governments have agreed on the necessary steps for the voluntary return of refugees.

- To fight some of the ***factors of fragility*** is part of the ***SDC agenda*** and of the ***Busan principles*** of aid effectiveness, to which SDC has subscribed. In the highly critical ***geo-political context*** with a ***protracted humanitarian crisis*** and a ***critical human rights situation*** Switzerland with its specific and acknowledged expertise in human rights and humanitarian and development interventions in crisis and post-crisis interventions can make a difference.
- It is in the interest of Switzerland, as outlined in the Concept Note PHP 2012 - 2014, to be part of the international effort to bring peace and stability to the region (***burden-sharing***). With SDC's recognised, ***long-standing, non-military, community-based*** approach, and the wide-spread ***trust*** the country has acquired among policy makers, partners and beneficiaries, based on Switzerland's ***neutrality, impartiality and technical expertise***, are excellent conditions for a further stabilisation of the Swiss contributions. The Strategy for the Asia Pacific Region of the Federal Department of Foreign affairs (see internal document 'Strategie der Schweiz für die Region Asien und Pazifik', EDA, 10/07/2014) affirms that the Asia Pacific region has become the new centre of global politics and expresses the interests of Switzerland in intensifying the bilateral relations with the countries of this region in all areas and on all levels. In light of this and given the geopolitical position, assistance to Pakistan seems relevant for Switzerland.
- There are, however, certain areas like the strengthening of ***Swiss economic interests***, for instance through Public Private Partnerships, of a ***political dialogue***, at subnational and national levels, and the strengthening of a ***'whole-of-Switzerland'*** approach, which should further be explored.

Conclusions:

The changes in Swiss Foreign Development Policy with regard to SDC‘s presence and action in Pakistan since 2009, created an uncertain cooperation environment. However, there is evidence of the high relevance of SDC’s cooperation in Pakistan (community-based approach with relatively good level of access as Switzerland is perceived as not being part of the western military coalition) and meaningful results have been achieved.

Option 1) Therefore, and in order to capitalize on the relevance and results of the past, and for the reasons mentioned before, it is proposed that SDC development cooperation support to KPK and FATA be continued beyond 2016, shifting to a long-term presence. The programme should focus on the current strategic frame along the lines proposed in the CN 2015-16, i.e. livelihoods and governance/human rights/conflict resolution, keeping in mind the continued needs connected to Afghan refugees, and the protracted humanitarian context shaped by internal conflict and climate change. The programme should further invest into avenues for institutional capacitation and development and combine the „bottom-up approach “with policy influencing at all tiers of subnational government and at the national level, where appropriate.

A regional approach is a vision that is still relevant, because Pakistan and Afghanistan are closely linked. A closer cooperation may not be possible at present, but it would be important to stress the commonalities and actively look for entry points for cooperation, i.e. between actors of civil society, private sector, or by means of regional projects i.e. the International Centre for Integrated Mountain Development, or others.

Option 2) If Switzerland decided to stop cooperation with Pakistan, the coming years should at least be used for further consolidation and phasing out by 2020 with follow-on measures until 2022, 2 years after the closing year of Switzerland's next overarching strategic ODA frame, 2017 - 2020. This would give staff and partners a chance for re-orientation, and SDC to capitalise properly on 50 years of committed development cooperation with the country.

ANNEXES

Annex 1: Evaluation Matrix with the specific evaluation questions (EQ)

	Key evaluation questions to be included in all CS Evaluations
	Additional evaluation questions suggested by SCO/Operational Division

Evaluation Area 1: Context analysis (referring to the partner country context and to the Swiss context)	
1.1 Positioning and adaptation of CS with respect to country context and Swiss policies	
EQ 111.	How well does the CS (strategic orientation, overall goal, domains of intervention and transversal themes, global challenges) reflect the development priorities, set by the partner country/countries and the policies of the Federal Council Dispatch (FCD)?
EQ 112	Which changes in the context (national and regional) were the most important and what effects may they have caused on the CS? Which adaptations have been taken?
EQ 113.	On the basis of the current Hindu Kush Program, what are possible options for a future Pakistan (Afghanistan) Hindu Kush Program? Should we stay or should we go?
1.2. Quality of context analysis	
EQ 121.	To what extent is the context analysis realistic and relevant? To what extent is the broad political context taken into account in the CS and ARs? Does the analysis include current issues (e.g. social and economic inequality, global challenges, power relations, regional disparities) and relevant stakeholders (e.g. private sector, state apparatus and political parties, institutions and powers)?
Evaluation Area 2: Relevance and appropriateness of the projects/program portfolio with regard to the domains of intervention of the CS	
2.1 Relevance of the projects / programme portfolio	
EQ 211.	To what extent are the projects/program portfolios relevant, coherent and appropriate for achieving the results of the CS regarding its domains of intervention?
EQ 213	How relevant was SDC's development portfolio for reducing root causes of fragility and poverty?
EQ 214	Were SDC interventions anchored at district levels and did they have sufficient vertical and horizontal linkages?
EQ 215	Implementation modalities and field presence: Which is the significance of a parallel application of different implementation modalities (in terms of ensuring programmatic accountability, comparative advantage, effectiveness)?
EQ 212	To what extent are the approaches being applied appropriately in the domains? Which innovative approaches produce added value?
EQ 216.	To what extent did the two implementation modalities[2] in the water sector contribute to an increased relevance and a comparative advantage of Switzerland?
Evaluation Area 3: Implementation of the CS, and its portfolio	
3.1 Management performance	
EQ 311.	How efficient is the portfolio management of the SCO (regarding transversal themes, collaboration with the global programs, financial and human resources and aid diplomacy)? What are its contributions to an optimal achievement of results?

[2] Direct implementation by the humanitarian aid and through implementing partners by the regional cooperation

EQ 312	To which extent was the management set-up and procedures favourable or unfavourable to efficient and effective interventions? (SHA)
3.2 Quality of the CS monitoring system	
EQ 321.	To what extent is the process management of the CS monitoring system relevant and efficient, in order to provide evidence-based data/information for accounting for results (reporting) and CS steering?
3.3 Coordination and aid effectiveness in the country set up	
EQ 331	Which role do SCOs play within the network of different Swiss agencies in charge of development cooperation (SDC – Regional Cooperation, Humanitarian Aid, Global Cooperation and Cooperation with Eastern Europe –, SECO, Directorate of Political Affairs / Human Security Division), national governments and the donor community? Which added values result due to Switzerland's support in the respective countries?
EQ 332	To what extent were SDC's interventions implemented under a Comprehensive Aid Approach between humanitarian and development actors? This question concerns the cooperation with external partner organizations and the cooperation between the Swiss federal agencies.
EQ 333	Fragility: Which role did the current Swiss strategy play in shaping Switzerland's role as a reliable and effective partner in improving the situation in a fragile context?
EQ 334	To what extent did Swiss interventions in the water sector create and improve the link between SDC and local and subnational governance institutions?
Evaluation Area 4: Results of the CS – in relation to the results at country level	
4.1 Domain results, effectiveness and contribution to country results	
EQ 411	Which contributions of the Swiss Cooperation portfolio become visible at the output and outcome level, particularly regarding the achievement of the development results in the partner country? Which internal and external factors enhance or hinder aid performance and results achievements?
4.2 Sustainability and scaling up	
EQ 421.	Which innovations generated by field experience have been scaled up through policy dialogue, alliances, networking and dissemination?
EQ 422.	Which actions have been taken at country level to enhance the sustainability of the Swiss investments?

Annex 2a: Synopsis Result Framework CS 2006-2010 / MTP phasing in

Overall goal Reducing poverty through people-driven, equitable & ecologically sound development			**Overall goal** Contribute to development & peaceful coexistence of people in the region
Improving governance Citizens & institutions exercising rights & obligations	**Increasing income** Poor & SME accessing & managing resources	**Humanitarian aid** Reconstructing public infrastructure & restoring gender focussed livelihood	**Phasing in RPH** Contribute to development & peaceful coexistence of people in the region
SDC focus on the following goals of country priorities: Vision 2030, MDGs, MTDF, PRSP II			
Anti-Corruption	Macroeconomic stability	Relief & rehabilitation for flood victims	Implementation of FSDP
PoA for Women	Energy production/ renewal /conservation	DRR measures	Launching of MTDF
PoA Child Protection & Development	Economic Competitiveness	IDP rehabilitation	Improvement of Pak-Afghan relations
Transparency & accountability of aid	SME promotion	Pk Humanitarian Flood Response Planning	
Rule of Law	Agricultural development		
	Social Safety Nets		
	PPP		
SDC portfolio contributions			
Awareness created & rights advocated for women & children	Farm and off-farm based income improved	Farm & off-farm income generation & food security improved	Citizens demand for local service delivery & local governments' capacity to respond strengthened
Access to basic services & to justice improved	Rural civil society organizations strengthened	Access to basic services and community infrastructure improved	Mechanisms for conflict resolution on local level strengthened
Local governance strengthened at all tiers	Access of communities to & control over their livelihoods improved	Hydro energy supply for productive and household use promoted	Women's rights and status in society promoted
Improved awareness on accountability & transparency	Microfinance institutions & SME capacitated	Sustainable water management & governance for food production and drinking purposes improved	Rights of children promoted
Participation of the poor enhanced	Contributed to conducive micro finance frame conditions	Equal access to primary education increased	Disaster- / conflict-affected people supported to survive and recover their livelihoods
		DRR structures and plans to protect lives and assets enhanced	
Transversal themes: Gender equality, HRBA/Governance, CSPM			
CHF Annual budget			**CHF Annual budget**
CHF 4.6 Mio	CHF 4.4 Mio	CHF 10.8 Mio	CHF 0.5 Mio

Annex 2b: Synopsis Result Framework CS / MTP 2011 - phasing in continued

Overall goal Reducing poverty through people-driven, equitable & ecologically sound development		**Overall goal** Contribute to development & peaceful coexistence of people in the region	
Improving governance Citizens & institutions exercising rights & obligations	**Increasing income** Poor & SME accessing & managing resources	**Rural livelihoods** Improved resilience of vulnerable groups to cope with climate - or conflict-related stress	**Good governance& Human Rights** Environment is conducive for peace and human rights
SDC focus on the following goals of country priorities: Vision 2030, MDGs, MTDF, PRSP II, PCNA, FSDP			
Anti-Corruption	Macroeconomic stability	Reduce number of poorest people	Just, peaceful and equitable society
PoA for Women	Energy production/ renewal /conservation	Agricultural development	Effective civil service and rule of law
PoA Child Protection & Development	Economic Competitiveness	Adequate energy supply	Efficient & equitable basic service delivery
Transparency & accountability of aid	SME promotion	Inclusive access to basic services	Improved governance in KP and FATA
	Agricultural development	Educated and healthy population base	Gender mainstreaming & empowerment of women
	Social Safety Nets		
	PPP		
SDC portfolio contributions			
Awareness created and rights advocated for women and children	Farm and off-farm based income supported	Farm & off-farm income generating & food security strengthened & diversified	Citizens demand for local service delivery & local governments' capacity to respond strengthened
Access to basic services and to justice improved.	Existing rural civil society organizations strengthened	Access to basic services and community infrastructure improved	Local level mechanisms for conflict resolution strengthened
Local governance strengthened at all tiers	Enabled communities to have access and control over their livelihood base	Hydro energy supply for productive & household use promoted	Women's rights and status in society promoted
Awareness raised for accountability and transparency	Microfinance institutions & micro and small enterprises capacitated for innovations, viability and outreach	Sustainable water management and governance for food production & drinking purposes improved	Rights of children promoted
The poor empowered to participate in social & political undertakings that affect their lives	Contributed to conducive micro finance frame conditions	Equal access to primary education increased	Disaster- & conflict-affected people received timely support to survive and recover their livelihoods
		DRR structures & plans to protect lives & assets enhanced	
Transversal themes: Gender equality, HRBA/Governance, CSPM, DRR			
CHF Annual budget		**CHF Annual budget**	
CHF 2.6 Mio.	CHF 0.4 Mio	CHF 9.7 Mio	

