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# USAID PAKISTAN GENDER ANALYSIS & GENDER ASSESSMENT OF STABILIZATION PROGRAMMING

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## ACRONYMS

AAD/PAD	Activity Approval Document
ACA	Associate Cooperative Award
ADB	Asian Development Bank
ADR	Alternate Dispute Resolution
ADS	Automated Directives System
AF	Aurat Foundation
ANP	Awami National Party
AO	Assistance Objective
AOTR	Agreement Officer's Technical Representative
AP	Annual Plan
AWP	Annual Work Plan
BEFARe	Basic Education for Awareness, Reform, and Empowerment
BHU	Basic Health Unit
BISP	Benazir Income Support Program
C-TIP	Counter-Trafficking Policy
CA	Cooperative Award/Agreement
CAFS	Conflict-Affected and Fragile State
CAMP	Community Appraisal and Motivation Program
CARE International	Cooperative for Assistance and Relief Everywhere, Inc.
CB	Capacity Building
CBO	Community-Based Organization
CDCP	Citizens' Damage Compensation Program
CDCS	Country Development Cooperative Strategy
CE	Capacity Enhancement
CCT	Conditional Cash Transfer
CEDAW	Convention on the Elimination of Discrimination Against Women
CNIC	Computerized National Identification Card
COP	Chief of Party
COTR	Contracting Officer's Technical Representative
CO	Community Organization
CPP	Child Protection Program
CSO	Civil Society Organization
CSPM	Conflict Sensitive Program Management
CVA	Capacities and Vulnerabilities Framework
DAC	Development Assistance Committee
DC	District of Columbia
DFID	Department for International Development (UK)
DO	Development Objective
DOD	Department of Defense
DP	Displaced Person
EU	European Union
FATA	Federally Administered Tribal Areas
FAWE	Forum for African Women Educationalists
FC	Frontier Corps
FCR	Frontier Crimes Regulations
F2F	Face to Face
FBO	Faith Based Organization
FCHP	FATA Child Health Program
FDA	FATA Development Authority

FDMA	FATA Disaster Management Authority
FGD	Focus Group Discussion
FOG	Fixed Obligation Grant
FWO	Frontier Works Organization
FY	Fiscal Year
GBV	Gender Based Violence
GDP	Gross Domestic Product
GEP	Gender Equity Program (USAID)
GIZ	German Agency for International Cooperation
GMC	Gender Marker Code
G2G	Government to Government
GOP	Government of Pakistan
GOKP	Government of Khyber Pakhtunkhwa Province
GRAP	Gender Reform Action Plan
HEC	Higher Education Commission
HUASP	Housing Uniform Assistance Subsidy Project
ICRC	International Committee of the Red Cross
ICT	Information and Communications Technology
ID	Institutional Development
IDP	Internally Displaced Person
MEP	Independent Monitoring and Evaluation Contract
INEE	International Network for Education in Emergencies
INGAD	International Network for Gender and Development
INGO	International Non-Governmental Organization
IR	Intermediate Result
IRI	Interactive Radio Instruction
IT	Information Technology
KP	Khyber Pakhtunkhwa Province
KPI	Key Participant Interview
LHV	Lady Health Visitor
LHW	Lady Health Worker
LLG	Local Level Government
LTTA	Long Term Technical Assistance
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDTF	Multi-Donor Trust Fund
MEP	Monitoring and Evaluation Program
MFGD	Mini-Focus Group Discussion
MSI	Management Systems International
MTBF	Medium Term Budget Framework
MTDF	Medium Term Development Framework
MOU	Memorandum of Understanding
MOWD	Ministry of Women's Development
MSI	Management Systems International
MTE	Mid-Term Evaluation
NADRA	National Database Registration Authority
NAP	United States National Action Plan on Women, Peace and Security
NAS	Narcotics Affairs Section
NCSW	National Commission on the Status of Women (Pakistan)
NDMA	National Development Management Authority
NGO	Non-Governmental Organization
NOC	No Objection Certificate

NORAD	Norwegian Agency for Development Cooperation
NPDEW	National Policy on Development and Empowerment of Women 2002
OCHA	Office for the Coordination of Humanitarian Affairs
OD	Organizational Development
OECD	Organization for Economic Cooperation and Development
OTI	Office of Transition Initiatives
OVI	Objectively Verifiable Indicator
PA	Political Agent
PAD	Program Approval Document
PAIMAN	Pakistan Initiative for Mothers and Newborns
PaRRSA	Provincial Reconstruction, Rehabilitation and Settlement Authority
PATA	Provincially Administered Tribal Areas
PCNA	Post-Crisis Needs Assessment
PCSW	Provincial Commission on the Status of Women (KP)
P & DD	Planning and Development Department
PDMA	Provincial Disaster Management Authority
PDP	Peace and Development Program
PIO	Public International Organization
PMP	Performance Management Plan
PRSP	Poverty Reduction Strategy Paper
PSDP	Public Sector Development Program
PPP	Pakistan People's Party
PTV	Pakistan Television Network
PU	Program Unit
RF	Results Framework
RFA	Request for Applications
RHC	Rural Health Center
RSP	Rural Support Program
RSPN	Rural Support Program Network
SCF	Save the Children
SDC	Skill Development Center
SES	Socioeconomic Status
SIDA	Swedish International Development Cooperation Agency
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SMEDA	Small and Medium Enterprise Development Authority
SOW	Statement of Work
STTA	Short-Term Technical Assistance
STTI/STTC	State Teacher Training Institute or College
SWO	Social Welfare Officer
TA	Technical Assistance
TARUCCI	Tribal Areas Rural to Urban Centers
TEVT	Technical Education and Vocational Training
TIP	Trafficking in Persons
TL	Team Leader
TOR	Terms of Reference
UKAid/DFID	United Kingdom Agency for International Development/Department for International Development
UN	United Nations
UNDP	United Nations Development Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children's Education Fund

UN Women	United Nations Development Fund for Women
UNSCR 1325	United Nations Security Council Resolution on Women, Peace and Security
USAID	United States Agency for International Development
VAW	Violence Against Women
VTT	Voice Tel Tech
WATSAN	Water and Sanitation
WB	World Bank
WDD	Women Development Department
WLP	Women's Leadership Program
WPS	Women, Peace and Security

## FIGURE I: MAP OF PAKISTAN

(Khyber Pakhtunkhwa is in red; FATA is to the west in white.)



Source: [http://en.wikipedia.org/wiki/File:Khyber\\_Pakhtunkhwa\\_in\\_Pakistan.svg](http://en.wikipedia.org/wiki/File:Khyber_Pakhtunkhwa_in_Pakistan.svg)

**FIGURE 2: USAID/PAKISTAN STABILIZATION REGION**

The map below shows the stabilization region within Pakistan. Note that NWFP (North West Frontier Province) is now called Khyber Pakhtunkhwa Province.



Source: [http://en.wikipedia.org/wiki/File:NWFP\\_FATA.svg](http://en.wikipedia.org/wiki/File:NWFP_FATA.svg)

# EXECUTIVE SUMMARY

## Background

For much of its 65-year history, Pakistan has been in a state of political flux. Frequent military intervention in the political process, whether overtly through direct military rule (1959-1968, 1979-1987, 2000-2008) or covertly, has frustrated tentative steps towards democracy. Meanwhile, within both formal and informal traditional political processes and structures, feudal and tribal elites have pursued approaches and policies that have been to their advantage in the short-term, but have done little for the country's long-term stability and progress.

These factors have contributed, over time, to low performance on many human development indicators. Literacy rates are low and maternal and child mortality high. Half the population lives below the poverty line, subsisting on US\$1 per day, while another fifth survive on US\$1.25 or less per day. Migration to cities has led to rapid urbanization (reaching 50 percent by 2030 according to some accounts), placing additional strains on infrastructure and services, as well as on communities experiencing out-migration (often leaving women as unacknowledged household heads).

Sixty-seven percent of Pakistan's 177 million people<sup>1</sup> live in rural areas and have limited access to employment opportunities. Youth, in particular, have limited opportunities for employment, entrepreneurship, training and participation in policymaking and political processes. For disaffected youth, particularly males, the potential for using violence as a vehicle of change is very real and has surfaced in the form of finding common cause with militancy. Female youth are frustrated at their lack of agency and voice.

Pakistan also has an adverse sex ratio of 109,<sup>2</sup> which indicates systemic discrimination against females and points to what Amartya Sen famously called the phenomenon of the "missing women."<sup>3</sup>

“(In) societies with rising sex ratios: crime rates will increase; the proportion of violent crime will increase; rates of drug use, drug smuggling, weapons smuggling, trafficking, and prostitution will increase (see Hudson & den Boer, 2004). The society might develop domestic and international chattel markets that kidnap and traffic women within the country and across borders.”<sup>4</sup>

Deep-rooted systemic impediments to gender equality continue to constrain women. Although manifesting differently according to class, age and rural-urban location, overall, women's physical autonomy is limited and their access to resources constrained. Violence, and the threat of violence, underpin asymmetric gender relations and prevent women from reaching their full potential and exercising their rights as full and equal citizens.

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<sup>1</sup> This makes Pakistan the sixth most populous country in the world. Taken from Population reference Bureau (2011) World population data sheet. [www.prb.org](http://www.prb.org).

<sup>2</sup> Figures are taken from GOP Population Census Organization. (1998) 1998 Census of Pakistan. Islamabad, Pakistan: GOP. <http://www.pap.org.pk/population/sec2.htm>. The established norm is 105-107 boy babies born for every 100 girl babies.

<sup>3</sup> Sen, A. (1990) More Than 100 Million Women Are Missing. *The New York Review of Books*, 37(20). Sen, A. (1992) Missing Women. *British Medical Journal*, 304, 587–588. Sen demonstrated that in societies that discriminate less against women, the sex ratio reflects the natural ratio of more women than men.

<sup>4</sup> Hudson, Valerie M. and den Boer, Andrea M. (2005) Missing Women and Bare Branches: Gender Balance and Conflict. ECSP REPORT Issue 11. <http://www.wilsoncenter.org/sites/default/files/Hudson%2526denBoer.pdf>. Hudson, Valerie M., and den Boer, Andrea M. (2004) Bare Branches: The Security Implications of Asia's Surplus Male Population. Cambridge, MA: MIT Press.

## Khyber Pakhtunkhwa and the Federally Administered Tribal Areas

Khyber Pakhtunkhwa (KP) Province consists of 25 districts that include 20 settled area districts and the Provincially Administered Tribal Areas (PATA). About two-thirds of KP's estimated 21 million inhabitants are Pashtun. About 1.5 million Afghan refugees of mainly Pashtun, Tajik and Hazara ethnicities also live in KP. The overall incidence of poverty is 44 percent, making KP the poorest province in Pakistan with the lowest human development indicators after Balochistan.<sup>5</sup>

The Federally Administered Tribal Areas (FATA) is a belt of seven semi-autonomous tribal agencies and six smaller areas (the frontier regions) that separate the tribal agencies from the rest of Pakistan. FATA has a unique status under Pakistan's constitution: the area is administered directly by the Governor of KP in his/her capacity as an agent to the President of Pakistan; however, a tribal council conducts judicial proceedings under a procedural law that has little in common with the criminal and civil codes in force throughout the rest of Pakistan. Ninety-seven percent of FATA's approximately four million people<sup>6</sup> live in rural areas, and more than 99 percent are Pashtun. FATA is much poorer than Pakistan as a whole, as indicated by their performance on human development indicators.