Annex 2c: Synopsis Result Framework CS / MTP / PHP 2012 - 2014

Overall goal Contribute to peaceful socio-economic development & resilience of people living in rural areas of Khyber Pakhtunkhwa (KPK) & the Federally Administered Tribal Areas (FATA)	
Improving the living conditions of the rural population Improved livelihoods and resilience of the rural poor in crisis affected districts	**Improving local governance and protecting human rights** Local government and conflict resolution promoted & human rights protected
SDC focus on the following goals of country priorities: KPK Comprehensive Development Strategy 2010-2017, MDGs, PRSP II, PCNA, World Bank CPS 20-2013, FSDP, KPK & FATA Local Government Act	
Reducing the number of poor people	Improving governance and performance of the public sector
Stimulating socio-economic rural & agricultural development	Strengthening the relationship & trust between state, communities & civil society
Introducing protection & better use of natural resources	Ensuring better state provision of public security & law enforcement
Improving/Protecting rural infrastructure	Reforming/Strengthening legal/judicial infrastructure in FATA
SDC portfolio contributions	
Farm and off-farm activities for increasing income and food security strengthened and diversified	Justice Institutions in KPK and FATA have improved response capacity to ensure better access to justice including legal aid for vulnerable groups
Hydro energy supply for productive and household use promoted	Rights of children promoted
Access to basic services and community infrastructure improved.	Disaster- and/or conflict- affected people received timely support to survive and recover their livelihoods
Sustainable water management and governance for food production and drinking purposes improved	Community platforms input reflected in KPK/FATA Development Plan and Budget
Equal access to primary education increased DRR structures and plans to protect lives and assets enhanced	Communities reduce threats of conflict through increased conflict resolution at community level
	Provincial and local governments' capacity enhanced to support community mobilisation, improve state effectiveness and gender responsive governance.
	KPK and FATA government's capacity to implement local governance bills 2012 strengthened
Transversal themes: Gender equality, Governance, CSPM, DRR	
CHF Annual budget	**CHF Annual budget**
2012: CHF 11 Mio	2012: CHF 6 Mio
2013: CHF 11 Mio	2013: CHF 6 Mio
2014: CHF 11 Mio	2014: CHF 6 Mio

Annex 3: List of persons consulted

Interviews Switzerland

- Christoph Bupp, former Ambassador in Pakistan
- Kaspar Grossenbacher, Programme Coordinator South Asia + Hindu Kush- Helvetas Swiss Intercooperation
- Simon Ammann, Section Droits Humains, FDFA
- Martin Stürzinger, Department Human Security (AMS)
- Rudolf Gsell, Programme Manager HA Quality Control
- Rahel Pema, Interim Deputy Dir of Division Asia and Americas
- Andrea Pozzi, SHA Specialist Disaster Risk Reduction
- Willi Graf, Vice Dir. Regional Cooperation
- Xenia Kirchhofer, Programme Manager Pakistan, South Asia Division
- Nils Rosemann, Councillor Sector Policy, South Asia Division., Co-Focal Point CSPM
- Dietrich Dreyer, Programme Manager HA + SKH for Pakistan + Afghanistan
- Andreas Huber, Dir Africa Division HA + SKH and ex-Dir Country Office Pakistan
- Nicole Ruder, Dir Personnel HA and ex-Vice Dir SCO-Pakistan
- Elisabeth von Cappeller, Head South Asia Division
- Anne Savary Tchoursine, Vice Dir. South Asia Division
- Hans-Rudolf Felber, Vice Dir Evaluation and Corporate Controlling Division
- Jean-Marc Clavel, Dir Evaluation and Corporate Controlling Division
- Michael Cottier, FDFA, Regional Coordinator South Asia
- Christoph Graf, Dir South Asia Division 2004-2011
- Monika Huber Glünz, Dir Country Office Afghanistan
- Maurice Voyame, ex-Vice Dir SCO-Pakistan

Embassy

- Marc George, Ambassador
- Susanne Hemund , Head of Chancery

SCO Pakistan

- Matthias Weingart, Director of Cooperation
- Benedikt Hürzeler, Deputy-Director of Cooperation
- Ernesto Moroson, Coordinator HA and Assistant Director of Cooperation
- Heinz Wyler, Head of Admin and Finance
- Helmut Wolf, PM Livelihoods
- Amna Khalid, NPO Governance
- Arbab Shakar, NPO Livelihoods
- Khursheed Ahmed, NPO DRR
- Ahmed Ali Khatak, Liaison Officer
- Saeed Khan, Policy Advisor
- Zain Bukhari, Risk Management Analyst
- Salva Afzal, Communication and Information Officer
- Guido Suter, Security Expert
- Yvonne Müller, Project Manager Water
- Martin Zirn, PM School Reconstruction
- Attah Ullah, Assistant Administrator
- Bilal Masood Qureshi, Assistant Programme Officer

Partners of SDC in Pakistan

- Syed Imtiaz Hussain Shah, FATA Secretariat, Director General (Projects)
- Zahir Shah, Planning & Development Department, Chief Economist
- Arjumand Nizamani, Intercooperation, Country Director
- Nadeem Bukhari, Intercooperation, Team Leader LPH
- Munawar Khattak , Intercooperation, Team Leader W4L
- Iftikhar Hussain, Intercooperation, DRR
- Khalid Rasul, WFP Programme Officer
- Rashida Amir, WFP, Deputy Head Programmes & Operations
- Arshad Jadoon, WFP Programme Officer
- Irfan Mufti, South Asia Partnership Pakistan (SAP-P), Deputy Director
- Sikander Zaman, South Asia Partnership Pakistan, Regional Programme Manager
- Majid Zulfiqar, SAP-Pak
- Ambareen Jehan, SAP-Pak
- Elli Takagaki, JOBS International Private Ltd, CEO
- Fauzia Bilqis Malik, International Union for Conservation of Nature (IUCN), Programme Coordinator Pakistan
- Dr. Shahid Ahmad, IUCN
- Inam Ullah Khan, IUCN, Manager
- Syed Shah Nasir Khisro, Integrated Regional Support Program (IRSP), Executive Director
- Rainer Glassner, GIZ FATA Development Programme, Head of Programme
- Shazia Razzaque, UNDP
- Ashraf Khan, UNDP
- Laura Sheridan, UNDP
- Hubert Topinka, Malteser International
- Fayyaz Hussain Shah, Malteser International
- Nauman Amin, AKRSP
- Sherzad Ali Khan, AKRSP

External Voices: National and International NGO, IP, journalists, academia

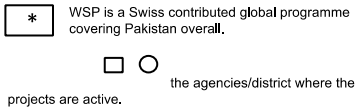
- Reto Stocker, International Committee of the Red Cross (ICRC), Head of Delegation
- Marc-André Franche, UNDP, Country Director
- George Khoury, OCHA, Head of Office
- Naufil Naseer, Royal Norwegian Embassy, Programme Advisor
- Gabriele Herrmann, CARITAS Suisse, Country Representative
- Barbara Dietrich, Helvetas Swiss Intercooperation - Swiss Intercooperation, Programme Coordinator South Asia & Hindu Kush
- Catherine Fröhling, GIZ Head of Governance Programme
- Waleed Rauf, CARE International, Country Director
- Sajid Mansoor Qaisrani, Sungi Development Cooperation, Executive Director
- Rahimullah Yusufzai, The International News, Editor North/Editorial Advisor
- Dr Shajahan Sayed, Media House Islamabad, Director
- Dr Zahir Shahab Ahmad, Institute of Peace & Conflict Studies of NUST (NIPCONS), Lecturer

Annex 4: Programme of the field mission

Date	Activities
SA 14/02	Arrival of 1 peer
MO 16/02	Arrival of second peer and international consultant
	Team meeting consultant and peers
	Meeting Director of Cooperation
	Meeting SCO-Staff: Expectations, comments on IR, review of working programme
	Meeting team Domain 'Rural Livelihoods': Analysis of result statements
	Meeting team Domain 'Good Governance: Analysis of result statements
TU 17/02	SCO Security Briefing
	Meeting team Domain 2: EA 2 - Coherence and relevance of project/programme portfolio
	Meeting partners Domain 2: EA 1 - 4
	Meeting CARE International and representative of national NGO-network, SUNGI
	Meeting GIZ Governance Programme
WE 18/02	Meeting Monitoring and Management team: EA 2 - Coherence and relevance of programme portfolio
	Meeting Dr Zahid Shahab Ahmad, NIPCONS: EA 1 - Context analysis
	Meeting Monitoring and Management team: EA 3 - Implementation of CS, quality of management, monitoring
	Meeting Monitoring and Management team: EA 4 - Effectiveness, sustainability, scaling up
TH 19/02	Travel to Peshawar
	Meeting Chief Economist Planning & Development Department KPK: EA 1 - 4
	Meeting Director General Projects FATA: EA 1 - 4
	Meeting Swiss Ambassador and Head of Chancellery
FR 20/02	Meeting team Domain 1: EA 2 - Coherence and relevance of project/programme portfolio
	Meeting partners Domain 1: EA 1 - 4
SA 21/02	Documentation
SU 22/02	Team preparations for workshops
MO 23/02	Workshop team and partners Domain 1: Presentation + discussion of preliminary findings and recommendations
	Meeting ICRC: EA 1 Context analysis
	Meeting Intercooperation: EA 1 - 4
	Meeting OCHA: EA 1 + coordination
	Meeting UNDP: EA 1 + coordination
TU 24/02	Workshop team and partners Domain 2: Presentation + discussion of preliminary findings and recommendations
	Meeting at Norwegian Embassy: EA 1 + coordination
	Meeting journalists: Context analysis
	Meeting CARITAS Suisse: EA 1 + coordination
WE 25/02	Debriefing meeting with SCO-P staff: Presentation + discussion of preliminary findings and recommendations
TH 26/02	Departure international consultants and peers

Annex 5: Coverage of Swiss Programme (in 2013)

	Livelihoods Programme Hindukush (LPH)
	Water for Livelihoods (W4L)
	Microhydels Project (MHP)
	FATA Development Programme



Source: Swiss Cooperation Office Islamabad

Figure 2: Coverage of Swiss Programme (in 2013)