Both KP and FATA have experienced turmoil and instability over the past three decades as both the Soviet invasion of Afghanistan in 2002 and the spillover effects of the U.S. invasion of Afghanistan in 2001 affect current conditions. Since the failure of the local level peace accord between the Taliban and the GOP in May, 2009, the Pakistan military have launched a campaign to eradicate the Taliban from KP and FATA. A 'clear, hold, rebuild' approach underpins military and stabilization efforts. According to the International Committee of the Red Cross (ICRC), the conflict to date has resulted in an estimated 2.7 million internally displaced people, with 1.6 million having returned home.<sup>7</sup> In addition, both KP and FATA have absorbed large numbers of Afghan refugees for many years. Deaths of civilians, destruction of or damage to infrastructure, food insecurity due to the loss of livestock and cessation of farming, and debt accumulation due to the costs of relocation are all repercussions of the conflict. A major earthquake in 2005 and massive floods in 2010 and 2011 compounded the negative effects of war, devastating rural communities and health facilities, compromising the provision of basic social services and displacing millions.<sup>8</sup>

The conflicts and natural disasters have opened up even greater spaces for anti-American sentiment and for the various militant groups and criminal gangs that are now colluding across Pakistan's international borders (particularly between Pakistan and Afghanistan) in increasingly destructive ways that jeopardize aid. At the same time, as the FATA Secretariat notes, "The past three decades of conflict which has convulsed the Pashtun heartlands has also thrown open the area to external influences and revealed unto the tribes a much larger world of possibilities outside their isolated mountainous abodes. The same tribes, who in the past resisted every move to bring socio-economic development to their area, are now clamoring for schools, roads, hospitals, electricity, etc. If there is a silver lining to these dark decades of blood-letting and destruction, it is that the tribes of FATA are finally ready for change."<sup>9</sup> These positive characteristics can be immense assets to stabilization and development programming.

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<sup>5</sup> Khyber Pakhtunkhwa Comprehensive Development Strategy 2010-2017. <http://www.khyberpakhtunkhwa.gov.pk/Departments/PnD/CDS-2010-17.pdf>

<sup>6</sup> Figure provided by the FATA Secretariat.

<sup>7</sup> UNDP. (2011) Sustainable Development through Peace Building, Governance and Economic Recovery in Khyber Pakhtunkhwa. Islamabad, Pakistan: UNDP.

<sup>8</sup> UNICEF. (2011) One Year After the Floods—Turning Towards a Brighter Future: A Progress Report on the Children of Pakistan, July. New York: USA. <http://www.unicefusa.org/assets/pdf/Pakistan-one-year-report.pdf>. It is estimated that 2,000 died and there were \$9.7 billion in damages to infrastructure, homes, crops and livestock.

<sup>9</sup> FATA Secretariat. (2010) Tribal Areas Rural-Urban Centers Conversion Initiative (TARUCCI). Peshawar, Pakistan: FATA Secretariat. <http://fata.gov.pk/downloads/tarucci%20final.pdf>.

## The Scope of Work

As a proactive step toward institutionalizing various recent U.S. Government policy documents (especially the U.S. National Action Plan: Women, Peace and Security 2011 (NAP-WPS) and the USAID Gender Equality and Women's Empowerment Policy 2012), ensuring compliance with the treatment of gender and helping to align current and future stabilization programming with the overarching U.S. Government guidance, USAID/Pakistan commissioned a gender analysis and assessment. The report provides an:

1. Analysis of gender in the Pakistani context, particularly the stabilization region that includes KP and FATA
2. Examination of the mission's capacity to integrate gender into existing and future stabilization programming

The assessment team reviewed 16 different programs and projects being implemented across a range of sectors. A total of 328 individuals (139 females and 189 males) from a broad spectrum of backgrounds (USAID, GOP at national, provincial, district, agency and community levels, and average citizens) and locations (Islamabad, Peshawar, Swat and FATA villages) were interviewed. The team also reviewed international and national secondary source documentation.

## The Gender Analysis

At the macro level and increasingly at the meso level, the GOP has a growing amount of increasingly solid gender machinery<sup>10</sup> in place, despite the limited success of the Gender Reform Action Plan (GRAP).<sup>11</sup> Parliament passed a record number of women-friendly laws in 2011-2012. The recent 18<sup>th</sup> Amendment devolves authority to the sub-national provincial level, and this restructuring includes the devolution of the national gender structures, particularly with respect to the Ministry of Women's Development (MOWD). The (national) Ministry of Human Rights is responsible for national level gender functions (e.g., Convention on the Elimination of Discrimination Against Women (CEDAW) reporting) while the National Commission on the Status of Women (NCSW), now an autonomous body, will take on the policy-related functions for gender equality.

Each province has established its own mechanism for implementing these structures. KP established the Women's Empowerment Directorate within the Ministry of Social Welfare, Special Education and Women's Empowerment. Directorate staff reports directly to the Secretary. KP was one of the first provinces to set up a Provincial Commission on the Status of Women (PCSW) and the province has also established the Commission on the Protection of Child Rights. District level units are also planned.<sup>12</sup> FATA replicated the Social Welfare structure and has created and staffed a Women's Empowerment position supported by UN Women. The Social Welfare Department has positions for both male and female officers at each Agency office. In addition, the FATA Development Authority oversees the skill development centers (SDCs) that target women, but these centers have dwindled from 70 to 45.<sup>13</sup>

With respect to disaster management, the federal level National Development Management Authority (NDMA) and the provincial level Provincial Disaster Management Authority and Provincial Reconstruction, Rehabilitation and Resettlement Authority (PDMA/PaRRSA) and FATA Disaster Management Authority

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<sup>10</sup> 'Gender machinery' refers to the structures (legal, administrative, political, etc.) and systems that are present to progress gender equality.

<sup>11</sup> <http://www.grap.gop.pk/>

<sup>12</sup> At present there are several women's shelters (*Darul Aman*), four crisis centers, and 139 Industrial Training Centers in KP (that benefit approximately 3000 women per year). The Women Empowerment Wing and Women Facilitation Centers (to document and research gender-based violence) have been set up with support from UN Women.

<sup>13</sup> The SDCs offer a six-month skills training program (stitching, knitting, etc.) to 20 students who receive a monthly stipend of Rs. 2000 each and a machine on completion of the course.

(FDMA) have identified a gender focal person. In both KP and FATA, government and donors use the Post-Crisis Needs Assessment (PCNA), which identifies the minimum enabling conditions for validating diversity and equality for men, women, boys, girls and youth, as a framework for providing assistance. The FATA Reforms package and the upcoming elections are important steps toward the region's development as well.

At the micro level, the historical and contemporary conflicts and recent natural disasters have affected the lives of ordinary women and men and their children in KP and FATA in fundamental ways, including altering community and family structures, gender relations, roles and norms, and affecting all aspects of human security. The team's field research and literature review revealed changes across all six of the USAID gender domains of access; knowledge, beliefs, perceptions; practices and participation; time and space; legal rights and status; and power and decision-making. The USAID 'push and pull factors'<sup>14</sup> are all present in KP and FATA as well.

Many of the changes are negative (e.g., the ongoing effects of trauma, loss of livelihoods for men and women, increased burdens for women, ongoing threats from criminal gangs and militants) and cause even greater hardship for the people of KP and FATA. There is an emerging community profile that is of concern: those that remain in rural villages are largely comprised of women (ranging in age) including widows and heads of households, and men (typically older or younger) who do not have the means to leave those villages and are increasingly drawn into militancy and gangs. A large number of middle-aged men have either been killed or are away from the villages for various reasons, often due to the economic circumstances.

Push and pull factors affect all groups: women and men, girls and boys. The cultural pressures on males to follow the head of the tribe or clan, even if he does not agree, results in men being pulled into battles in which they otherwise would have had no involvement. Militants have successfully used 'Western conspiracy' propaganda and have claimed that any effort at empowering women is a distortion of religious values and Pashtun culture. The liaisons between militants and criminal gangs continue to suppress the civilian population in many places and hinder stabilization efforts that can lay the groundwork for development. The destruction of government schools drives girls and boys either out of school or into religious *madrassahs* which, in turn, limit both girls' and boys' educational and economic opportunities.

The nexus between the cultural dynamics and the culture of fear (militants and criminals remain very active despite stabilization efforts) poses a particular challenge for identifying approaches to include women and girls in particular, but also men and boys. There is now solid evidence, however, that norms and mores for women, including their mobility, interactions and engagement, are not rigid or monolithic. Women, even in FATA, can leave their homes. They work in fields and often travel long distances to collect water and wood for fuel.<sup>15</sup> It also appears that the crises have given women some space to become more active in their families and their communities. These positive changes are not unexpected. However, conventional wisdom on gender and conflict notes that, "...opportunities to address the role of women in conflict can be lost if the surrounding issues are not acknowledged and understood."<sup>16</sup>

## The Gender Assessment

The 16 programs, projects and initiatives that the evaluation team examined represent a high degree of complexity:

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<sup>14</sup> See the 2011 USAID Development Response to Countering Violent Extremism and Insurgency.

<sup>15</sup> A USAID monitoring report notes women travelling 1.5 kilometers to collect several pots of water daily. Team notes from focus group discussions with Internally Displaced Women show similar data. Reservations about women's roles and involvement were expressed solely by male key participants (although certainly not by all male key participants); no female key participants expressed such reservations. Several key participants (male and female) identified a number of ways and means of furthering gender-sensitive programming and noted the fairly wide variation in practices across all of KP and FATA. This view was backed up by our field research as well.

<sup>16</sup> USAID. (2007) Women and Conflict: An Introductory Guide to Programming. Washington, DC: USAID.

- Some stabilization modalities take place in all parts of KP and FATA, some in only targeted areas
- Stabilization programming includes a diverse range of aid modalities, management configurations and management locus of control (e.g., USAID-Peshawar, USAID-Islamabad including the Office of Transition Initiatives (OTI), World Bank (WB) and GOP federal and provincial levels)
- Stabilization programming also has a diverse configuration of implementation structures. The GOP directly implements some projects and manages subcontractors in others, USAID/Pakistan implementing partners (that included international non-governmental organizations with their own sub-contracts with local civil society organizations and the Government of KP and the FATA Secretariat and World Bank implementing partners)

Some positive things are happening in stabilization programming, which have separate and unique benefits for females and males. Some changes should be considered quite significant, due either to the number of beneficiaries or to the establishment of a separate and unique benefit in contexts that are not necessarily receptive to external assistance (read ‘interference’) or change (read ‘western ideologies’). Examples of gender-positive initiatives include: men recruited as ‘activists’ in the FATA Child Health Program (CHP), at least 50,000-55,000 FATA women with Computerized National Identity Cards (CNICs), and the exposure of men and women to new technologies under the Citizens’ Damage Compensation program. While gender integration and accrual of the associated benefits are oftentimes by default rather than design, the fact that change is manifesting is, in itself, confirmation that gender can be addressed.

However, efforts to date overall are not systematic, systemic or accountable. Neither the contracting mechanisms nor the individuals interviewed articulate consistent expectations regarding gender-sensitivity. Programs tend to have a range of intentions for the treatment of gender from the over- to under-ambitious to the vague. The lack of a strategic vision for gender equality, female empowerment and gender-based violence (GBV) affects the manner in which gender is addressed (or not). In many instances, any attention to gender is due to the efforts of random, individual change agents and not a systemic approach.