Annex 6: List of projects of CS Pakistan 2010 - 2014

Projects/programmes	No. (7F)	Implementing agency (SDC/SCO'a contract partner)	Type of Sup-port (SAP)	SDC's finan-cial contribu-tion to overall budget (%)	Project start	Project end	Sum: Actual 2010-2014 + Plan 2nd sem 2014 + Plan 2015 CHF	Financial Categories
Component A: Rural Livelhoods							**31'362'895**	
Livelihoods Programme Hindu Kush Pakistan	7F-05691	Helvetas Swiss Inter-cooperation Swiss Intercooperation (HSI)	17010 Progr. contribution	100%	01.01.2008	30.04.2015 - no cost ext for 3-6 months?	15'100'000	5=>5'000'000 CHF
FATA Development Programme	7F-08045	GIZ	17010 Progr. contribution	17%	01.10.2013	31.10.2016	1'205'010	3=1'000'001-3'000'000 CHF
Water & Energy Sec. through Microhydels in the Hindu Kush (MHP)	7F-07817	Agha Khan Rural Support Programme (AKRSP)	17010 Progr. contribution	85%	01.04.2011	30.11.2017	1'560'001	3=1'000'001-3'000'000 CHF
Water for Livelihoods Project	7F-07815	HSI	17010 Progr. contribution	100%	01.08.2011	31.12.2017	7'474'884	5=>5'000'000 CHF
MDTF for KPK, FATA and Baluchistan	7F-08833	WB	17010 Progr. contribution	+/- 12%	01.12.2013	30.11.2020	6'023'000	5=>5'000'000 CHF
Integrated Natural Ressource Managem.	7F-04513	Helvetas Swiss Inter-cooperation (HSI)	17010 Progr. contribution	n/a	01.01.2008	31.12.2011	665'243	2=200'001-1'000'000 CHF
Energy Efficient Brick Production	7F-06196	Skat	17010 Progr. contribution	n/a	01.05.2008	31.12.2011	665'243	2=200'001-1'000'000 CHF

Projects/programmes	No. (7F)	Implementing agency (SDC/SCO'a contract partner)	Type of Support (SAP)	SDC's financial contribution to overall budget (%)	Project start	Project end	Sum: Actual 2010-2014 + Plan 2nd sem 2014 + Plan 2015 CHF	Financial Categories
Component B: Good Governance and Human Rights							**9'529'955**	
Water Governance FATA	7F-09028	IUCN	17010 Progr. contribution	100%	01.04.2014	31.12.2022	942'000	2=200'001-1'000'000 CHF
Citizens Actions for Peace and Development	7F-08105	South Asia Partnership-Pakistan (SAP-PK)	17010 Progr. contribution	100%	01.08.2012	30.11.2021	3'109'922	4=3'000'001-5'000'000 CHF
Strengthening Rule of Law in Malakand	7F-08709	UNDP	17010 Progr. contribution	24%	01.06.2013	31.12.2017	5'478'033	5=>5'000'000 CHF
Anti-Corruption Programme Pakistan	7F-80021	Transparency International - Pakistan	17010 Progr. contribution	n/a	01.03.2004	31.12.2011	153'200	1=1-200'000 CHF
Strengthening Democratic Governance in Pakistan	7F-80038	South Asia Partnership-Pakistan (SAP-PK)	17010 Progr. contribution	n/a	01.04.2006	31.12.2011	1'349'652	3=1'000'001-3'000'000 CHF
Gender Responsive Budgeting Initiative	7F-80032	UNDP	17010 Progr. contribution	n/a	01.05.2005	30.11.2011	485'972	2=200'001-1'000'000 CHF
Gender Support Programme	7F-80039	UNDP	17010 Progr. contribution	n/a	15.12.2005	31.12.2011	-111'370	
Women's Empowerment & Social Justice Program	7F-05851	Shirkat Gah (SG)	17010 Progr. contribution	n/a	01.01.2008	31.12.2010	309'355	2=200'001-1'000'000 CHF

Projects/programmes	No. (7F)	Implementing agency (SDC/SCO'a contract partner)	Type of Support (SAP)	SDC's financial contribution to overall budget (%)	Project start	Project end	Sum: Actual 2010-2014 + Plan 2nd sem 2014 + Plan 2015 CHF	Financial Categories
Child Rights Programme Pakistan	7F-06616	UNICEF, ILO, Society for the Protection of the Rights of the Child (SPARC)	17010 Progr. contribution	n/a	01.01.2009	31.01.2012	1'879'081	3=1'000'001-3'000'000 CHF
Pakistan Census 2008	7F-06421	ONE UN joint programme (UNFPA; UNDP; UNIFEM; UNICEF; UNESCO; UNHABITAT; ILO;	17010 Progr. contribution	n/a	01.11.2008	31.11.2010	0	
Humanitarian Programmes							**7'465'000**	
Reconstruction of Schools	7F-08090.02	Direct Implementation SHA	Direct Implementation		15.11.2011		3'300'000	4=3'000'001-5'000'000 CHF
Community-based DRR Project	7F-08223.02	Malteser International (MI) Germany, ADMC	Programme contribution		10.10.2011		365'000	2=200'001-1'000'000 CHF
WASH Emergency Response to North Waziristan Agency Displacement Crises	7F-09180.01	IRSP	Programme contribution		15.09.2014		300'000	2=200'001-1'000'000 CHF
Support to Disaster Management Authorities of FATA and KP in DRR/Protection focusing IDPs from North-Waziristan	7F-09179.01	Expert support to FDMA and PDMA	Secondment / Expert for local authorities		01.10.2014		290'000	2=200'001-1'000'000 CHF
UN-HABITAT Secondment Recovery Advisor	7F-09208.01	UN Secondment	Secondment to UN		01.11.2014		110'000	1=1-200'000 CHF

Projects/programmes	No. (7F)	Implementing agency (SDC/SCO'a contract partner)	Type of Support (SAP)	SDC's financial contribution to overall budget (%)	Project start	Project end	Sum: Actual 2010-2014 + Plan 2nd sem 2014 + Plan 2015 CHF	Financial Categories
Rehabilitation of Drinking Water Supplies in KPK after the Floods 2010	7F-08091.02	IRSP, JIPL, SAIBAN, Pak-CDP, SHA, Khair Khaygara Tanzeem (KKT)	Programme contribution		25.09.2011		3'100'000	4=3'000'001-5'000'000 CHF
Worldbank-WSP Secondment	H-Cash	SHA - Direct implementation	Secondment		23.09.2011	31.05.2013	287'195	2=200'001-1'000'000 CHF
UNHCR - Nothilfeprogramme	Multi-HCR	UNHCR	Multi-bi programme contr.		01.01.2011	31.12.2014	1'850'000	3=1'000'001-3'000'000 CHF
IKRK - Programmbeiträge/ Nothilfe	Mult-ICRC	ICRC	Multi-bi programme contr.		01.01.2003	31.12.2013	8'500'000	5=>5'000'000 CHF
Implementierungskosten HA Programme	H-Cash		Admin. Office Costs SDC-HA		01.11.2010	31.12.2012	1'416'274	3=1'000'001-3'000'000 CHF
Reconstr. Schools / BHU	H-Cash	SHA	Direct Implementation		01.04.2006	31.03.2011	45'629	1=1-200'000 CHF
USAR Capacity Building	H-Cash	SHA	Direct action		01.06.2007	31.12.2010	0	
SET-Einsatz Lawinenunglück Kaschmir	H-Cash	SHA	Direct action		09.04.2012	31.05.2012	0	
UNOCHA Secondment 2009-10	H-Cash	UNOCHA	Secondment to UN		17.08.2009	16.08.2010	33'851	1=1-200'000 CHF
Internews Humanit. Info Project	H-Cash	Other NGO Int/Foreign North	Programme Contribution		01.11.2009	31.10.2010	20'870	1=1-200'000 CHF
Coordination Hum. Aid Programme	H-Cash		Admin. Office Costs SDC-HA		19.04.2010	31.12.2012	1'060'768	3=1'000'001-3'000'000 CHF
WFP Secondment cash and voucher	H-Cash	WFP	Secondment to UN		01.02.2010	31.10.2011	183'257	1=1-200'000 CHF

Projects/programmes	No. (7F)	Implementing agency (SDC/SCO'a contract partner)	Type of Support (SAP)	SDC's financial contribution to overall budget (%)	Project start	Project end	Sum: Actual 2010-2014 + Plan 2nd sem 2014 + Plan 2015 CHF	Financial Categories
UNHCR Secondment - Info officer	H-Cash	UNHCR	Secondment to UN		28.06.2010	31.12.2010	90'120	1=1-200'000 CHF
Nothilfe Hochwasser August 2010	H-Cash	SHA	Direct action		01.08.2010	31.12.2011	1'508'379	3=1'000'001-3'000'000 CHF
Cash for Winterization and Shelter	H-Cash	SHA	Direct implementation		01.10.2010	31.10.2011	769'146	2=200'001-1'000'000 CHF
IC, Floods 2010, Roofing D.I. Khan	H-Cash	SDC direct implementation	Direct Implementation		16.11.2010	31.08.2011	0	
Regional Programmes / Global programmes*								
Water and Sanitation (WSP South Asia), Global Programme	7F-	World Bank			01.01.2012			
SCO and small actions							**11'566'534**	
SCO Islamabad								
SCO Islamabad 2010	7F-03267.21	n/a	17990 SDC internal/admin costs	100%	01.01.2010	31.12.2010	1'759'553	
SCO Islamabad 2011	7F-03267.22	n/a	17991 SDC internal/admin costs	100%	01.01.2011	31.12.2011	1'978'312	
SCO Islamabad 2012	7F-03267.23	n/a	17992 SDC internal/admin costs	100%	01.01.2012	31.12.2012	1'625'053	

Projects/programmes	No. (7F)	Implementing agency (SDC/SCO'a contract partner)	Type of Support (SAP)	SDC's financial contribution to overall budget (%)	Project start	Project end	Sum: Actual 2010-2014 + Plan 2nd sem 2014 + Plan 2015 CHF	Financial Categories
SCO Islamabad 2013	7F-03267.24	n/a	17993 SDC internal/admin costs	100%	01.01.2013	31.12.2013	1'911'854	
SCO Islamabad 2014	7F-03267.25	n/a	17994 SDC internal/admin costs	100%	01.01.2014	31.12.2014	3'510'855	
Small actions and others								
Small Action Credit Line (Phase 7)	7F-00805.07	n/a	17010 Project/Programme contribution	100%	01.06.2009	31.12.2014	780'907	

***** In February 2015 there is only one Global Programme within the SDC Pakistan Portfolio, which is the Water & Sanitation Programme South Asia (WSP) of the World Bank.

Annex 7: Framework for Strategic Priorities in KPK and FATA (from PCNA)

STRATEGIC FRAMEWORK OF PRIORITIES DERIVED FROM THE CAF

Crisis manifestation	Crisis driver	➡ Effect sought
A Perceived deficits in state insitutions: - governance - capability - participation - responsiveness	Has created a **lack of trust in state** which has been exploited in militant rhetoric	1 **Trust in state restored** Effective state apparatus Accountable insitutions Equitable and transparent state institutions and decision-making Strong civil society able to hold government to account
B Insufficient rule of law: - inability by state insitutions to address insecurity	**Opportunity** seized by militants for violent transformation	2 **Security: trust in Government commitment and ability to protect citizens** Funded, equipped, trained professional law enforcement agencies
- lack of access to justice - FCR, human rights	Inequities feed the militants' **social justice justification** for conflict	3 **Access to fair and speedy justice**
C Political and adminsitrative system inefficient / unfair / unrepresentative / outdated in FATA/PATA	Idem	4 **Constitutional, political and judicial reform in FATA/PATA: consultively define a fair and effective governance system that meets the needs of all**
D Community cohesion negatively affected by: - social infrastructure destroyed (worsened by displacement) - realignment of power in favour of junior representatives of religion - loss of many tribal elders	Communities **vulnerable** to militants' messages	5 **Cohesive, peaceful, participating communities**
➡ **PCNA Strategic Objective no.1:**	**BUILD RESPONSIVENESS AND EFFECTIVENESS OF THE STATE TO RESTORE CITIZEN TRUST**	
E Frustration at absence of employment opportunities (demand) combined with low litteracy and skills (supply)	Government is perceived as **either failing to, or uninterested in**, restoring and improving livelihood options: **militant recruitment** opportunities become the only option	6 **A vibrant, legal economy** Employment opportunities Availability of training, vocational education, promotion of literacy Economic growth support strategies Investment
F Illegal economy	Spawns corruption, lack of transparency, no investment	Legal economy, revenue, enforcement of interdiction on illegal activities
G Inadequate livelihood opportunities (exacerbated by conflict and displacement)	Militant exploitation of perceived failings and **militant recruitment** opportunities become the only option	7 **A revitalised agriculture and livestock based-economy** Livelihood support, credit, inputs, expertise
➡ **PCNA Strategic Objective no.2:**	**STIMULATE EMPLOYMENT AND LIVELIHOODS OPPORTUNITIES**	
H Poverty, lack of development, marginalisation, exclusion, vulnerability	Inequities feed militants' social justice justification for conflict	8 **Improved provision of basic services in line with rest of country** Social protection
➡ **PCNA Strategic Objective no.3:**	**ENSURE DELIVERY OF BASIC SERVICES**	
I Distorted religious messages and inducement to support conflict	Illiteracy and isolation from diversified views and information increase communities' vulnerability to militants' messages	9 **Diverse, open, tolerant, forgiving society** Educated, tolerant society Availibility of multiple sources of diversified information Peaceful, informed society able to discuss and share diverging views
J History of conflict	Risk that cycle of conflict and revenge continues despite efforts to address drivers	Communities involved in design and implementation of government peace-building efforts Post-conflict reconciliation
➡ **PCNA Strategic Objective no.4:**	**COUNTER RADICALISATION AND FOSTER RECONCILIATION**	

Annex 8: Staff Composition Swiss Field Office (FO) and project staff in numbers (FTE = Full-time equivalent)

Function	2010				2011				2012				2013				2014			
	CH/expat		Local		CH/expat		Local		CH/expat		Local		CH/expat		Local		CH/expat		Local	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
FO management (CD, Deputy CD, Ass. CD)	1	2			1	2				2			1	1				2		
Programme management (NPO, others)			1	3	1	1	1	4		3	1	5	1	2	1	5	1	2	2	7
CFA, BwB, Finances (incl. accounting)				3		1		3		1		2		1		2		1		2
Administration (Secr., IT, PR, & others, excl. Finance)			2	1			2	1			2				2	1			2	1
Internal Services (support, driver, cleaning, etc.)			0	5				8				6				6				6
Consular affaires																				
Sub-Totals FO	1	2	3	12	2	4	3	16	0	6	3	13	2	4	3	14	1	5	4	16
Total FO staff	**18**				**25**				**22**				**23**				**26**			
Labour turnover rate (local staff)	**5%**				**5%**				**5%**				**0%**				**8%**			
Project staff on FO payroll (self-implemented) / Regional SDC or SECO staff for regional programme management		1	1	16		1	0	18		2	1	21		2	1	22		1	1	24
Total PROJECT staff	**18**				**19**				**24**				**25**				**26**			
Total staff	**36**				**44**				**46**				**48**				**52**			

Annex 9: Promoting and hindering factors for outcome achievement Domain 1

	Internal	External
Promoting	- Strong relations with communities (acceptance) - Ownership by target groups / communities - Acceptance by the Government partners - Water sector interventions mobilize technical department & knowledge sharing - Replicable pilots in water / rehabilitation - Expertise in water and DRR (proven experience) - 'Swissness' - Close monitoring of the project / programme (on the ground) - Partners / IPs are familiar with specific conditions Gender / pro-poor approach in LPH I – III	- Improving security situation - New orientation of NPOs in the office - Opening up of new geographic areas - Local Bodies / Government elections - Full team in place - Transfer of mandates & resources to local governments (Institutional reforms - Swiss private Sector - New leadership within SDC Pakistan - Return and Rehabilitation Strategy - Improving relationship between Pakistan & Afghanistan - End of 2012 solution - Strategy in 2015 and engaging in new strategy - Pipeline about to be filled - Linkage between Humanitarian & Development (filling the gap - synergies)
Hindering	- Change oriented thinking & strategies (of partners) are weak - SDC Cooperation Modalities (Guidelines) are different for development + HA - Weak legal position of CSOs - Small Donor - Technical skills in SCO are limited - Government ownership needs strengthening - Anchoring on district levels depends on local elections - Stop and go approach - SDC outcome monitoring - Output monitoring by Pakistani Government - Achievements difficult to verify	- Security situation will further deteriorate - Corruption in projects / programme - Many 'cooks' & no / weak coordination - Reform initiatives not welcomed by administration - Few partner NGOs due to NOC /MoU issue - Frequency of disasters (natural & man-made) - Frequent transfers of responsible officers in Government - Un-predictable relation between Pakistan & Afghanistan - Uncertainty about access - Project based approach versus programmatic approach

Annex 10: Promoting and hindering factors for outcome achievement Domain 2

	Internal	External
Promoting	- Flexible - Less bureaucratic - Can easily mobilize resources - 'Swissness' = neutrality + long standing history - International cooperation is not dictated too much - Better linkage to projects + communities as we can access + travel to the regions	- New team open to re-orientation of SDC programme - New governments are seriously pursuing reform agendas in KP + FATA - Developing + refining a new programme - Good chance to develop programme - Pockets of poverty and neglect ignored by development actors - Former programmes have created social capital - Increased accountability of state institutions due to (i) relatively more independent judiciary, (ii) more open media
Hindering	- Small donor in a country with many donors - Lack of SDC's clear positioning regarding its presence in Pakistan - Aggravation of conflict between RC + SHA (at HQ) - Weak collaboration between embassy + SDC for forming development policy - Difficult to work for religious minorities - Institution's lack of filling HR positions with experienced staff - Corruption can negatively affect our programmes - Natural disasters can halt progress on our programmes - Negative publicity (image / reputation)	- Aggravated conflicts block access - No formal legal framework in FATA means that the SDC is not protected under the Vienna convention - Possibility of take-over of military

Annex 11: Results of Domain 1 Workshop

Context

- In KP and FATA parts, we have a full-fledged conflict. We are talking of a military operation that has lasted for 6 years. 2 million people displaced!
- Energy crisis. Direct / indirect impact.
- Switzerland's neutral and impartial image!
- Highlight geographical disparity! From one district to another. Different from marginalisation.
- No attacks on cooperation and partners' staff. Clarify!
- Huge youth population! What did we do about it!
- 18th Amendment, 2012
- First time, 2013, that orderly handing over from one government to another took place.
- IMF run support programme

Relevance

- KIDP / Swat: communities resisted insurgents. Needs to be emphasised.
- IC is in the process of developing a documentation of cases, stories that illustrate what was done and how it was done. Let's not ignore our success stories, even the small ones!
- IC: theory of change: there are stories that prove it.

Role of the State – ownership, communities

- One goes with the other. Government should play the lead role in implementing the institutional development. DDMAs are not active. On ground, they are not there.
- Broad-based community involvement. Aware of roles and responsibilities. Role in decision making process.
- Good cooperation with SDC, food security. Used by Government for decision making. Various clusters, like food security, early recovery, SDC should involve itself more actively. E.g. R&R strategy in FATA.
- Government is to be in the driving seat. Communities must be involved. Create ownership on both accounts.
- SDC has managed to influence Gov., e.g. agricultural and forestry policies.
- SDC is a small donor in terms of funding. But positioning, that's what matters.
- Define the indicators of ownership. Gov.: public sector, if effective, then ownership. Irrigation legislation, KP. Have formal rules and regulations for registration of communities!
- Both communities' and Government's are important. But in places, no government work. District Dev. Forum in some cases not functional. District Development Plans: otherwise no Gov. ownership. Communities always have ownership.
- Sustainability: Gov. can take the lead and involve communities. Sensitise and empower the community, the youth.
- Establish links between Gov. and communities.
- Both are important. Constructive development.
- Different levels. Gov. must be well informed. Lead is with communities. Gov. provides overall frame.
- Institutional change. Stakeholders on the ground with weak legal and political positioning. Relations between NGOs and Districts? District tier is poor and weak. Strengthen! Address the disconnect. Ownership from Gov. bases itself on communities. In process of creating citizenship. Communities are not homogeneous.
- Focus on demand side! Claiming rights, need for a strong civil society. Present better success stories to Government.

- Ownership should be at all levels. Ultimate ownership lies with Gov. But insecurity, fragility. Need for constitutional protection. Things would be taken more seriously if rights captured in Constitution.
- Institutional changes: which are meant?
- Government is neither pro-poor by intention, nor necessarily capable. FATA, resource allocations. Key part: intention, not simply incentive. Risk that elites see their power diminish. Work with the communities. Empowerment-wise accountability. Pressure on Gov. and create incentives for Gov. to adopt pro-poor policies. Any intervention should be field-based and draw on lessons learnt from communities. Top down won't reflect needs of communities. Build (Dakhan) on field experiences.

Role, Switzerland – stakeholders' map

- 2009, donors' breakfast introduced by SDC. Now with OCHA. Secondments. Bilateral programmes; involved in policy dialogue. Use in an optimal manner!
- 2012 Afghan refugees' solution meeting in Geneva.
- Upscale, HR, work in protection.
- Need for a likeminded group.
- SDC is being mentioned over and over again. It doesn't try to spread across too many areas. Role: transition from project to policy reform, institutionalise. WASH project as one example, shared with Chief Minister; Gov. was stunned. Want to do it KP-wide. Best practices as area of opportunity. Niches, lead role on targeted meetings: water, climate change. Areas specific to humanitarian aid.
- Hydropower plants, horticulture, water supply. Flexible approaches. Strong position for SDC to take lead role on replication.
- Neutrality and innovation. Focus on these: climate change and water governance. Take lead role; translate into policies.
- Be selective. Clear Province and District link. Capacity and legitimacy at Provincial level. National: Donors' coordination groups; knowledge management. Not overstretch at national level.
- Province: promote dialogue in a more collaborative manner. SDC should back implementing agencies, lobby and support.
- SDC quite visible. Humanitarian: should be more visible as regards Afghan refugees + IDPs.
- KP experience, replicate in FATA. Agriculture dev. policies, SDC can support. DRR Forum. RRR assessments (UNDP). SDC to add on policies, develop community resilience. Ownership of communities. Water study in FATA. Lot of scope to build upon study; towards a water strategy for FATA. Take the opportunity to exercise a lead role.
- Leadership role: SDC should decide on what it could be. Project, to strategy, to legislation. Leadership: need for continuity on knowledge and competence. If leadership: pick few topics, not all. Investment or level of grants, if none of the two, won't work.
- 3 levels: 1) donor community, 2) Capacity Dev., 3) advocacy. Narrow down on a few: climate, NRM, social. Look at best practices, pool up. Policy dialogue at Provincial level. Possibly, national.