The downplaying of gender considerations from significant portions of USAID/Pakistan programming and the elimination of women-focused programming in 2009 are most regrettable. The negative consequences of minimizing gender considerations have manifested in multiple ways. Other much smaller donors have established reputations for gender-responsiveness in their programming; however, many do not consider USAID/Pakistan to be a ‘gender-aware’ donor. Programming that is not informed by gender analyses and conflict sensitivity analyses that are gender-responsive is at risk of both causing harm and not taking advantage of openings for empowerment that arise from tragedies of conflict and crisis. Results from programming are hindered due to the lack of gender integration. Now that gender is once again a prominent focus of the Agency, simply ‘retro-fitting’ issues of gender to existing programming is challenging and is not good practice.

USAID guidance for stabilization work reinforces the importance of integrating gender considerations into programming.<sup>17</sup> However, the complexities of aid modalities, management and funding configurations and responsibilities and the sector diversity under Assistance Objective 3 make it a daunting task to ensure a consistent and systematic high (or even good) quality treatment of gender according to USAID’s Automated Directives System (ADS) instructions. In order to be effective, the accountability structure will need to be clear and manageable to have a positive effect on day-to-day operations and programming practices that in turn create virtuous circles and positive multiplier effects. Failure to fully address the actions identified in the Gender Integration Matrix and other ADS guidance on gender leads to issues in the serious and thoughtful treatment of gender during implementation. These issues then lead to transformational and sustainable

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<sup>17</sup> For example, the operating principle of ‘Context Matters’ means that, given the fairly wide variation in norms and mores for women (including those from different socio-economic backgrounds) at the community level across KP and FATA, a gendered understanding of the local context is key to successful gender integration at the grassroots level.

development—the aim even in a stabilization context. Who will monitor compliance and what steps are taken for non-compliance are questions that the Mission will need to answer.

## Recommendations

### Strategic Recommendations

#### **Recommendation 1: Prioritize gender equality in programming.**

Because gender equality greatly increases the likelihood of long-term peace, economic growth, and democratization,<sup>18</sup> USAID/Pakistan should prioritize gender equality with the GOP. A commitment to addressing gender, even in the most difficult and constrained contexts, in a serious and strategic manner across the humanitarian-development assistance spectrum is essential.

#### **Recommendation 2: Provide specific knowledge and focused attention to gender in conflict/crisis situations.**

Acknowledge that gender and conflict/crisis (including women, peace and security) is a special sub-set of gender and development and requires specific knowledge and focused attention, and provide these.

#### **Recommendation 3: Establish USAID/Pakistan as a thought leader in gender and development.**

Take concrete steps to enhance USAID/Pakistan's position as a leader/thought leader in gender and development in general and gender and conflict specifically through an articulated action plan (bearing in mind that some of this work may need to be done behind the scenes rather than overtly). Possible opportunities are discussed in Annex 12: 'USAID as a Thought Leader.'

#### **Recommendation 4: Implement the USAID/Pakistan response to the U.S. National Action Plan on Women, Peace and Security.**

As a matter of urgency, operationalize the USAID/Pakistan response to the U.S. National Action Plan on Women, Peace and Security including considering the use of the NAP-WPS 'Checklist of Questions' (found in Annex 7: 'Instruments-Descriptions and Templates') to inform directions and to help 'socialize' implementing partners to the response. Ensure that a core set of those actions underpins each project/program to ensure some emerging consistency of expectations and treatment of gender in a conflict/crisis-affected context. The FATA Secretariat's Women Empowerment Wing and PDMA/PaRRSA's Women's Desk are two obvious points of entry.

#### **Recommendation 5: Incorporate gender-related key issue areas into all KP and FATA programming.**

Ensure that all programming for KP and FATA is, at a minimum, designated as one of the following key issue areas: 'women-secondary,' gender-based violence or Women, Peace and Security.

#### **Recommendation 6: Facilitate collaboration.**

Create and finance opportunities for USAID, GOP, implementing partners (of USAID and others) and knowledgeable individuals and organizations to share experience and collaborate, including:

- Support for UN Women to continue their strategic work in KP and FATA

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<sup>18</sup> Coleman, Isobel. (2004) The Payoff from Women's Rights. Foreign Affairs Journal 80. Washington, DC.

- Assistance to formalize the International Network for Gender and Development (INGAD) at the national level and to replicate it at the sub-national level (building on UN Women’s work at the sub-national level)
- Expectations and parameters for collaboration and synergies between implementing partners specified in contracts
- Expectations included in contracts for creating a ‘virtuous circle.’ A virtuous circle ensures that the organizational capacity (functions, systems, structures and gender integration) of large and localized/indigenous civil society organizations (CSOs) is built and that innovation generated at the grassroots level is captured and taken to scale in a thoughtful manner. For example, the FATA Child Health Project could incorporate birth and CNIC registration (learning from the Child Protection Program (CPP), the Benazir Income Support Program (BISP) and the Citizens’ Damage Compensation Program (CDCP) experiences) and incorporate gender-based violence (GBV) and mental health issues awareness and referral mechanisms among lady health workers (LHWs) and at Child Health Days. The University of Peshawar Women’s Studies Center (which has had some initial capacity building under a previous USAID project<sup>19</sup> and which will eventually benefit from capacity building under the Gender Equity Program (GEP))<sup>20</sup> could be used to identify and carry out development research focused on gender and conflict that draws local, indigenous CSOs into the research process and that communicates the results of such research to the government in an effective manner.
- Expectations included in contracts that programs work to identify and create ‘multiplier effects’ and intentionally and thoughtfully incorporate these into designs and during implementation as new opportunities arise

## Programmatic Recommendations

### **Recommendation 7: Identify and exploit openings for empowerment at the local level.**

Recognize that norms are changing and take advantage of the openings at the local level to the greatest extent possible, with the clear intention of empowering women and girls and men and boys and contributing to peace-building. Achieving these aims means that conscious efforts must be made to tap into possibilities. For example, move beyond the old ‘3M’s’ (Military, *Mullahs*, and *Maliks*) to a new set of ‘3M’s’: *Masharan*,<sup>21</sup> Mothers and Mobilizers, and undertake research to understand the culture and individuals of the targeted contexts. There is also great potential to tap into BISP and CDCP recipients to exploit the base that has been established and produce multiplier effects at the individual and community levels.

### **Recommendation 8: Expand the basic building blocks of democracy and female empowerment by supporting the NADRA to plan strategically and practically.**

Obvious areas for focus are ensuring that all eligible women (young and older) obtain a CNIC and that all births, marriages and deaths (particularly for children) are registered and necessary certificates are issued.

### **Recommendation 9: Avoid harm when discontinuing programs.**

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<sup>19</sup> The project was discontinued because of lack of performance and, possibly, issues with monitoring performance.

<sup>20</sup> Information shared by the Aurat Foundation.

<sup>21</sup> *Mullah* is the title now given to a variety of religious leaders, including teachers in religious schools, scholars of canon law, leaders of prayer in mosques (*imams*), and reciters of the *Qur’an* (*qurra*). The word can also refer to the entire class that upholds the traditional interpretation of Islam. *Malik* is a term used for a tribal male representative. *Mashari/Masharan* (singular/plural) is a Pashtun word that means respected elder male or female of the community.

Make sure that decisions to discontinue programs are informed by a gender-responsive conflict sensitivity analysis to avoid/minimize undue harm to communities and individuals and ensure that design and implementation include plausible and adequate sustainability and exit strategies.

**Recommendation 10: Work with PDMA/PaRRSA to progress a forward-looking programming approach within the IDP camps.**

Co-location and accessibility of women and men and girls and boys can be exploited in a positive manner to build skills and knowledge that will benefit people when they return to their home villages.

**Recommendation 11: Invest in youth.**

As a matter of priority, invest in and engage with female and male youth in a strategic and practical manner (especially in light of the upcoming USAID Youth Policy) including through the use of social media and by building on successful socio-cultural initiatives (USAID/OTI, UNDP Peace and Development Program and Aman Etihad).

## **Management Recommendations**

**Recommendation 12: Use the Gender Integration Compliance Checklist.**

Use the Gender Integration Compliance Checklist (based on the ADS Gender Integration Matrix) as a compliance-monitoring tool for USAID/Pakistan internally as well as with implementing partners and designate responsibilities for monitoring compliance. This means ensuring that all future programming follows the mandatory requirements for the treatment of gender (see Annex 7: ‘Instruments-Descriptions and Templates: Gender Integration Compliance Checklist’) and that all existing contractual documentation is reviewed and amended as required to incorporate the mandatory expectations regarding the treatment of gender and conflict. , at a minimum: adjusting Performance Management Plans (PMPs) to include sex, age, ethnicity/language disaggregated data and specific gender-sensitive indicators, articulating a gender and conflict/crisis strategy, gender-responsive conflict sensitivity analyses and gender reporting expectations.

**Recommendation 13: Make better use of USAID/OTI data.**

Enhance USAID/OTI’s data treatment and the USAID/OTI database. Improvements will enable more accurate analysis of activities with a specific gender dimension. Analyses can be used as the basis for more refined programming.

**Recommendation 14: Exercise caution in applying branding and marking.**

Be very discriminating in the application of and make decisions regarding branding and marking based on a thorough “do no harm” analysis. U. S. Government initiatives are being targeted and local CSOs are being harmed through branding and marking missteps.

## PART I: INTRODUCTION

### The Context

“Pakistan is grappling with the construction of what can be termed gendered modernity, whereby the country becomes increasingly urban with greater numbers of educated women, many of whom are no longer willing to tolerate discriminatory social practices and laws—even as conservative religious groups aggressively promote seemingly irreconcilable stances on women’s rights.”<sup>22</sup>

“[The Office of Transition Initiatives] OTI was also entering a peculiar environment where the former administration, the Taliban, had virtually banned women from the public sphere. Thus, OTI’s usual work in a stressful, post-conflict environment was complicated by the extreme trauma of Afghan (read Khyber Pakhtunkhwa Province (KP) and the Federally Administered Tribal Areas (FATA)) women who had been dehumanized under the Taliban administration and Afghan (read KP and FATA) men who had been powerless to protect them.”<sup>23</sup>

To live in Pakistan today means to live with a constant sense of insecurity, uncertainty, and powerlessness. In recent years, this has become true even among dominant sections of society, with an even greater impact on marginalized groups such as women, minorities and young people. Numerous factors have contributed to this context, most notably those that are political, economic and geo-strategic in nature. For much of its 65-year history, Pakistan has been in a state of political flux. Frequent military intervention in the political process, including through direct military rule (1959-1968, 1979-1987, 2000-2008), has frustrated tentative steps towards democracy. Meanwhile, within both formal and informal traditional political processes and structures, feudal and tribal elites have pursued approaches and policies that have been advantageous in the short-term but have done little to ensure the country’s long-term stability and progress. The bureaucracy and the judiciary are highly politicized. This political and economic insecurity has been compounded by a major earthquake in 2005 and devastating flooding in 2010 and 2011. These natural disasters have led to large-scale internal displacement. There have been particular concerns about citizenship rights for women and marginalized communities in the context of their access to earthquake and flood relief.<sup>24</sup>

Overall, Pakistan ranks low on human development indicators and is not on track for meeting the Millennium Development Goals (MDGs). Public expenditures on health and education are inadequate. According to the United Nations Educational, Scientific and Cultural Organization (UNESCO), Pakistan has been spending less on education than other countries in the region: 2.4 percent of its Gross Domestic Product (GDP) on education against the recommended norm of a minimum of four percent.<sup>25</sup>

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<sup>22</sup> United States Institute for Peace. (2012) Moving Forward with the Legal Empowerment of Women in Pakistan. Special Report 305. May. Washington, DC: United States Institute of Peace.

<sup>23</sup> The text, from a 2005 gender review of USAID Office of Transition Initiatives programming in Afghanistan, holds equally true for KP and FATA and any assistance being provided by virtually any organization in the KP and FATA contexts.