PCM, Monitoring

- Need for further strengthening. SDC needs to come up with a monitoring framework. With indicators. Outcome level monitoring for SDC.
- Progress monitoring with implementing agency. Thing missing: impact monitoring, how to assess the outcome? Third party impact assessment must exist. Baseline.
- Monitoring at outcome level is OK. Activities level needs to be strengthened.
- SDC different as regards monitoring 3 visits a month by SDC; rather facilitation. Monit. by visiting! Positive. Others come twice in a project life. Some say: you made it wrong. Guidance provided is welcome.

- Different experiences for different projects; different outcomes, different indicators. PCM: there is a steering mechanism in every project SDC supports, but not optimally utilised to generate policy debate. Steering committee (IC): Additional Chief Secretary and SDC: could be used as a forum, policy level discussions. Not just presenting progress; make best use of forum. Meta-level capturing of project information as monitoring.
- SDC to come up with a clear results framework. Will help partners. Process and activities monitoring should be done by implementers = partners', but SDC can support and strengthen. Results monitoring should be SDC's.
- More focus needed on planning and implementation. More creative on strengths. Focus on monitoring when planning and implementation OK. Plan is basis for success.
- How does one initiate an initiative? Bottom-up! Swiss tax payers: who are the beneficiaries? Further strengthen bottom-up. Security context. Monitoring can be tailor-made.
- Cross linkages between projects, across organisations are missing. Affects synergies. Output monitoring: what we see is too little monitoring Not good enough. Beneficiary feedback: we should have it. Vast majority of partner orgs: doesn't exist.

Gender

- Realities - culture - taboos. Roles of women and men are narrowly defined. WatSan, livestock, fuel wood: solely women! No difficulty having a good programme. But related to empowerment; until readiness of societies is reached, difficult. But entry points exist. Be cautious. Need to go and talk to men-elites.
- Address strategic needs of women. Build into programmes. Should be areas of programme. Cross-cutting them, pilot. Micro-hydel programme: provide electricity, means impact on education. Save time for women.
- Gender as crosscutting. Experience: need to establish one's own credibility. And then address women. Always will be a challenge. Seriousness is needed about gender development. Change the mind-set of one's own staff. Some people don't dare to address gender. KP and FATA are not necessarily the most comfortable places. Difficulty to find staff. Programme: We need to jump on opportunities; otherwise we discourage women. One instance: water and women, hygiene and health. Demand for training, directly with women, even though not part of programme. Worked quite well; positive effects all across programme if response to women's demands. Entry points!
- Study on protection in WASH; include women. Recently submitted on refugee villages. DRR committee of women and men.

Annex 12: Results of Domain 2 Workshop

Context

- Media freedom report: space shrinking.
- National Action Plan: things are moving; cracking down on extremists. But other groups can operate under cover; we don't know why. CS watch process launched: no progress. Political and regional reasons.
- Not just the state that cracks down. Not threatened by State institutions anymore, but by militant extremist groups. State doesn't protect media and CS.
- One can write anything in the media. But it doesn't mean media are free. German radio, Swiss radio, interview Malala, didn't get NOCs for ages.
- Urdu press: hate speech against minorities. Minorities on the other hand have no voice.
- Training and ethics of media.
- Media are in a learning stage. Lots of orgs are training media. The State should take the responsibility of protecting the media, quality journalism. Media is being attacked for general reasons, because they speak for the people, the minorities.
- FATA / KP: difficult terrain. Lots of NOCs, obstacles. Difficulties and questions. Why is the Government behaving this way, although they say they want stability? They are not letting us work. Meet with provincial KP Gov. to work in settled areas. Even settled: they make problems.
- National politics. PTI comes to PK. Do people have the basics? Fuel prices going down globally, but remain high in Pakistan. Climate change: impact. Conflict: people moving. Need to think a little more about factors. Land and water.
- National Action Plan: people are tracking. Interesting to see what actually comes out of that. Challenging the military force, military courts? Where is all that going to come together? Ban Ki Moon issued a statement.
- Anti-terrorism courts: why not have been successful? Need to dig deeper. Too easy to say: it is the judiciary. Need to focus on political context.
- How is the donor community coming together on these issues? Agencies disconnected from each other. No coordination: potentially doing harm. Donor landscape. Huge area of interest. How donors are doing things worse or better. Needs to be flagged in the analysis.
- INGOs: very difficult to find a role for themselves.
- Gender: women's situation. What's really happening? How much has it led to change?
- Bottom-up policy thing: extremely important. Some efforts but not enough. Local Governance, all these processes - Need platform, CH can take lead for policy lobbying and design.
- Are we contributing well to knowledge management, for the whole population?
- Cross-border: working on that. People to people dialogue: can be explored more.
- Gov. is not keen to acknowledge the protracted humanitarian crisis. Already in 2011, the official position: crisis is over.
- Modalities of Cooperation; e.g. USAID and DFID procurement based. Will SDC go for procurement-based programmes?
- Critical analysis is missing: things are not good, not favourable. Elaborate on that.
- Engagement: if not us, who? Worst of the time is best of the time.
- Perhaps, beginning of an end, beginning of a change. If don't build a parallel good side, we are bound to lose. Need to continue investment.
- Flourishing of media. Came with international community. Media has involved people in political life, in real time.
- Unfair to say, no difference. 2013: first transition from one Gov. to the other, free and fair. See more women in justice and security. Industry that takes in women's interests. No instantaneous change overnight but incrementally better. Going in the right direction.
- Global policy alone won't change situation here in Pakistan. Has also to come from inside.

- Crop sown in 80ies and 90ies bound to be ripe today. Not the end of history. Need to give counter-narrative. Deal with forces of destruction. Stability in Pakistan will not come without Afghanistan. Interlinkage with other regional powers.
- There is progress. Work on it and from it. Circumvent insurgency.
- Some don't want to see talks with Afghanistan succeed.

Role of the State – ownership, communities

- It's both. Engagement at both levels. We need to ensure that processes are consultative. Who are the people we work with? Who are the decision makers? To whom should we go to? High turnover; need to deal with that fact. Aligned with Gov.'s plans. ADP, budget; mini PRSP for KP, dev. roadmap. Ensure that action is in line. Securing Gov. cost-sharing.
- Of course both. Always believe that people's efforts count first. Need for key reforms; otherwise communities' efforts won't bear fruit. Difficult task to deal with Gov. without Gov. ownership, community efforts won't go very far. Political agent, KP; need to link. Paktu culture has impact on way of working.
- Difficulty to work with minorities. But support to Shia, Christians is taking place, possible. Where Gov. rules and regulations come in, difficult.
- Women leadership. Women are strong connectors. Once acquired; stick to their power.
- Communities perceive state as persons in uniform
- Any sort of engagement must be based on sound analysis. Can't be anecdotal.
- Malakand: post-crisis needs assessment. Social audits. State isn't part of their life. Talibans could get a hold because the state wasn't delivering. The Taliban were dealing with court cases, where the judiciary had been blocked for years. Need to build up people's trust in State. Malakand is partly under military control. Makes it complex.
- Institutional change essentially comes from communities. Government presence as a supporter, a facilitator. But if you bring in Gov. people into a meeting, it may get side-tracked.
- Beyond progress in technical terms, need to have an interface with the State. FATA Secretariat sympathetic.
- Incentivise institutional change? Need people's approval to do for instance better policing.

Role, Switzerland – stakeholders' map

- SDC enjoys a fairly unique position. SDC has adopted a really clear niche. Accountable governance and livelihood promotion: SDC come really prominent. Bring in other actors. Previous papers talked about bringing in like-minded; what happened with that? Interesting area. A lot of money goes to contractors. Some schemes are a total disaster. DFID thinking in same lines. Germany? They are serious-minded.
- UNDP Governance Working Group. If SDC is interested to take over lead, will be welcome.
- Showcase what SDC does? Local governance, rule of law. Communication officer: factsheets. Communities know what we, SDC, do. Donors perhaps less so.
- 50 years of SDC in Pakistan. Significant donor.
- Role of Ambassador. Makes sense to engage with Ambassador level. Like Germany does successfully.

PCM, Monitoring

- UNDP: Not one silver bullet. With SDC, come back and look at results; some donors will fund only if stringent monitoring system. How to bring in pieces of information together. Ensure that baselines are in place. Joint field visits. SDC is helpful.
- For specific projects, joint steering committee. No common meeting for SDC annual report. UNDP: programme level, for a twice a year.
- SDC inputs for log frame. Results tracking, indicators formulation. Should be a regular feature. Knowledge building; juggle it; putting things together. Draw lessons, promote knowledge. It shouldn't stop with one project. Need for documentation. But don't know which angle to take in

terms of presenting cases. Steering Committee processes are very important. Mutually beneficial and positive.

- Roster of experts? Ability to access experts? Names; c.v.? Managed by UNDP.
- UNDP indicators structure. Between partners, have a set of common indicators. SDC has specific results framework, but consolidated within SDC.
- SDC: twice a year, have meetings, and inform SDC indicators.