<sup>24</sup> [http://www.apwld.org/pdf/Gender\\_Sensitive.pdf](http://www.apwld.org/pdf/Gender_Sensitive.pdf) and <http://www.irinnews.org/InDepthMain.aspx?InDepthId=6&ReportId=34375>

<sup>25</sup> UNESCO. (2008) Education for All Global Monitoring Report. Paris: UNESCO. India spends 3.8%, 4.7% by Iran, the Maldives 7.5%, and Nepal 3.4%. “Out of 2.4% only 1.93% of GNP is being spent on education in real terms and only 11% of the total education budget is allocated for the higher education sector. The total education budget is needed to be increased to a minimum of 6% as recommended by UNESCO for developing countries with at least one-third of it going to the higher education sector.”

Sixty-seven percent of Pakistan's 177 million people<sup>26</sup> live in rural areas and have limited access to employment opportunities. Half the population lives below the poverty line, subsisting on US\$1 per day, while another fifth is barely surviving on US\$1.25 (or less) per day. Migration to cities has led to rapid urbanization (reaching 50 percent by 2030 according to some forecasts), placing additional strains both on infrastructure and services, as well as on communities experiencing out-migration (often leaving women as unacknowledged heads of household).

Pakistan has an estimated 36 million youth between the ages of 15 and 24 (approximately 23 percent of the total population<sup>27</sup>). Young women and men have limited economic opportunities and minimal access to entrepreneurship and training programs. Most of all, these young people lack the opportunities to be heard and to participate in policymaking and political processes. Disaffected youth—particularly males—increasingly turn to violence as a vehicle for change and find common cause with militant groups. Female youth, on the other hand, are frustrated at their lack of agency and voice.

Deep-rooted systemic impediments to gender equality continue to constrain all women, even if this varies by class and context. Although manifesting differently according to class, age and rural-urban location, overall, women's physical autonomy is limited and access to resources is constrained. Women, regardless of their class or their age, are generally seen as dependents of male kin. Women seek permission from male guardians to make major decisions (education, marriage and divorce, managing property, work, etc.) and conduct routine daily affairs (visiting friends and family). In addition to facing discrimination in the education system and workplace, women have limited access to recreation and sports facilities. Violence, and the threat of violence, underpin asymmetrical gender relations and prevent women from fulfilling their potential and exercising their rights as full and equal citizens.

Nationwide statistics clearly illustrate the effects of gender discrimination against females and highlight the tradition of male authority. Both gender discrimination and male authority traditions in Pakistani society are justified by reference to custom and religion. Both result in the under-valuing and invisibility of females' contributions to society and the proclivity of society towards violence.

- Pakistan has an adverse sex ratio of 108.6. This means that there are more than 108 males for every 100 females, well above the expected ratio of 99.2.<sup>28</sup> Possible explanations are not necessarily sinister, e.g. male relatives not allowing women to be counted or accessed, reporting errors. Other more sinister explanations include abortion of female fetuses, female infanticide, 'accidental' deaths of women, trafficking.<sup>29</sup> Pakistan's adverse sex ratio indicates systemic discrimination against females, and points the phenomenon of the "missing women."<sup>30</sup>

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<sup>26</sup> This makes Pakistan the sixth most populous country in the world. Taken from Population Reference Bureau (2011) World Population Data Sheet. [www.prb.org](http://www.prb.org).

<sup>27</sup> The figure is higher if one includes those <15 years as well.-- 63% of Pakistan's 180 million population is under 25 years of age. <http://undp.org.pk/undp-and-the-youth.html>.

<sup>28</sup> GOP Population Census Organization. (1998) 1998 Census of Pakistan. Islamabad, Pakistan: GOP. <http://www.pap.org.pk/population/sec2.htm>. The established norm is 105-107 boy babies born for every 100 girl babies. There is contention over the maternal morbidity and mortality rate. Researchers such as Stephan Klasen note that the figures are very likely to be much worse than officially recognized.

<sup>29</sup> Hudson, Valerie M. and den Boer, Andrea M. (2005) Missing Women and Bare Branches: Gender Balance and Conflict. ECSP REPORT Issue 11. <http://www.wilsoncenter.org/sites/default/files/Hudson%2526denBoer.pdf>. Hudson, Valerie M., and Andrea M. den Boer. (2004) Bare Branches: The Security Implications of Asia's Surplus Male Population. Cambridge, MA: MIT Press. According to the World Population Fund, a woman dies of childbirth every 30 minutes in Pakistan. is considered a rare event (WPF). There is great variation in the maternal mortality rate (deaths per thousand) and fertility rates within provinces, and between urban and rural. If anything one can assume the MMR is understated, given that only 30% of women have access to skilled birth attendants.

<sup>30</sup> Sen, A. (1990), "More Than 100 Million Women Are Missing", The New York Review of Books, 37 (20). Sen, A. (1992), "Missing Women", British Medical Journal, 304, 587-588. In his groundbreaking study, Sen found that in societies that discriminate less against women, the sex ratio reflects the natural ratio of more women than men.

- Pakistan has a low female literacy<sup>31</sup> (42 percent for women as opposed to 65 percent for men) and low female labor force participation (22 percent) and employment.<sup>32</sup>
- A recent study (Hudson & den Boer, 2004) linked high sex ratios to violence stating that, "...[In] societies with rising sex ratios: crime rates will increase; the proportion of violent crime will increase; rates of drug use, drug smuggling, weapons smuggling, trafficking, and prostitution will increase. The society might develop domestic and international chattel markets that kidnap and traffic women within the country and across borders."<sup>33</sup>
- "...[research shows] no clear, positive impact on the status of women subsequent to a military intervention aimed at nation building. Military intervention aimed at nation building does not have a consistent impact on the status of women. The relatively poor record of successful nation building may be related to an insufficient emphasis on women's rights. Military intervention aimed at nation building even when democratization occurs does not necessarily benefit women."<sup>34</sup>

## Khyber Pakhtunkhwa and FATA

Pakistan's Khyber Pakhtunkhwa (KP) province consists of 25 districts that include 20 settled area districts and the Provincially Administered Tribal Areas (PATA).<sup>35</sup> About two-thirds of KP's estimated 21 million inhabitants are Pashtun. Approximately 1.5 million Afghan refugees of mainly Pashtun, Tajik, and Hazara ethnicity also live in KP. The overall incidence of poverty is 44 percent, making KP the poorest province in Pakistan with the lowest human development indicators after Balochistan.

The Federally Administered Tribal Areas (FATA) is a belt of seven semi-autonomous tribal agencies and six smaller areas (the frontier regions) that separate the tribal agencies from the rest of Pakistan. The three main geographic zones (Northern, Central and Southern) correspond to administrative divisions. The Durand Line<sup>36</sup> forms FATA's western border with Afghanistan.

Ninety-seven percent of FATA's 3.6 million people live in rural areas and the vast majority (over 99 percent) is Pashtun. Pakistan's constitution grants a unique status to FATA. While the Governor of the KP Province, in his or her capacity as an agent to the President of Pakistan, administers the area, the laws enforced elsewhere in the country do not apply unless specifically extended by presidential order. Tribal councils conduct judicial proceedings under a procedural law that has little in common with the criminal and civil codes in force throughout the rest of Pakistan. Pakistan's Constitutional Amendments regarding equality and GOP pro-female legislation do not apply in FATA.

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<sup>31</sup> GOP Economic Survey 2006-7 (Chap 11:161-175). Literacy here is defined as being able to read and write one's name or a sentence in the local language.

<sup>32</sup> World Bank. (2009) <http://data.worldbank.org/indicator/SL.TLF.CACT.FE.ZS>.

<sup>33</sup> Hudson, Valerie M. and den Boer, Andrea M. (2005) Missing Women and Bare Branches: Gender Balance and Conflict. ECSP REPORT Issue 11. <http://www.wilsoncenter.org/sites/default/files/Hudson%2526denBoer.pdf>. Hudson, Valerie M., and Andrea M. den Boer. (2004) Bare Branches: The Security Implications of Asia's Surplus Male Population. Cambridge, MA: MIT Press.

<sup>34</sup> Caprioli, Mary and Douglass, Kimberly Lynn. (2008) Nation Building and Women: The Effect of Intervention on Women's Agency. Foreign Policy Analysis 4, pp. 45-65.

<sup>35</sup> The Provincially Administered Tribal Areas (PATA) are Pakistani administrative subdivisions designated in the Article 246(b) of the Constitution of Pakistan. No Act of Provincial Assembly can be applied to PATA whereas the Governor of the respective province has mandate parallel to the authority President of Pakistan has over Federally Administered Tribal Areas. Provincially Administered Tribal Areas as defined in the Constitution include four former princely states as well as tribal areas and tribal territories in districts. In KP Province, the PATA are: Chitral District (former Chitral state), Dir District (Upper Dir and Lower Dir, former Dir state), Swat District (former Swat state including Kalam), Tribal Area in Kohistan District, Malakand District, Tribal Area adjoining Mansehra District (Battagram, Allai and Black Mountain of Hazara, Upper Tanawalormer) and former Amb state. [http://en.wikipedia.org/wiki/Provincially\\_Administered\\_Tribal\\_Areas](http://en.wikipedia.org/wiki/Provincially_Administered_Tribal_Areas)

<sup>36</sup> The Durand Line refers to the porous approximately 2,640 kilometers (1,640 mi) long international border between Pakistan and Afghanistan. The Line cuts through the Pashtun tribal areas, dividing ethnic Pashtuns (Afghans) on both sides of the border and lies in what has been described as one of the most dangerous places in the world. It is unrecognized by Afghanistan.

FATA is much poorer than Pakistan as a whole. Per capita public development expenditure is reportedly one-third of the national average. Per capita income is \$250 per year (half of the national per capita income) and about 60 percent of the population lives below the national poverty line.<sup>37</sup> Given the limited means of earning a livelihood—only seven percent of the land in FATA is cultivated (of which half depends on rain-fed agriculture) while 82 percent is not available for cultivation<sup>38</sup> – it is no surprise that almost 60 percent of the population of FATA lives below the poverty line.<sup>39</sup>

Both KP and FATA have experienced substantial turmoil and instability during the three decades since the Soviet invasion of Afghanistan. Spillover effects of the U.S. invasion of Afghanistan in 2001 are currently contributing to a worsening situation. Since the failure of the local-level peace accord between the Taliban and the Government of Pakistan (GOP) in May 2009, the Pakistan military has launched a campaign to eradicate the Taliban from KP and FATA. A ‘clear, hold, rebuild’ approach underpins military and stabilization efforts for USAID/Pakistan.<sup>40</sup> According to the International Committee of the Red Cross (ICRC), the conflict to date has resulted in an estimated 2.7 million internally displaced people (IDPs), with 1.6 million having returned home.<sup>41</sup> In July 2010, just prior to the floods, estimates indicated that one-quarter (around 970,000 to 1,340,000 people) of FATA’s population was displaced. Deaths of civilians, destruction of or damage to infrastructure, food insecurity due to loss of livestock and cessation of farming and debt accumulation are all repercussions of the conflict. In the city of Swat alone, during the height of the clearing operations, 30 percent of the labor force was jobless. It is estimated that Malakand Division alone lost US\$275 million as a result of the conflict.<sup>42</sup>

In addition, both KP and FATA have absorbed large numbers of Afghan refugees for many years. With the 2005 closing of the Afghan refugee camps in Pakistan, the burden of addressing the needs of these displaced people fell even more heavily on local communities. This situation is aggravated by the fact that limited numbers (an estimated 10-15 percent) of KP and FATA IDPs typically stay in the designated camps. Extended families and local communities absorb most of these people.<sup>43</sup> The 2005 earthquake and 2010 floods compounded the negative effects of war. For example, a 2010 report issued by the Internal Displacement Monitoring Center pointed out that, “The flooding has particularly affected populations displaced by the conflict. This crisis has heightened their vulnerability and may force many to return to home areas despite ongoing insecurity there or resettle in major cities.”<sup>44</sup>

A 2011 United Nations International Children’s Education Fund (UNICEF) report notes,

“The floods cause insecurity in household food and income, elevating protection risks. The floods also increased children’s vulnerability to trafficking and exploitation, disrupted community protective networks, heightened psychosocial distress and risk of physical and sexual abuse, and reduced the coping abilities of families and individuals. In areas affected by

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<sup>37</sup> Global Security Organization. (2012) <http://www.globalsecurity.org/military/world/pakistan/fata.htm>

<sup>38</sup> Community Appraisal and Mobilization Program. (2011) Understanding FATA Vol V. [www.understandingfata.org](http://www.understandingfata.org)

<sup>39</sup> Ibid.

<sup>40</sup> USAID. (2011) Stabilization Strategy (in draft). Islamabad, Pakistan: USAID.

<sup>41</sup> UNDP. (2011) Sustainable Development through Peace Building, Governance and Economic Recovery in Khyber Pakhtunkhwa. Islamabad, Pakistan: UNDP.

<sup>42</sup> Government of Khyber Pakhtunkhwa. (2009) Damage Needs Assessment. Peshawar, Pakistan: PDMA/PaRRSA. <http://www.pdma.gov.pk/PaRRSA/documents/DNA.pdf>.

<sup>43</sup> Information shared during an interview with PDMA/PaRRSA personnel.

<sup>44</sup> Internal Displacement Monitoring Center. (2010) Pakistan IDP Figures and Registration. <http://www.internal-displacement.org/idmc/website/countries.nsf/...00711DD9?OpenDocument> and (2010) Pakistan: Flooding Worsens Situation for People Displaced by Conflict in North-West – A Profile of the Internal Displacement Situation. [http://reliefweb.int/sites/reliefweb.int/files/reliefweb\\_pdf/node-366831.pdf](http://reliefweb.int/sites/reliefweb.int/files/reliefweb_pdf/node-366831.pdf).

militant action, flood-affected children also required protection from abandoned weapons and unexploded ordnance.”<sup>45</sup>



Source: [http://www.pakp.gov.pk/html/1218543345\\_e.shtml](http://www.pakp.gov.pk/html/1218543345_e.shtml)

The FATA Secretariat notes that, “The past three decades of conflict which has convulsed the Pashtun heartlands has also thrown open the area to external influences and revealed unto the tribes a much larger world of possibilities outside their isolated mountainous abodes. The same tribes, who in the past resisted every move to bring socio-economic development to their area, are now clamoring for schools, roads, hospitals, electricity, etc. If there is a silver lining to these dark decades of blood-letting and destruction, it is that the tribes of FATA are finally ready for change.”<sup>46</sup> While the conflict and natural disasters have created opportunities for increased participation (including participation of women and girls), they have also made females and those seen to be embracing opportunities for women and girls targets of violence.<sup>47</sup>

The negative effects of the conflict, including the ongoing U.S. military action and natural disasters, have opened up even greater space for anti-American sentiment and for the various militant groups and criminal gangs that are now colluding within Pakistan and across international borders to target and disrupt the aid process in increasingly destructive ways.

## The Purpose and Approach

USAID/Pakistan has commissioned a gender analysis and gender assessment as a proactive step toward institutionalizing recent U.S. Government policy documents on gender. The assessment will help USAID/Pakistan and the Mission align current and future stabilization programming with the overarching gender guidance. The gender analysis and assessment will:

1. Analyze gender in the Pakistani context, in particular in the stabilization region that includes KP and FATA
2. Examine of the Mission’s capacity to integrate gender into existing and future stabilization programming.

From March 23 to May 10, 2012, fieldwork to this effect was undertaken by three external consultants: Dr. Valerie Haugen (Team Leader), Dr. Yasmin Zaidi (Gender Specialist) and Dr. Aamer Abdullah (Stabilization

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<sup>45</sup> UNICEF. (2011) One Year After the Floods—Turning Towards a Brighter Future: A Progress Report on the Children of Pakistan, July 2011. New York: USA. <http://www.unicefusa.org/assets/pdf/Pakistan-one-year-report.pdf> It is estimated that 2,000 died and there were US\$9.7 billion in damages to infrastructure, homes, crops and livestock.

<sup>46</sup> FATA Secretariat. (2010) Tribal Areas Rural-Urban Centers Conversion Initiative (TARUCCI). Peshawar, Pakistan: FATA Secretariat. [Htp://fata.gov.pk/downloads/tarucci%20final.pdf](http://fata.gov.pk/downloads/tarucci%20final.pdf).

<sup>47</sup> Viewpoint shared during Focus Group Discussions and Key Participant Interviews with Pakistani civil society organizations and international non-governmental organizations.

Specialist) under Management Systems International’s (MSI) Monitoring and Evaluation Program (MEP). Mr. Haider Ghani Mian (Senior Evaluation Specialist-MEP) provided technical and administrative assistance and Ms. Leslie Gonzales (Gender Specialist-USAID/Pakistan) provided ongoing oversight and guidance.

## Gender Analysis and Assessment Questions

The Statement of Work (SOW) specified the following seven questions:<sup>48</sup>

1. What are the key gender-related issues as far as constraints and opportunities for females and males in areas where stabilization interventions and/or military activities, the July 2010 Floods and any other recent major events that are ongoing in FATA and Khyber Pakhtunkhwa? Areas of particular concern to USAID policies regarding gender equality and female empowerment include: sexual and gender-based violence, trafficking in persons, and understanding of gender (particularly the women’s role) in peace-building and conflict resolution and violent extremism in the targeted areas.
2. Have USAID/Pakistan stabilization activities provided any specific and separate benefits unique to females and males?
3. What are the main constraints and opportunities for gender equitable participation and access to USAID/Pakistan stabilization programs?
4. What direction is the GOP taking in providing services to both women and men in regions prone to instability?
5. What are other key donors doing to address gender in their stabilization programming and in what ways are they supporting the GOP to address gender?
6. How should USAID/Pakistan leadership liaise with the GOP to address gender in stabilization programming?
7. What particular lessons have been learned by USAID, other key donors and the GOP in addressing gender in development within the context of stabilization?

## United States Government Requirements and Policy Guidance

The SOW specified several U.S. Government policy documents and guidance<sup>49</sup> to be taken into account.

- **The U.S. Government National Action Plan: Women, Peace and Security (NAP-WPS)** issued in December 2011. This comprehensive plan lays out an array of government approaches for implementing the United Nations Security Council Resolutions (UNSCR) 1325.<sup>50</sup> These Resolutions follow numerous studies that have shown that women’s participation in peace and security matters has often been too little, too late.<sup>51</sup>
- **The 2012 USAID Gender Equality and Women’s Empowerment Policy.** The policy notes that USAID’s effectiveness in producing lasting and transformational development is directly related to its ability to recognize and address gender-related issues and constraints. Each operating unit has

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<sup>48</sup> Annex I contains the complete SOW.

<sup>49</sup> For a more comprehensive list and brief descriptions of these and other relevant USAID documents, see Annex I Scope of Work.

<sup>50</sup> United National Security Council. (2000) United Nations Security Council Resolution 1325: Women, Peace and Security. UNSCR 1325 addresses the integration of a gender perspective in all conflict prevention and resolution efforts and the adequate representation and participation of women at all levels in peace-building processes and in the making of security policies. UNSCR 1325 has been adopted and is binding under international law. The conditions cover: wartime, post-war situations, civilian crisis prevention and state reconstruction conditions. Also see UNSCR 1820, 1888 and 1889.

<sup>51</sup> USAID/Pakistan (along with other Missions) is currently drafting a Mission-wide National Action Plan commitment.

specific requirements to ensure that proper attention is given to gender as a key to development. At present, no country context or sector objective has a requirement waiver.

- **The 2011 USAID Development Response to Violent Extremism and Insurgency Policy (December).** The document provides a policy framework that USAID can use to improve the effectiveness of its development tools in responding to violent extremism and insurgency as well as its capacity to interact constructively with its interagency and other partners in these challenging environments. The following points are relevant to this analysis:
  - “Gaps remain in USAID’s understanding of violent extremism and insurgency. This includes the role of gender. Women may act as both a potential brake on, as well as a driver of, violent extremism. Some suggest that family ties, and women’s roles in families, create psychological barriers for husbands, sons, or other male relatives to join violent extremist groups. Others have asserted that women may serve as motivators for male family members to join. Understanding the role of gender at the local level is fundamental.”
  - “Informed by local research and assessment, USAID Missions will identify and prioritize drivers, set clear objectives, design a focused set of interventions, and systematically evaluate related measures of progress and impact. In their assessments, Missions should consider the role of women vis-à-vis drivers and any relevant development responses.”
- **The 2012 Counter-Trafficking Policy (C-TIP).**<sup>52</sup> The policy is a direct response to a massive development problem affecting millions of men, women, and children around the globe—trafficking in persons (TIP). The policy is informed by the “4Ps” paradigm: Prevention, Protection, Prosecution and Partnership.

In addition to the overarching policy framework and documents, the USAID Automated Directives System (ADS) provides specific gender mainstreaming performance instructions.

## The Research Methodology

USAID provides broad guidance on expectations regarding gender assessment and gender analysis, but there is no prescriptive and specific guidance on how to undertake such activities, particularly in light of the recent U.S. Government (including USAID) policy documents. Consequently, the assessment team developed a process from the ground up, drawing on guidance from the ADS. The team utilized a range of tools, some taken or adapted from other sources or produced by the team (see Annex 7).

The team conducted mainly qualitative research using several standard methods for data acquisition including Key Participant Interviews (KPIs), 12 Focus Group Discussions (FGDs)<sup>53</sup> and direct observation. In total, the team interviewed 328 individuals (139 females and 189 males) from a range of organizations and diverse backgrounds in Islamabad, Peshawar, Swat (KP) and FATA<sup>54</sup> (at Jalozai Camp). Jalozai Camp participants came from Bajaur, Mohmand, Bara, Khyber and Kurram Agencies and were between the ages of 15 to over 60 years old.

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<sup>52</sup> The new policy reflects the large body of law that has emerged in the last several decades to combat this crime. It incorporates the principles set forth in the U.S. Trafficking Victims Protection Act of 2000 (Pub. L. 106-386, Div. A) and adheres to the standards in the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (the Palermo Protocol).

<sup>53</sup> The Focus Groups are described in Annex 7/9: Instruments-Descriptions and Templates and Focus Group Discussion Guide.

<sup>54</sup> Individuals from FATA were from Bajaur, Mohmand, Bara, Khyber and Kurram Agencies.

The team attempted to collect quantitative data from the Community Appraisal and Motivation Program (CAMP) survey database, the USAID/OTI database, and data on heads of households who received cash assistance under the Housing Uniform Assistance Subsidy Project (HUASP).<sup>55</sup>

The team conducted an extensive literature review and examined seminal and current work on gender and development, gender and conflict, peace and conflict, tribal societies of KP and FATA and various GOP and U.S. Government documentation as well as available program and project documentation for 16 initiatives.

The team triangulated data through ongoing formal and informal discussions with Mission staff, other key stakeholders and by consulting other data sources. The assignment was subject to a number of limitations. These are presented in Annex 4.

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<sup>55</sup> None of these sources yielded relevant sex-disaggregated data.