Governance

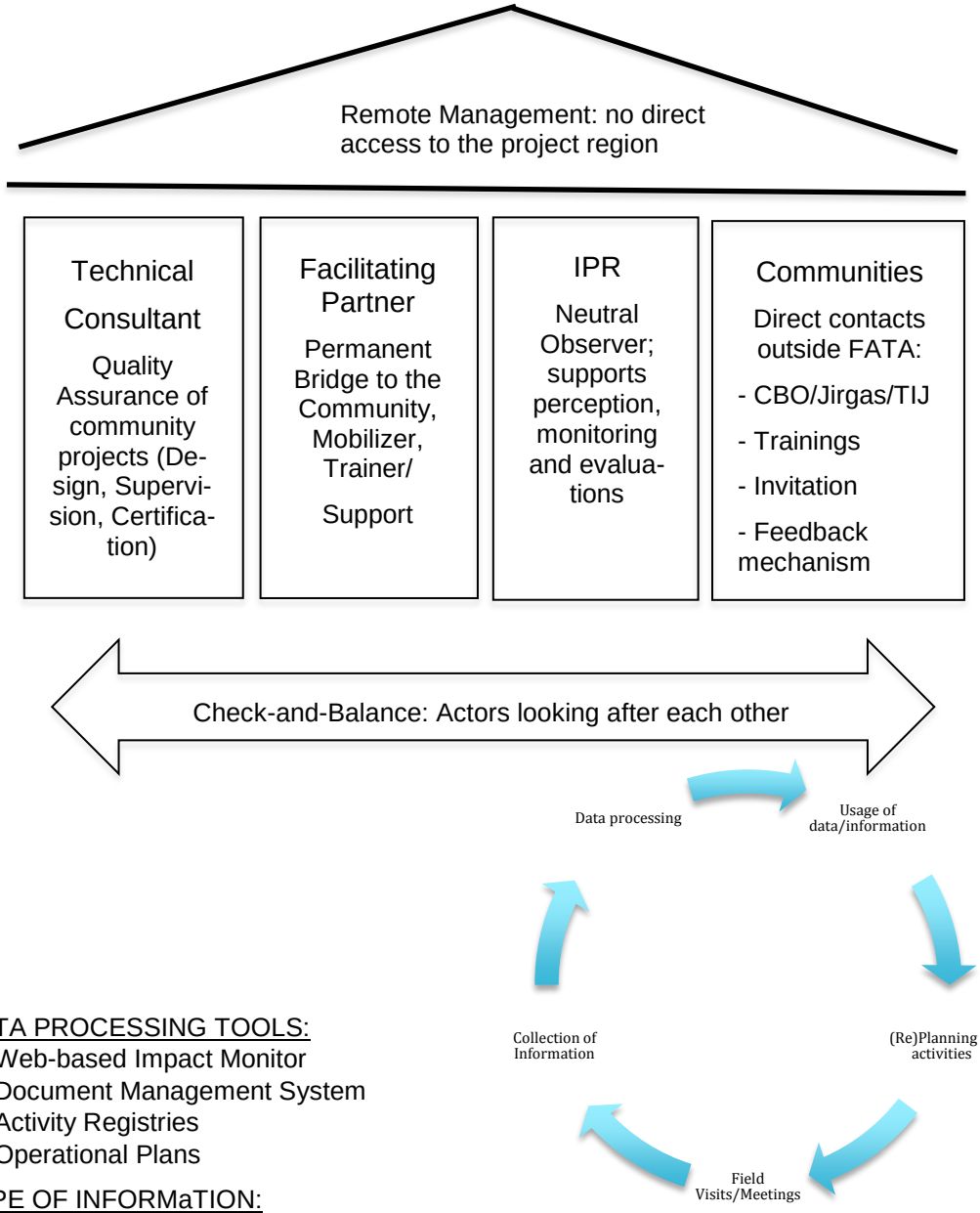
- Local governance and Institutional reforms for SDC to focus. Larger governance issues in Pakistan. Fought for democracy, but where do we stand now? Too complex for SDC.
- UNDP: security is a big issue. Need to engage KP government.
- Dimension of resilience. Link with government.
- Local governance: anything below the district tier. KP: manageable. FATA: very sceptic population, but doable. Service oriented committees: water, health. Local Government will help hugely.
- Ernesto: Jirga, elders; is it a sort of governance?
- UNDP: it is not as if there would be nothing in the villages. There are governance structures. KP Gov. is trying to avoid clashes through mediators / panel. Negative and / or romanticised views on Jirga. Gov. tried a formalised Jirga. The fact is, people don't go to court, they go to Jirga.
- We have an issue with Jirga; dominated by feudals and khans. But we focus on real inclusive mechanisms. People tend to present cases to elders.
- What is a Jirga anyway? True that vulnerable to elite capture. Get an understanding of how they function.
- Paralegals: identify champions who can do work. Observe Jirgas and propose options. Nascent work. Need to identify people who are respected within society. Starting courses with the paralegals.
- Training paralegals: individual level; it works. Group?
- Jirga; tricky; voice of women. Topics are treated that directly concern women, and not represented. Jirgas are very patriarchal. Jirgas can't deal with women's concerns and other marginalised groups'. UNDP: SRSP consortium of NGOs. UNDP only on KP. Link with rule of law.
- UNDP is going to expand. So far: trapped results? Not sure. Trying to bring everybody together and all on same page for paralegals. Link with Bars. District Bar Associations.
- Amna: have done matrices with partners. More sharing can take place.

Gender

- All SDC programmes are gender mainstreamed. SAP-PK, UNDP, IC all work with women.
- Ensure that programmes are inclusive.
- UNDP: women and correlation with their role in e.g. police. Training of men, to change attitudes. E.g. women supervising staff, not simply frisking women. May come to women lawyers. What are women's differential needs. Training courses and taking care of kids?
- Work on men and boys; masculinity in tribal societies. All types of exclusion, not simply women. Even work with Gypsies (sic). Deal with attitudes first. Legislation that addresses domestic violence need in FATA. FATA is a black box. Women not allowed to move from one building to another. Address structural causes, legislation. Women's enabling environment, and others' that are discriminated.
- Agree that need for law reform. But need to prioritise; e.g. Canada doesn't have a legislation on domestic violence. Focus on implementation.
- Work with youth: expose them to other realities, practices. Lahore: were mesmerised; like talking to a woman, listening to her views! Work with artists, painters, women leaders. Address taboos and lead a better life. Exposure is important.

- Going to take time. Need to generate a critical mass.
- Civil Service: a key group. Practically all men. Automatically notice difference depending on key women leaders being at a meeting or not. Better quality of female influencing policies. Work with men before women's community groups can be set up. SGBV: need to be cautious about what is transferred into Pakistan context. Reflect on Pakistan movements on gender and GBV.
- People have local customs; if not cautious, we hear: this is Western. Where strict Purdah is applied, simply going to another woman's house is an achievement. Legal aid training: women inside house; men outside. Identify respected women, families. Who is seen as pious? For those under purdah, opportunity to see others.
- But also a regional thing. FATA: 1988, gender ratio made sense. Figures are underreported. So, first thing is gender inclusions.
- Ambitions must be modest so as not to close the door.
- "You have spoken of our women, we'll kill you!" Meanwhile things have improved, but FATA?!
- We can bring change. However, we need to be strategic. Adapt to local situation.
- How to influence the high flying discussions on budget?
- Ahmed: there are several role models. FATA is not in itself exclusive. 100'000ds are in Peshawar; women work in Gov. and in NGOs. Educated people don't want to go back. Nobody wants to work in rural areas.
- We need to work on FATA society that is not living in FATA. Can be very useful. Invest at that level too.

Annex 13: Model of a partner monitoring mechanism (FATA development programme)



DATA PROCESSING TOOLS:

- Web-based Impact Monitor
- Document Management System
- Activity Registries
- Operational Plans

TYPE OF INFORMaTION:

- Field Reports
- Baseline Data
- Impact Surveys
- Perception Checks
- Focus Group Discussions

USAGE OF INFORMATION

- Monitoring of activities, outcomes, risks and unintended impacts
- Steering: adjustment of approach/activities
- Learning and knowledge management
- Reporting to partner and donor
- Information sharing with communities
- Public Relations

Annex 14: Timeline of historic developments in Pakistan

1906 - Muslim League founded as forum for Indian Muslim separatism.

1940 - Muslim League endorses idea of separate nation for India's Muslims.

1947 - Muslim state of East and West Pakistan created out of partition of India at the end of British rule. Hundreds of thousands die in widespread communal violence and millions are made homeless.

Muhammed Ali Jinnah - founding father of Pakistan

- Born in Karachi, 1876
- Pakistan's first head of state until his death in 1948

1948 - Muhammed Ali Jinnah, founding leader of Pakistan, dies. First war with India over disputed territory of Kashmir.

1951 - Jinnah's successor Liaquat Ali Khan is assassinated.

1956 - Constitution proclaims Pakistan an Islamic republic.

1958 - Martial law declared and General Ayyub Khan takes over.

1960 - General Ayyub Khan becomes president.

1965 - Second war with India over Kashmir.

1969 - General Ayyub Khan resigns and General Yahya Khan takes over.

1970 - Victory in general elections in East Pakistan for breakaway Awami League, leading to rising tension with West Pakistan.

1971 - East Pakistan attempts to secede, leading to civil war. India intervenes in support of East Pakistan which eventually breaks away to become Bangladesh.

1972 - Simla peace agreement with India sets new frontline in Kashmir.

1973 - Zulfiqar Ali Bhutto becomes prime minister.

1977 - Riots erupt over allegations of vote-rigging by Zulfiqar Ali Bhutto's Pakistan People's Party (PPP). General Zia ul-Haq launches military coup.

1978 - General Zia becomes president, launches campaign to introduce Islamic law and usher in an Islamic system in Pakistan.

1979 - Zulfiqar Ali Bhutto hanged.

1980 - US pledges military assistance to Pakistan following Soviet intervention in Afghanistan.

1985 - Martial law and political parties ban lifted.

1986 - Zulfiqar Ali Bhutto's daughter Benazir returns from exile to lead PPP in campaign for fresh elections.

1988 - August - General Zia, the US ambassador and top Pakistan army officials die in air crash.

1988 - November - Benazir Bhutto's PPP wins general election;

Benazir Bhutto:

- Daughter of hanged PM Zulfiqar Ali Bhutto
- Served as PM 1988-1990 and 1993-1996
- Died in a bomb blast in 2007, shortly after returning from exile

Ghulam Ishaq Khan takes over as acting president, and is later elected to the post.

1990 - Benazir Bhutto dismissed as prime minister on charges of incompetence and corruption.

1991 - Prime Minister Nawaz Sharif begins economic liberalisation programme. Islamic Shariah law formally incorporated into legal code.

1992 - Government launches campaign to stamp out violence by Urdu-speaking supporters of the Mohajir Quami Movement.

1993 - President Khan and Prime Minister Sharif both resign under pressure from military. General election brings Benazir Bhutto back to power.

1996 - President Leghari dismisses Bhutto government amid corruption allegations.

1997 - Nawaz Sharif returns as prime minister after his Pakistan Muslim League party wins elections.

1998 - Pakistan conducts its own nuclear tests after India explodes several nuclear devices.

1999 - April - Benazir Bhutto and her husband convicted of corruption and given jail sentences. Ms Bhutto stays out of the country.

1999 - May - Kargil conflict: Pakistan-backed forces clash with the Indian military in the icy heights around Kargil in Indian-held Kashmir. More than 1,000 people are killed on both sides.

1999 - October - General Pervez Musharraf seizes power in coup.

2000 - April - Nawaz Sharif sentenced to life imprisonment on hijacking and terrorism charges over his actions to prevent the 1999 coup.

2000 - December - Nawaz Sharif goes into exile in Saudi Arabia after being pardoned by military authorities.

2001 - June - Gen Pervez Musharraf names himself president while remaining head of the army.

2001 - September - Musharraf swings in behind the US in its fight against terrorism and supports attacks on Afghanistan. US lifts some sanctions imposed after Pakistan's nuclear tests in 1998.

2001 - December - India, Pakistan prompt fears of full-scale war by massing troops along common border amid growing tensions over Kashmir following suicide attack on Indian parliament.

2002 - January - President Musharraf bans two militant groups - Lashkar-e-Toiba and Jaish-e-Mohammad - and takes steps to curb religious extremism.

2002 - April - President Musharraf wins another five years in office in a referendum criticised as unconstitutional and flawed.

2002 - May - Pakistan test fires three medium-range missiles capable of carrying nuclear warheads, amid rumours of impending conflict with India.