## PART II: THE GENDER ANALYSIS<sup>56</sup>

The Gender Analysis section of this report discusses in broad terms, the gender machinery at the macro and meso levels and, at the micro level, identifies some of the changes in community and family structures, gender relations, roles and norms, and various aspects of human security resulting from the historical and contemporary conflicts and the recent natural disasters that have affected the lives of ordinary women and men and their children.

### Gender at the Macro and Meso Levels: Government of Pakistan Directions

#### International Commitments

The UNSCR 1325 emerged from a concerted effort by the Security Council members, UN entities and civil society. However, despite the enthusiasm with which it was accepted and the progress made in the normative framework, actual national level implementation and enforcement is lagging. Women's participation at decision-making levels in conflict resolution and peace processes is far from sufficient and unacceptable levels of impunity for conflict-related atrocities continues. Most government and donor and development partners interviewed by the assessment team believed that the GOP formally fulfills its obligations under UNSCR 1325. In fact, in 2007, the GOP offered to be one of the several pilot countries to roll out a gender and peacekeeping program. The Ministry of Women's Development (MOWD) requested UN Women to submit a Planning Commission proposal (PC-1)<sup>57</sup> on gender and peacekeeping and a national Plan of Action based on international frameworks. UN Women also provided support for an inter-ministerial Task Force on Gender and Peacekeeping. There are current political sensitivities around the use of particular terms (i.e., 'conflict') that are holding up processes related to UNSCR 1325. In KP and FATA, the challenge is to ensure that peace processes and negotiations with militants meet the requirements of UNSCR 1325.<sup>58</sup> However, notwithstanding the diplomatic sensitivities to particular terms and jargon, there seems to be more willingness to adapt reporting requirements at the sub-national than at the national level.

Women's rights and human rights organizations have made progress in popularizing the need for state authorities to uphold international obligations under the Convention on the Elimination of Discrimination Against Women (CEDAW) and have ensured ongoing support for the national machineries for women, including the now defunct Ministry of Women Development<sup>59</sup> and the National Commission on the Status of Women (NCSW). As a member of the South Asian Association for Regional Cooperation,<sup>60</sup> the GOP is also responsible for adhering to its commitment to the Convention on Preventing and Combating Trafficking in Women and Children for Prostitution (2002). However, the national policies are subject to politicization and have not been enacted by successive governments.

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<sup>56</sup> The Gender Analysis discussion is framed around the USAID Six Gender Domains and the 'push and pull factors' from the USAID. (2011) The Development Response to Violent Extremism and Insurgency Policy: Principles into Practices. Washington, DC: USAID. "...pull' factors are necessary for 'push' factors to have a direct influence on individual-level radicalization and recruitment. Pull factors are associated with the personal rewards which membership in a group or movement, and participation in its activities, may confer."

<sup>57</sup> A Planning Commission Form I (PC-1) is the official form for submitting development proposals.

<sup>58</sup> Mullally, A. (2011). Civic Integration, Gender Equality and the Veil. London: Modern Law Review.

<sup>59</sup> The functions of the Ministry of Women Development have devolved to the provincial level; at the federal level only a few functions remain and these are split between the Ministry of Human Rights and the NCSW.

<sup>60</sup> South Asian Association for Regional Cooperation.

## Gender Equality and Women's Rights Legislation

The guiding documents for the Government have been the National Policy on Development and Empowerment of Women 2002 (NPDEW) and the National Plan of Action (and official international commitments). Enabling more women to participate in political life is one means of protecting gains made and securing further gains in gender equality. Indeed, Pakistan's current National Assembly, which reserves 76 of 342 seats for women, has passed several laws aimed at addressing gender discrimination and facilitating women's participation in public spaces. The Criminal Law (Amendment) Act (2010) and Protection against Harassment of Women at Workplace Act (2010) introduced strict penalties for harassing women in public or in the workplace. The Prevention of Anti-Women Practices Bill (2011) strengthened women's rights to inheritance and property, and mandates heavy penalties for forced marriages. The Acid Control and Acid Crimes Prevention Act 2010 aims to prevent the practice of acid attacks that mostly affect women who exercise autonomy. In 2011, a National Ombudswoman was appointed to address women's grievances. These laws are applicable in KP. The NCSW has proposed gender-sensitive amendments to family laws for minority communities and urged the President to extend the scope of women-friendly legislation to FATA. The FATA reforms package has removed women (but not men) from being included in the collective punishment system.<sup>61</sup>

## Development Strategies

The GOP and the sub-national governments of KP Province and the FATA Secretariat have all articulated their development strategies for KP, the Malakand Division of KP and FATA.<sup>62</sup> Key gender-related policies and programs in stabilization of the KP and FATA areas are also part of these strategies. The policies, on paper, reflect policymakers' awareness of the of the huge gender inequalities that exist for women. The team's interviews with key participants in the GOP, FATA Secretariat and Malakand substantiated this conclusion. In terms of emphasis, the Malakand strategy specifically mentions women's security as an integral part of its security, rule of law and governance pillar, while the FATA Sustainable Development Plan places more emphasis on the provision of basic services like education, health, water and sanitation, access to livelihoods and increasing opportunities for women to participate in the development process. The FATA plan also identifies the influence of tribal customs and social attitudes as one of the stumbling blocks for development and attributes to these the general apathy towards the importance of education (especially for girls), health care (especially for mothers), women's rights and environmental conservation. It is important to note that based on the consultations done before the more complete onset of conflict in FATA and KP, the Development Plan fails to specify a well-articulated strategy for addressing gender concerns in governance, law and order, services, utilities and economy and development.<sup>63</sup>

In both KP and FATA, the 2010 Post-Crisis Needs Assessment (PCNA) provides an overarching strategic framework for all post-conflict reconstruction, recovery and development. The PCNA has the ownership of the GOP, the Government of Khyber Pakhtunkhwa Province (GOKP), the European Union (EU), the United Nations (UN), the Asian Development Bank (ADB) and the World Bank (WB). A conscious effort was made to apply a gender lens when developing the PCNA, which was written after the development of the FATA and Malakand development plans. The four pillars of the PCNA are used to frame the discussion of gender-specific elements of the KP, Malakand Division and FATA development plans.

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<sup>61</sup> Collective punishment means punishing people because their family members may be involved in militancy or other actions that are not sanctioned by the culture or the Government. For example, according to a Human Rights Watch researcher, "Punishing people because their family members may be militants has become rampant in the Swat valley, Not only is collective punishment illegal, it's counterproductive, because it angers the very people the government hopes to win over." <http://www.hrw.org/news/2010/07/21/pakistan-end-collective-punishment-swat>. If men of the household are punished for the crimes of a member of the tribe or the family, this would inevitably affect their female dependents and their children.

<sup>62</sup> The three documents are: GOP et al., (2010) , Civil Secretariat FATA, (2007) and GOKP (2009). See Annex 18 Bibliography.

<sup>63</sup> Please see Table 8 of (Civil Secretariat FATA, 2007). While the plan wants to create a separate unit at the FATA Secretariat to launch focused awareness-raising campaigns related to gender-specific issues, there has been little precious progress since 2006.

## **PCNA Pillar 1: Enhance Responsiveness and Effectiveness of the State to Restore Citizen Trust**

The GOP recognizes that *jirgas* have the potential for elite capture, exclusion of the poor, women and other marginalized groups, lack of accountability and resistance to change<sup>64</sup>. The PCNA in FATA<sup>65</sup> recommends exploring ways to support vulnerable groups and women invoke the *jirga* and receive proper representation. The Malakand strategy supports awareness of rights and justice processes through legal literacy campaigns and targeted training, focusing on women and men through structures such as the media, schools, colleges, *madrassahs* and *imams*. It also emphasizes a deeper understanding of the role, reach and impact of informal dispute resolution mechanisms, in particular, regarding their impact on women and the poor as well as other vulnerable groups. To enable women to participate more effectively in these mechanisms, it is important to understand the role they play, their impact and the tools they employ to exclude women. However, the recent decisions of the Peshawar High Court regarding *jirgas* in Swat has raised the hope that the Malakand Division will be legally rid of these gender-biased alternative dispute resolution (ADR) mechanisms. The PCNA also emphasizes incorporating women's views in all programming (current and future), especially for infrastructure projects, but does not clearly identify the entry points to address this particular aim. The Malakand strategy aims to make the delivery of services effective and identifies the need for a feedback mechanism to bring men's and women's voices back to the higher levels of government that make decisions about allocations and types of assistance. The GOKP wants to encourage deliberative processes with the population about selecting and implementing projects, taking into account special needs groups (women, youth, orphans, returnees) and culture. This will help establish clear expectations about the ultimate decision-making process.

The PCNA recommends civil service reforms and other social inclusion measures while the Malakand strategy specifically recommends targeted provision of security to schools and places where women and girls are at risk, including through forced marriages with militants.

## **PCNA Pillar 2: Stimulate Employment and Livelihood Opportunities**

Youth engagement and employment is the vehicle of choice in all three development plans. The FATA strategy flagged the problem of educated but unemployed youth. To facilitate placement of young men in sustainable employment, the strategy recommends training in high-value skills. It also recommends exploiting immediate short-term opportunities, particularly reconstruction projects, to increase employment of young male workers. The strategy recommends supporting entrepreneurial opportunities to facilitate entry of young men and women with basic capitalization/finance, inventory and business skills into low-barrier retail, commercial, and trading sectors. To deepen the commercial crops sector, the strategy recommends seeking additional opportunities to involve women in home-based activities like harvesting, packing, grading, processing and marketing. Women's training in information and communications technologies (ICTs) to increase opportunities to work from home is recommended for more durable employment opportunities. The FATA plan focuses on skill development for women and specifically in establishing a network of skill development centers in FATA.

In order to avoid excluding the poorest and most vulnerable from benefits brought through the peace-building efforts, the PCNA recommends comprehensive unconditional cash and food transfers for extremely food-insecure households, especially those headed by women. This recommendation also corresponds with some donors' (including USAID's) support to the Benazir Income Support Program (BISP). Up to 50,000 women have received their Computerized National Identity Cards (CNICs) in FATA alone and most CNICs held by women in KP and FATA are now attributed to BISP. The GOP is extending BISP to FATA and has completed the means survey in three of the seven agencies: Bajaur, Khyber and Kurram. The GOP plans to

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<sup>64</sup> Post Crisis Needs Assessment, Khyber Pakhtunkhwa and Federally Administered Tribal Areas, Pakistan (2010)

<sup>65</sup> The *jirga* is one of the legal dispute mechanisms in FATA, but it is not in KP or the rest of Pakistan. In KP, it is a socially accepted institution.

use the Pakistan post in FATA at this point, as BISP has no *tehsil*<sup>66</sup> offices in FATA. This may potentially leave the system open to abuse and leakages and pose barriers to resolving complaints for eligible women from FATA.

To achieve some of the above objectives, the PCNA mentions a number of outputs specific to a challenge fund that supports:

- Entrepreneurial initiatives that produce jobs with a quota for home-based/cottage industries employing women
- Targeted skill-building for young men and women, such as training to become health workers
- A stipend program for girls in high schools to be trained and engaged in the health sector
- Training for local enterprises through Integrated Work/Vocational Training
- Establishment of a women's employment generation fund to provide grants for skill-building and critical infrastructure
- Life skills, vocational and apprentice training
- Educational scholarships and re-integration grants for demobilized young men
- Interim special arrangements concerning eligibility to reduce the large gender gap in official postings in the basic service delivery system

### **PCNA Pillar 3: Ensure Provision of Basic Services**

The PCNA considers education of all groups, especially women and girls, as a fundamental hedge against extremism. Due to the acute shortage of women in the workforce in KP and FATA, the PCNA recommends gender-sensitive considerations for recruiting at all levels of the civil service.<sup>67</sup> To overcome the desperate shortage of female service providers, the PCNA recommends their recruitment, especially in the agriculture and livestock, health and education sectors.

The Malakand strategy aims to restore, rebuild and expand the capacity of the primary health care system including basic curative care, immunization services and maternal and child health care, including antenatal care and family planning. It also emphasizes recruiting women as health providers as they are more easily able to provide services to other women (as well as to men). The provision of safe drinking water to communities is considered a major workload depreciator for women.

Waseela e Taleem<sup>68</sup> is a conditional cash transfer linked to children's education. The program will cover four areas of KP (Kohat, Charsadda, Mansehra and Malakand). It will not cover FATA.

### **PCNA Pillar 4: Foster Reconciliation and Counter Extremism**

Engaging the critical youth demographic group and creating suitable broad-based employment within its unemployed ranks is considered critical for peace building and broad-based economic recovery. At the same time, a focus on young women has been recommended to ensure that they see a perspective for their

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<sup>66</sup> *Tehsil* is the sub district administrative tier. Every district has several tehsils, and each tehsil includes several union councils composed of a number of villages.

<sup>67</sup> Government of Khyber Pakhtunkhwa and Federally Administered Tribal Areas Secretariat. (2010) Post Crises Needs Assessment, Peshawar, Pakistan: PND, p. 56. <http://www.khyberpakhtunkhwa.gov.pk/Departments/PnD/mne/MnE/Download/7.%20PCNA%20Report.pdf>

<sup>68</sup> *Waseela e Taleem* is a co-responsibility conditional cash transfer under the Benazir Income Support Program.

empowerment within the socio-economic fabric of the community, and not only within their traditional roles in the family.

Sensitive to the divisive issues within communities after violence, all three plans mention the use of a conflict sensitivity lens, especially when the strategies to mainstream gender into post-crisis development are put into action. The PCNA, for example, stresses that the difficult discourse emphasizing the healing process within communities should start as soon as possible and build on the strong and constructive identities. To be effective, these measures need to be implemented in gender-sensitive ways since, at different ages, women and men access and share information in different ways and play different roles in cultural reconciliation processes. Through the PCNA, a specific focus on women and their roles in the reconciliation process will also support the principles of empowerment and equality that underpin the peace-building strategy.<sup>69</sup>

The fact that Pashtun society retains tribal characteristics to varying degrees across FATA and KP provides the essential social safety net for individuals. This arrangement has gender implications given the specific division of roles between women and men, the limited participation of women in public life and decision-making, and their access to rights and protection. The PCNA therefore recommends harnessing the sense of voluntary collective responsibility, under the socio-cultural code of *Pukhtoonwali*,<sup>70</sup> to galvanize the entire society around issues that affect some of its members. The PCNA defines the equitable provision of basic needs and entitlements, especially to females, as a proxy indicator of the extent of intra-community social cohesion. This may need to be complemented with vulnerability-based sub-indicators such as those relating to women's and excluded groups' rights.

To achieve these peace-building objectives, the GOP, Government of Khyber Pakhtunkhwa, and the FATA Secretariat have demonstrated a broad understanding of the specific thematic and programmatic areas of building diversity and broad representation (including seeking ways to involve women where segregation traditions prevent direct participation in official community leadership) in civic oversight and other downward accountability mechanisms and processes necessary to achieve peace-building objectives.<sup>71</sup> Examples include training of female health workers who can handle the spectrum of wellness/peace nexus issues, especially relating to children of both sexes; supporting the creation of inclusive organizations that comprise hitherto antagonistic or isolated groups, including occupation-based (e.g. inclusive farmer organizations), service-oriented (e.g., health-service user based organizations) or area-oriented groups, as appropriate; ensuring that organizations specifically for women are included and using opportunities provided by psychosocial support and platforms to mobilize opinion for forgiveness and peace.

The Malakand strategy considers the vulnerability of youth to extremist messages as an important issue, and stresses developing programs and initiatives to effectively engage youth, including women and girls, through schooling and vocational and technical training. The strategy is aimed toward governance structures to strengthen outreach to and engagement with moderate mosques and religious leaders, emphasizing the need to promote a more inclusive and tolerant message.

## Devolution

The 18th Amendment that devolved powers to the provinces is overall seen as a positive development despite the confusion between the division of roles and fiscal responsibilities that currently exists in the

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<sup>69</sup> Government of Khyber Pakhtunkhwa and Federally Administered Tribal Areas Secretariat. (2010) Post Crises Needs Assessment, Peshawar, Pakistan: PND, p 98. <http://www.khyberpakhtunkhwa.gov.pk/Departments/PnD/mne/MnE/Download/7.%20PCNA%20Report.pdf>

<sup>70</sup> This code includes revenge, hospitality, escort, jirga, honor, tradition, and the unacceptability of moral turpitude, the right of asylum even if any enemy asks for it, expression of regret to be forgiven, matrimonial relations resulting from a truce, the social inviolability of community spaces (*hujra*) and truce (*tigah*).

<sup>71</sup> Government of Khyber Pakhtunkhwa and Federally Administered Tribal Areas Secretariat. (2010) Post Crises Needs Assessment, Peshawar, Pakistan: PND, p 43. <http://www.khyberpakhtunkhwa.gov.pk/Departments/PnD/mne/MnE/Download/7.%20PCNA%20Report.pdf>

ministries and departments. The devolution of the national women's machinery with respect to MOWD has created a gap. Its functions at the national level (e.g., reporting on CEDAW) have been given to the Ministry of Human Rights while the NCSW, now an autonomous body, will take on the policy-related functions. However, as an autonomous body, the NCSW prefers to focus on providing evidence-based inputs for legislative improvements. Whether it will take on some of the MOWD's functions has not yet been decided.

After the 18th Amendment, each province established its own mechanism for setting up the women's machinery.

In KP:

- The GOKP established the Women's Empowerment Directorate, which reports directly to the Secretary, within the Ministry of Social Welfare, Special Education and Women's Empowerment.
- Establish a Provincial Commission on the Status of Women (PCSW) and has also set up the Commission on the Protection of Child Rights. District-level units are also planned. At present, there are several women's shelters (*Darul Aman*),<sup>72</sup> four crisis centers, and 139 Industrial Training Centers in KP that benefit approximately 3,000 women per year.
- The UN Women has established the Women Empowerment Wing and Women Facilitation Centers to document and research gender-based violence (GBV).

In FATA:

- The Social Welfare structure is replicated, and a Women's' Empowerment position created and staffed within it (supported by UN Women). The Social Welfare Department has positions for male and female officers at each Agency office.
- The FATA Development Authority oversees the Skill Development Centers (SDCs) but these have dwindled from 70 to 45. The SDCs offer a six-month skills training program (stitching, knitting, etc.) to 20 students who receive a monthly stipend of Rs. 2,000 each and a machine on completion of the course.<sup>73</sup> The FATA Disaster Management Authority (FDMA) has identified a gender focal person. The USAID Gender Equity Program (GEP)<sup>74</sup> investigative study on disaster management and gender outlines additional work that needs to be undertaken (for example, recruiting women to staff disaster response units). The FATA Secretary for Social Welfare and Women's Empowerment is a member of the Steering Committee formed by the FATA Secretariat for the strategic management of the PCNA. The Multi-Donor Trust Fund (MDTF) social assessment for the projects includes a gender-mainstreaming plan.

Since the 1990s, Women Development Departments (WDDs) have existed in the provinces. Often under-resourced and marginalized, these departments were shored up when Beijing Follow-Up Units were set up to monitor progress under the National Plan of Action based on the Beijing Platform of Action.<sup>75</sup> However, ownership and funding problems led to the closure of these units. Since the mid-2000s, under the Gender Reform Action Plan (GRAP),<sup>76</sup> which was set up to facilitate the restructuring of national machinery dealing with gender issues and also to engender planning and budgetary processes to narrow the gender gap in public

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<sup>72</sup> Abode of peace.

<sup>73</sup> Discussion with FATA Secretariat Chief Economist.

<sup>74</sup> USAID. (2012) Assessment of Disaster Management Institutions. Islamabad, Pakistan: Aurat Foundation.

<sup>75</sup> The Beijing Platform for Action (BfPA) is an outcome of the 1995 Fourth World Conference on Women held in Beijing in 1995. Accepted by participating governments, including Pakistan, it outlines 12 key areas of action. The Pakistan National Plan of Action (NPA) reflected national priorities and was drawn in consultation with civil society.

<sup>76</sup> <http://www.grap.gop.pk/>.

expenditures, gender focal persons were identified in each of the line ministries. The limited success of GRAP (slated to end in 2013) in mainstreaming gender underscores the deep resistance within the civil service.

## Gender at the Micro Level: The Household and the Individual

The discussion of gender at the micro level is framed around USAID’s six gender domains and provides commentary on education, health, economic growth and infrastructure sectors. The domains are supplemented by an additional discussion of ‘push’ and ‘pull’ factors that are drawn from the USAID Development Response to Countering Violent Extremism and Insurgency.

### Access

This domain refers to a person’s ability to use the necessary resources to be a fully active and productive participant (socially, economically, and politically) in society. The domain includes access to resources, income, services, employment, information and benefits.

### Education

Education indicators in KP and FATA are low – especially for women. In KP, the literacy rate is 49 percent overall (32-33 percent for women and 67-68 percent for men). In FATA, the literacy rate is 21 percent overall (3-8 percent for females and 29-34 percent for males).<sup>77</sup> In KP, there are 154 colleges (54 for women and 100 for men).<sup>78</sup> In FATA, there are 245 high/higher secondary schools, 41 of which are for females. Table 1 summarizes selected education indicators for FATA.

**TABLE I: FATA EDUCATION STATISTICS<sup>79</sup>**

Schooling Levels	Primary			Middle			High/ Higher Secondary		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Number of FATA Govt Schools 2008-09*	4,187	2,402	1,785	403	274	129	245	204	41
Enrollment Rates in FATA Govt. Schools 2008-09	354,717	207,745	146,972	71,540	52,554	18,986	96,485	80,579	15,906
Participation Rates	50	68	34	34	53	13	6	9	2
Drop-Out Rates	62.6	58.5	71.9						
Completion Rates	37.4	41.5	28.1						

\*Includes Mosque and Community Schools registered with the Government. KP has 26,498 schools (NWFP Comprehensive Development Strategy 2009-15)

Schooling in the conflict-affected areas suffered tremendously, with many schools shut down or blown up by militants. The FATA Directorate of Education found that 417 schools (including 133 girls’ schools) have been blown up and the Human Rights Commission 2011 Report noted that about 650 boys’ and girls’ schools

<sup>77</sup> Some figures are from the United Nations 2007 Multi-Indicator Cluster Survey (MICS) for FATA. However, figures in different documents vary somewhat; hence, the range presented.

<sup>78</sup> Government of KP. (2011) KP White Paper 2011-2013. Peshawar, Pakistan: Government of Khyber Pakhtunkhwa.

<sup>79</sup> Source: Directorate of Education FATA, KP Province, Peshawar.

remain dysfunctional due to militancy in FATA, forcing girls and boys out of school.<sup>80</sup> In Swat, young college women told the team of the fear they felt when they attended college. One woman said the college gates were locked and the faculty would herd them to an upstairs back room for fear of militants knocking at the gates. Some female students have been forced to stay home for almost two years, and have not been able to catch up with their studies.