2002 - August - President Musharraf grants himself sweeping new powers, including the right to dismiss an elected parliament.

2003 - November - Pakistan declares a Kashmir ceasefire; India follows suit.

2003 - December - Pakistan and India agree to resume direct air links and to allow overflights of each other's planes from beginning of 2004, after a two-year ban.

2004 - February - Leading nuclear scientist Dr Abdul Qadeer Khan admits to having leaked nuclear weapons secrets, reportedly to Libya, North Korea and Iran.

2004 - June - Pakistan mounts first military offensive against suspected Al-Qaeda militants and their supporters in tribal areas near Afghan border. US begin using drone strikes to target Al-Qaeda leaders in the area.

2004 - April - Parliament approves creation of military-led National Security Council, institutionalising role of armed forces in civilian affairs.

2004 - May - Pakistan readmitted to Commonwealth.

2005 - April - Bus services, the first in 60 years, operate between Muzaffarabad in Pakistani-administered Kashmir and Srinagar in Indian-controlled Kashmir.

2005 - August - Pakistan tests its first nuclear-capable cruise missile.

2005 - October - Earthquake kills tens of thousands of people in Pakistani-administered Kashmir.

2006 - September - Government signs peace accord to end fighting with pro-Al-Qaeda militants in Waziristan tribal areas near Afghan border.

2007 - February - Sixty-eight passengers are killed by bomb blasts and a blaze on a train travelling between the Indian capital New Delhi and the Pakistani city of Lahore.

2007 - March - President Musharraf suspends Chief Justice Iftikhar Mohammed Chaudhry, triggering a wave of protests across the country.

2007 - July - Security forces storm the militant-occupied Red Mosque complex in Islamabad following a week-long siege.

Supreme Court reinstates Chief Justice Chaudhry.

2007 - October - Ex-prime minister Benazir Bhutto returns from exile. Dozens of people die in a suicide bomb targeting her homecoming parade in Karachi.

Army launches offensive against militants in North Waziristan. Nearly 200 people die in the fighting.

2007 - October-November - Musharraf wins presidential election but is challenged by Supreme Court. He declares emergency rule, dismisses Chief Justice Chaudhry and appoints new Supreme Court, which confirms his re-election.

2007 - November - Former PM Nawaz Sharif returns from exile.

Benazir Bhutto assassinated at political rally at election campaign rally in Rawalpindi.

Musharraf resigns

2007 - December - State of emergency lifted.

2008 - February-March - Pakistan People's Party (PPP) nominee Yusuf Raza Gilani becomes PM at head of coalition with Nawaz Sharif's Muslim League party following parliamentary elections in February.

2008 - August - President Musharraf resigns after the two main governing parties agree to launch impeachment proceedings against him.

Taliban militia expanded their influence in Pakistan's tribal areas in 2008

Nawaz Sharif pulls his PML-N out of the coalition, accusing the PPP of breaking its promise to reinstate all judges sacked by Mr Musharraf.

2008 - September - MPs elect Pakistan People's Party's (PPP) Asif Ali Zardari - the widower of assassinated former PM Benazir Bhutto - president.

Bombing on Marriott Hotel in Islamabad kills 53 people. Soon after, government launches major offensive in Bajaur tribal area, killing more than 1,000 militants.

2008 - November - The government borrows billions of dollars from the International Monetary Fund to overcome its spiraling debt crisis.

2008 - December - India blames Mumbai attacks in November on Pakistani-based militants and demands Pakistan take action. Islamabad denies involvement but promises to co-operate with the Indian investigation.

2009 - February - Government agrees to implement Sharia law in north-western Swat valley in effort to persuade Islamist militants there to agree to permanent ceasefire.

2009 - March - After days of protests, government yields to demands for reinstatement of judges dismissed by former President Musharraf.

2009 - April - Swat agreement breaks down after Taleban-linked militants seek to extend their control. Government launches offensive to wrest control of Swat from militants.

2009 - July - The Supreme Court acquits opposition leader Nawaz Sharif of hijacking charges dating from 1999 army coup, removing ban on his running for public office.

2009 - August - The leader of Pakistan's Taliban, Baitullah Mehsud, is killed in US drone attack in South Waziristan. He is succeeded by Hakimullah Mehsud.

Suicide bombing in northwestern city of Peshawar kills 120 people.

2009 - November - President Asif Ali Zardari hands control of Pakistan's nuclear arsenal to PM Yousuf Raza Gilani, in apparent attempt to ease political pressure.

2010 - January - Suicide attack on a volleyball match in north-west kills more than 100 people.

Reform efforts

2010 - April - Parliament approves package of wide-ranging constitutional reforms. Measures include transferring key powers from office of president to prime minister.

2010 - August - Worst floods in 80 years kill at least 1,600 people and affect more than 20 million, 4 million lost livelihoods and homes. Government response widely criticised.

2010 - October - Rise in targeted political killings, bombings in commercial hub of Karachi.

2011 - January - A campaign to reform Pakistan's blasphemy law leads to the killing of two prominent supporters, Punjab Governor Salman Taseer in January, and Minorities Minister Shahbaz Bhatti in March.

2011 - March - The prime ministers of India and Pakistan meet to watch a cricket match, an occasion seen as a chance for the two nations to repair relations.

2011 - April - The founder of Al-Qaeda, Osama bin Laden, is killed by American special forces in Abbottabad

2011 - November - Pakistan shuts down NATO supply routes after a NATO attack on military outposts kills 25 Pakistani soldiers.

2011 - December - Pakistan boycotts the Bonn Conference on Afghanistan in protest at the NATO attack on a border checkpoint.

The government comes under pressure over a leaked memo alleging that senior officials sought US aid against a military coup after the killing of Osama bin Ladin in April.

2012 - January - Amid growing tension between government and military over "memogate" scandal, army chief Gen Pervez Kayani warns of "unpredictable consequences" after PM Yousuf Raza Gilani criticises army leaders and sacks top defence official.

Supreme Court threatens to prosecute Prime Minister Gilani for contempt of court over government's refusal to reopen corruption cases against President Asif Ali Zardari and other political figures.

2012 - May - A US Senate panel cuts $33m in aid to Pakistan over the jailing of Pakistani doctor Shakil Afridi who helped the CIA find Osama Bin Laden.

2012 - June - Supreme Court disqualifies Prime Minister Gilani from holding office after he declines to appeal against a token sentence in President Zardari corruption row. Parliament approves Water and Power Minister Raja Pervez Ashraf as his successor.

2012 - July - Pakistan agrees to reopen NATO supply routes to Afghanistan after the US apologises for killing 24 Pakistani soldiers in November.

2012 - September - Muslim cleric Khalid Chishti is arrested on suspicion of planting burnt pages of the Koran on a Christian girl briefly detained for blasphemy. Amid widespread condemnation of the case against the girl at home and abroad, a court dropped it November.

2012 - October - Taliban gunmen seriously injure 14-year-old campaigner for girls' rights Malala Yousafzai, whom they accused of "promoting secularism". The shooting sparked a brief upsurge of anger in Pakistan against the militants.

2012 - November - Taliban suicide bomber kills at least 23 people at a Shia Muslim procession in the Rawalpindi.

2013 - January - Supreme Court orders the arrest of Prime Minister Raja Pervez Ashraf over corruption allegations dating back to his time as a minister in 2010. He denies wrongdoing.

The government sacks Balochistan chief minister over bomb blasts in the provincial capital Quetta that kill at least 92 Shia Muslims. Sunni extremist group Lashkar-e-Jhangvi claims responsibility.

Populist cleric and anti-corruption campaigner Tahirul Qadri leads a nationwide march on Islamabad. The government responds by agreeing to dissolve parliament early and to consult Mr Qadri over the formation of a caretaker government.

2013 - February - President Zardari and Afghanistan's President Karzai agree to work for an Afghan peace deal.

Bomb attack targeting Shia Muslims in Quetta kills 89 people. Police detain Lashkar-e-Jhangvi militant group founder Malik Ishaq after the group claims responsibility.

2013 - March - Caretaker government appointed to oversee parliamentary elections.

2013 - April - A court orders the arrest of Gen Pervez Musharraf over his attempt to impose house arrest on judges during his military rule in March 2007. Gen Musharraf returned from British exile in March to contest parliamentary elections.

2013 - June - Parliament approves Nawaz Sharif as prime minister after his Muslim League-N wins parliamentary elections in May. Taliban conduct systematic campaign of attacks and intimidation, but fail to deter largest turnout of voters since 1970.

2013 - July - Mamnoon Hussain elected president by parliament.

2013 - September - More than 80 people are killed in a double suicide bombing at a church in Peshawar. It is the deadliest attack so far against Christians in Pakistan. Taliban-linked Islamists claim responsibility.

2013 - November - Lt Gen Raheel Sharif takes over as head of the army on the retirement of General Ashfaq Pervez Kayani.

2014 - February - Former president Pervez Musharraf goes on trial on treason charges.

2014 - March - Government and Taliban representatives meet in North Waziristan for peace talks, with a cease-fire top of the agenda.

2014 - June - A deadly assault on Karachi's international airport leaves dozens dead. Uzbek militants fighting with the Pakistani Taliban say they carried out the attack. Peace talks with the Taliban collapse and the army launches a major offensive on Islamist hideouts in north-west Pakistan.

2014 - August - Prime Minister Nawaz Sharif orders a judicial inquiry into allegations of fraud during the 2013 elections which brought him to power. Protesters led by opposition politician Imran Khan and anti-government cleric Tahirul Qadri stage rallies demanding Mr Sharif's resignation.

2014 - September - Arrests of opposition activists amid days of violent anti-government protests on the streets of Islamabad. Government and opposition figures hold talks but fail to resolve differences.

Army carries out further air strikes in the restive North Waziristan region.

2014 - October - Teenager Malala Yousafzai from Pakistan, who was shot in the head by the Taliban but survived to become a campaigner for girls' education, becomes the youngest person ever to win the Nobel Peace Prize.

Supporters of leading anti-government cleric Tahirul Qadri end a two-month sit-in in Islamabad after failing to force PM Nawaz Sharif to resign.

2014 - December - Taliban kills nearly 150 people - mostly children - in an attack on a school in Peshawar.

Government responds to the massacre by lifting a moratorium on the death penalty, and resumes executions.

Annex 15: Bibliography

ANNUAL REPORTS AND MANAGEMENT RESPONSES

1. Pakistan Annual Report 2010 with planning part 2011, SDC, including the MERV for May-Oct 2010
2. Management Response, Annual Report 2010 Pakistan SDC Dec 2010
3. Pakistan Annual Report 2011 with planning part 2012, SDC
4. Management Response, Pakistan Annual Report 2011 SDC Dec 2011
5. Pakistan Annual Report 2012 with planning part 2013, SDC
6. Management Response Annual Report 2012 – Pakistan Hindu Kush Programme (PHP) SDC Dec 2012
7. Pakistan Annual Report 2013 with planning part 2014, SDC
8. Management Response, Pakistan Annual Report 2013 SDC Dec 2013
9. Pakistan Annual Report 2014 with planning part 2015 SDC Dec 2014 (preliminary version
10. Management Response, Pakistan Annual Report 2014 SDC Dec 2014

NATIONAL STRATEGIES

11. Federally Administrated Tribal Areas (FATA) Sustainable Development Plan (2006-2015), Government of Pakistan 2006
12. Integrated Development Strategy 2014-2018, Government of Khyber Pakhtunkhwa 2014
13. Pakistan 2025, One Nation One Vision, May 2014
14. Pakistan September 2010, Post Crisis Needs Assessment (PCNA) Khyber Pakhtunkhwa and Federally Administered Areas
15. Pakistan - National Accountability Bureau 2002, National Anti-Corruption Strategy (NACS)
16. Pakistan, National Population Policy, 2010
17. Pakistan, Poverty Reduction Strategy Paper II, 2011
18. Government of Pakistan, Demographic and household survey, 2010
19. Government of Pakistan, FATA Sustainable Development Plan (FSDP), 2011
20. Government of Pakistan, Post Crisis Needs Assessment

EVALUATIONS AND STUDIES

21. Guidotti, G., Kilchenmann, P., (2013) Review of SDC Water-oriented Activities, Islamabad
22. Khan, S.A., Merz, J., Nawaz, K., Shahwar, D., (2013) Water for Livelihoods Projects, External Review of Phase I (August 2011 to June 2013), Islamabad
23. Arnold, P., George, St., Saeed, F., (2004) Promoting Women and Child Rights in Pakistan, External Review of the Advocacy & Communication Programme 1996-2005 of UNICEF funded by SDC
24. Sida, L., Ramalingam, Ben, Frej, Bill, Ross Mountain, De Weijer, Frauke, (2012) Evaluation of performance of SDC instruments in fragile and conflict-affected contexts
25. SEBCOM (pvt) Limited, Socio-economic and Business Consultants, Islamabad, (2014), External Review Mission Livelihood Program Hindu Kush
26. Xenia Kirchhofer; Advisors: Prof. Michel Oris + Sandra Constantin, (2014), Should we stay or should we go? The Swiss Agency for Development and Cooperation in Pakistan
27. Feasibility and Entry Point Study for Border and Cross-Border Programming in Afghanistan & Pakistan, by Melissa Payson, Mohammad Osman Tariq and Shakeel Qadir Khan, Islamabad, August 2010

28. Xenia Kirchhofer, The Middle Income Country Debate: The example of Pakistan, SDC, April 2014
29. Development Solutions & Innovations (DSI). Swiss Cooperation Strategy 2015-2018

END OF PHASE REPORTS

30. Gill, M.A., (May 2010) Energy Efficient Brick Production (EEBP) (May 2008– Dec 2010), End of Phase Report (EoPR)
31. Bokharey, K., (Sep 2010) Leasing for Micro and Small Enterprise (LMSE) Programme (Oct 2003-Sep 2009), End of Phase Report (EoPR)
32. Tabassum, A., (May 2011) Gender Based Governance Systems (GBGS) Project (Jan 2008-Dec 2010), End of Phase Report (EoPR)
33. Tabassum, A., (May 2011) Women's Empowerment and Social Justice (WESJP) Programme (Jan 2008-Dec 2010), End of Phase Report (EoPR)
34. Gill, M.A., (Jun 2011) Livelihoods Programme (LP) (Jan 2008-Dec 2010), End of Phase Report (EoPR)
35. Bukhari, N., Iftikhar, H., Marwat, S., (Sep 2011) Integrated Natural Resource Management Project (Jul 2009-Dec 2011), End of Phase Report (EoPR)
36. Tabassum, A., (Nov 2011) Anti-Corruption Programme Pakistan II (Mar 2008-Dec 2011), End of Phase Report (EoPR)
37. Tabassum, A., (Nov 2011) Gender Responsive Budgeting Initiative II (GRBI II) Project (Dec 2008-Nov 2011), End of Phase Report (EoPR)
38. Warsi, J.K., (Dec 2011) Child Rights Program – CRP (Jan 2009-Dec 2011), End of Phase Report (EoPR)
39. Tabassum, A., (Dec 2011)[3] Strengthening Democratic Governance in Pakistan (SDGP) Program – Phase II, (Jun 2009-Dec 2011), End of Phase Report (EoPR)
40. Arbab, S., Wolf, H., (Jul 2013)[4] Livelihood Programme (LP) Transition Phase (Jan 2011 – Jun 2012), End of Phase Report (Final EPR)
41. Arbab, S., (Oct 2013) Water for Livelihoods (W4L) (Aug 2011-Jul 2013), End of Phase Report (EoPR)

MERV

42. Monitoring System for Development-Relevant Changes (MERV) in Pakistan, with focus on FATA and KP, (Jan-Dec 2011) December 2011
43. Quarterly MERV in Pakistan, with a focus on FATA and KP, (Jan-Dec 2011) December 2011
44. Quarterly MERV in Pakistan, with a focus on FATA and KP, (Jan-Apr 2012)
45. Quarterly MERV in Pakistan, with a focus on FATA and KP, (Apr-Aug 2012)
46. Quarterly MERV in Pakistan, with a focus on FATA and KP, (Sep 2012-Jan 2013)
47. Monitoring System for Development-Relevant Changes (MERV) in Pakistan, with a focus on FATA and KPK, (Jun 2013-Oct 2013)
48. Monitoring System for Development-Relevant Changes (MERV) in Pakistan, with a focus on FATA and KPK, (Oct 2013-Mar 2014)
49. Mini-MERV (Monitoring System for Development-Relevant Changes) in Pakistan, with a focus on FATA and KPK, (Nov 2013-Jan 2014)

AUDITS

50. Independent Audit Report, Pakistan 2011, (Main Report) A.F. FERGUSON & CO.,

[3] Suggested date, as the actual is not provided in the report.
[4] This date should possibly be Jul 2012, however on page 2 it shows as 2013.

51. Chartered Accountants, a member firm of the PwC Network
52. External Audit Report, Pakistan 2013, (Conformity and adherence with SDC rules & regulations), PricewaterhouseCoopers AG, Bern
53. External Audit Report, Pakistan 2013, (Economic Conduct of Business & Effective Use of Financial Resources), PricewaterhouseCoopers AG, Bern
54. External Audit Report, Pakistan 2013, (Main Report) PricewaterhouseCoopers AG, Bern
55. External Audit Report, Pakistan 2013, (Management Letter)
56. External Audit Report, Pakistan 2013, (Management Response, SASIA)
57. Group Audit Report (GAR), Pakistan 2012, (Main Report) A.F. FERGUSON & CO Chartered Accountants, a member firm of the PwC Network
58. Group Audit Report (GAR), Pakistan 2012, (Management Letter) SDC
59. Group Audit Report (GAR), Pakistan 2012, (Management Response, SASIA)
60. Independent Audit Report, Pakistan 2011, (Financial Statement) SDC
61. Independent Audit Report, Pakistan 2011, (Management Letter) SDC
62. Independent Audit Report, Pakistan 2011, (Management Response, SASIA)

OFFICE MANAGEMENT REPORTS

63. Office Management Report, Pakistan Oct 2009, Part A, Annexes 1 & 2
64. Office Management Report, Pakistan Sep 2010, Part A
65. Office Management Report, Pakistan 2011, Part A, Revised
66. Office Management Report, Pakistan 2011, Annexes 1 & 2
67. Office Management Report, Pakistan 2012, Part A
68. Office Management Report, Pakistan 2012, Part A, Annexes 1
69. Office Management Report, Pakistan 2013, Part A
70. Office Management Report, Pakistan 2014, Part A

COMPLIANCE REPORTS

71. ICS Compliance Report 2010 Pakistan, Report from the SCO-P
72. ICS Compliance Report 2011 Pakistan, Report from the SCO-P
73. ICS Compliance Report 2012 Pakistan, Report from the SCO-P
74. ICS Compliance Report 2013 Pakistan, Report from the SCO-P
75. ICS Compliance Report 2014 Pakistan, Report from the SCO-P

KHYBER PAKHTUNKHWA DONOR HARMONIZATION

76. Strategic Development Partnership Framework, Government of Khyber Pakhtunkhwa, Oct 2013

MONITORING SYSTEM

77. Quarterly Review and Planning : QP I Jan-Mar 2014
78. Quarterly Review and Planning : QP II Apr-Jun 2014 (March 2014)
79. Quarterly Review and Planning : QP III Jul-Sep 2014 (July 2014)

CONCEPTS (NOTES)

80. Pakistan Hindu Kush Programme 2012-2014 (Final Draft), SDC/SCO Aug 2011
81. SDC, Country Strategy Evaluation, Final Concept, July 2014
82. SDC, Regional Programme Hindu Kush 2010 - 2014, Implementation Concept Inception Phase 2010 - 2011
83. SDC/SCO, Swiss Cooperation in Pakistan 2015-2016. Amendment to the Concept Note Hindu Kush Programme 2012-14 (2nd draft)

OTHER

84. SDC Project List with details
85. SDC, Country and Regional Strategy Evaluation, Toolbox (content and questions guide and templates), September 2014
86. FDFA, Botschaft über die internationale Zusammenarbeit 2013 – 2016
87. Maurice Voyame, Quo vadis Pakistan - A strategic outlook, SCO-P 2014

EXTERNAL DOCUMENTS

88. Dr. Schall, Nikolaus, Peacebuilding needs for Pakistan / Khyber Pakhtunkhwa and FATA, GIZ, Oct 2011
89. UNDP, Human Development Report (HDR) 2013
90. World Bank, Pakistan Poverty Trends, Scenarios and Drivers. Policy Paper Series on Pakistan-PK 23/12. June 05/2012
91. World Bank, Pakistan: Country Development Landscape. Working Paper. January 2014
92. Human Rights Watch, World Report 2014: Pakistan
93. USAID GEP, Women's empowerment in Pakistan - A scoping study conducted by Aurat Foundation and USAID GEP
94. Claire Castillejo. Pakistan's 2013 elections: what implications for exclusion and fragility? NOREF - Norwegian Peacebuilding Resource Center, Policy Brief, June 2013
95. Khan, S.A. and Ahmed, V 2014. Peaceful Economies: Assessing the Role of the Private Sector in Conflict Prevention in Pakistan. *Stability: International Journal of Security and Development* 3(1): 24, DOI: http://dx.doi.org/10.5334/sta.dv
96. ICG: Resetting Pakistan's relations with Afghanistan, Asia Report no 262, 28/10/2014

AFGHANISTAN-RELATED DOCUMENTS

97. SDC, Staying engaged - Concept Note CS Afghanistan 2015 - 2018, 2014
98. Key data on the Afghan context, SCS_WS_final.ppt
99. SDC, Swiss Cooperation Strategy Afghanistan 2012 - 2014

Imprint

Publisher:
Federal Department of Foreign Affairs FDFA
Swiss Agency for Development and Cooperation SDC
3003 Bern
www.eda.admin.ch/sdc

Picture:
Employees SDC

Orders:
E-mail: deza@eda.admin.ch

Contact:
Swiss Agency for Development and Cooperation SDC
Evaluation and Corporate Controlling Division
Freiburgstrasse 130, 3003 Bern
sektion.evaluation-controlling@eda.admin.ch

This publication can be downloaded from the website
SDC's Evaluation

Bern, September 2015