In FATA, there are also 465 *deeni madrassahs*<sup>81</sup> (318 of which are registered with the Directorate of Education) with approximately 48,000 students.<sup>82</sup> In poor households, young boys are increasingly accessing education through madrassahs. Unregistered extremist madrassahs are a broadly-cited dimension of radicalism in KP and FATA where the militant interpretation of religion is given form and propagated among children and youth. Communities viewed particular types of madrassahs as a central platform from which militants drew recruits across the region.<sup>83,84</sup> Other scholars disagree,<sup>85</sup> but the evidence is too strong to refute.<sup>86</sup> Several concerned CSOs told the assessment team that there was an increase in residential madrassahs for girls, a practice that was not commonplace previously. Little information is available on the scope, scale and intentions or of the implications of the expansion of these institutions.

In rural areas of KP and FATA, many children have to travel for more than one hour to reach their school, a situation exacerbated by the almost nonexistent public transport.<sup>87</sup> Where transport is available, it may not be secure, especially for girls and women, and can be quite expensive. The limited number of girls' middle and high schools often necessitates daily travel outside the village, a steep rise in school expenses due to that travel, and the ever-present risk of GBV. These elements (along with social norms such as early marriage that are not supportive of girls' education, especially beyond primary school) all combine to discourage parents from sending female children to middle or high school.

On the other hand, there is evidence that girls and their families (particularly, but not only, in Swat, which saw and suffered firsthand the hardline stance of the militants' war on education) are now keen advocates for girls' education. Families are demanding that girls' schools be repaired or reconstructed and that classes resume as soon as possible. The government appears to be heeding this demand as it moves to reconstruct schools at a rapid pace with assistance from USAID. It is not known whether these schools will be functional and have staff present and whether parents will overcome their fears about their daughters' physical safety and send them to school.

*"Not a single girl got admission to ninth class in Bajaur, FR [Frontier Region] Kohat and FR Lakki Marwat during 2009-10 due to Taliban threats and no girls went to college in Bajaur, FR Lakki Marwat or FR Peshawar either, and many girls in 2009-10 were forced to join seminaries due to fear of the Taliban."*

-Human Rights Commission  
of Pakistan (HRCP)  
September 2011 Report.

<sup>80</sup> Dawn. (2012) Government Faces Dilemma Over Rebuilding Schools in FATA. Islamabad: Dawn Newspaper. April 30.

<sup>81</sup> Religious schools or seminaries.

<sup>82</sup> FATA Secretariat. (2011) Social Transformation through Urbanization. Peshawar: FATA Secretariat.

<sup>83</sup> From FGD with PCNA groups

<sup>84</sup> Government of Khyber Pakhtunkhwa. (2010) Khyber Pakhtunkhwa Comprehensive Development Strategy 2010-2017. Retrieved from <http://www.khyberpakhtunkhwa.gov.pk/Departments/PnD/CDS-2010-17.pdf>.

<sup>85</sup> Fair, Valerie. (2007) A New Look at the Militancy-Madrassah Connection. Seattle: National Bureau of Asian Research.

<sup>86</sup> Abdullah, Aamer. (2010) Factors affecting Taliban Recruitment in FATA and NWFP. Islamabad, Pakistan. Unpublished document.

<sup>87</sup> NWFP. (2009) Comprehensive Development Strategy 2009-2015. Peshawar, Pakistan: Northwest Frontier Province.

## Health

The infant and maternal mortality rates of 63 per 1,000 live births and 275 per 100,000 women, respectively, in KP and FATA are higher than the national averages.<sup>88</sup> Total fertility rates remain high at 4.3 children per mother.<sup>89</sup> The deliveries by skilled birth attendants stand at 38 percent, and antenatal coverage at 51 percent. The average household size in FATA is 9.3 persons. Almost all of the KP districts have a hospital and the 132 rural health centers (RHCs) cover almost all the tehsils, which are also serviced by 1,500 basic health units (BHUs). Private practitioners provide 70-80 percent of healthcare, but most are urban-based, so rural and remote areas remain underserved. Only 17 percent of the population in KP and three percent in FATA reside in urban areas.<sup>90</sup> FATA has 32 hospitals, eight RHCs and 173 BHUs.<sup>91</sup> During the conflict, both KP and FATA suffered damage to the health infrastructure. As with education, staff absenteeism has risen due to insecurity.

Lady Health Workers (LHWs) who conduct home visits face particularly high risks. Traditional birth attendants (*dais*), some of them trained through government or donor support, are present in most villages and are called in at the time of delivery. Yet, some villages in KP and in FATA do not have the institution of the *dai*. In these villages, the mother-in-law and older women in the family attend to the deliveries. In cases of obstetric complications, the mother is taken to the district hospital or a private provider—if the transport can be arranged and if the expenses can be borne (focus group participants in one location cited times of 1.5 to 2 hours over mountainous terrain to reach healthcare services); otherwise matters are left to fate.<sup>92</sup> Maternal mortality is one possible reason for the imbalance in the sex ratio in KP and FATA. The non-availability of a Lady Health Visitor or a female medical doctor at the BHU is the reason most cited for not seeking prenatal professional healthcare.<sup>93</sup> A total of 518 doctors (373 private medical practitioners: 287 males/86 females) served FATA's four million people in 2009.<sup>94</sup>

The conflict has traumatized both men and women.<sup>95</sup> In one of the focus group discussions (FGDs) with men, participants noted that their psychological health has been affected. Several studies have cited being deprived of livelihoods, becoming displaced and being powerless to protect homes and families as reasons. Women, too, noted that they, their children and the men of their family were traumatized, and said that men showed more aggression at home or were severely depressed. In the team's direct observation of women, many of those interviewed appeared



depressed. Psycho-social counseling remains underfunded and a non-priority in the health sector, other than through a few small initiatives by the United Nations Population Fund (UNFPA) and UNICEF and by CSOs. Mental health issues such as depression and post-traumatic stress disorder make both living and learning difficult. There is anecdotal evidence of boys and young men turning to drugs that are sold openly in the markets and the vulnerabilities associated with these addictions.

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<sup>88</sup> Ibid. FATA Sustainable Development Strategy

<sup>89</sup> Government of Pakistan. (2007) Demographic and Health Survey. Islamabad: Government of Pakistan. <http://www.nips.org.pk/survaydetail.php>.

<sup>90</sup> Table 96 Source 1998 Census Reports of Pakistan and NWFP by PCO Islamabad.

<sup>91</sup> Directorate of FATA Health Services.

<sup>92</sup> FGDs with women in Swat and in Jalozai IDPs camp.

<sup>93</sup> In FATA, medical and para-medical staff in 2009 consisted of: 117 nurses, 114 midwives, 563 traditional birth attendants and 312 Lady Health Visitors.

<sup>94</sup> The numbers of male and female doctors are not available in existing documentation.

<sup>95</sup> <http://www.irinnews.org/Report/94628/PAKISTAN-Mutilated-for-venturing-outdoors>.

## Economic Growth<sup>96</sup>

Women are seen primarily as meant to fulfill their reproductive role (i.e., childbearing, caring for children and the elderly), and to complete the cooking, washing, cleaning, and collecting of water and fuel. Women marry early—girls are married at puberty and sometimes even just before puberty—and are expected to bear between eight to twelve or more children. Contrary to the commonly expressed perception by a number of key participants that women, particularly in FATA, do not leave their homes, women do go out, often travelling long distances, to collect water and fuel wood.<sup>97</sup>

Women are involved in animal husbandry and agriculture. Their degree of involvement varies from district to district, and even from village to village. In some locales, women look after the livestock (including small animals such as goats) inside the family compound; in other locales, they take the animals out to graze as well. Women are actively involved at different stages of the crop cycle in some FATA agencies and in parts of KP. One group of women noted that all Afridi women work outside the home on farms and sometimes as paid laborers, too. Women IDPs from Bajaur and Khyber noted that they were the ones taking care of the farms as men were mostly absent, having migrated for work. Several women expressed anger and scorn at the militants' insistence that they observe *purdah*<sup>98</sup> and asked how they could tend to their fields if they adopted the veil. These women noted that, until their displacement, there was no restriction on their movement between the villages in proximity to their own, as these belonged to their tribes. They could freely do their work—farming, cutting grass, collecting water and fuel wood or running small shops from inside their homes for female customers. In the villages of Swat, the team learned that in the more well-off households women do not work on their farms; instead they hire male or female wage laborers as needed. But, in the poorest households, women cannot afford to remain indoors. Poor women often work as household helpers; washing clothes and dishes or doing the cooking in the homes of families that are better-off. Young girls typically help their mothers inside the home.

The conflict and floods have so damaged fields and livestock that women and their households have been pushed further into poverty. In the FGDs, women told us that during the conflict they left their homes with only the clothes on their backs, leaving livestock and crops behind. Those who returned home found their farms wasted and their animals dead or gone. The floods further devastated their fields, leaving people with no means to put food on the table. Fields continue to be destroyed, or often villagers are forced to keep them fallow.<sup>99</sup> Gold ornaments received as wedding gifts have been sold, but often the poorest women do not even have these assets. Women told stories of losing sons and husbands to militancy and being left with no means to earn an income.

There is evidence that, 'post-conflict,' the number of female-headed households has increased (4 to 15 percent according to two different reports). Widows and female-headed households are unable to restore their livelihoods because employment generation assistance focuses on livelihoods that predominantly employ men. Widows and women-headed households are unable to access food and other aid supplies because of restriction of their movements.<sup>100</sup> In the presence of constraints on mobility, the loss of

*"The Taliban are promising recruits who blow themselves up that they will go to heaven and have gardens and rivers of milk and honey...we already have too much honey and don't know what to do with it!"*

<sup>96</sup> Photo: Sarah Naqvi/Flickr. Women in Swat Valley are Struggling To Keep Their Households Running (<http://www.Irinnews.Org/Report/94400/Pakistan-Swat-Women-Face-Dual-Burden>)

<sup>97</sup> A USAID monitoring report states women travel 1.5 kilometers to collect several pots of water daily. Notes from focus groups with women IDPs found similar information.

<sup>98</sup> 'Purdah' is social gender segregation although the term is often used more restrictively, especially by outsiders, to refer to physical segregation of the sexes.

<sup>99</sup> FGDs with IDPs- Apparently to prevent militants from hiding in the fields and staging attacks on villages or the military.

<sup>100</sup> [http://www.apwld.org/pdf/Gender\\_Sensitive.pdf](http://www.apwld.org/pdf/Gender_Sensitive.pdf)

livelihoods and limited assets, women often have to rely on their traditional sewing, knitting and embroidery skills to earn income.<sup>101</sup> Those who do not possess such skills have to turn to wage labor (if they can find it) or resort to begging. Low literacy levels, inadequate means of transportation and social norms about women travelling limit their access to credit, information and training.

In FATA there are 32 industrial home centers with 64 female teaching staff.<sup>102</sup> Women's role in agriculture and in livestock seems to have been ignored or addressed marginally at best.<sup>103</sup> Women are often bypassed in programs that are designed to improve productivity and economic growth on the assumption that women's agricultural production is negligible or non-existent—at most they are involved in 'kitchen-gardening' or bee-keeping. The Provincial Reconstruction, Rehabilitation and Settlement Authority (PaRRSA), supported by USAID and other donors, has initiated livelihood recovery projects. However, based on the documents reviewed by the assessment team, 'embellished fabrics' and 'honey' are perhaps the two overriding initiatives for women.

There appears to be no serious evaluations of skill enhancement programs focused mainly on sewing, embroidery and knitting. Many initiatives are based on assumptions that do not hold in all cases: 1) all women can be good at needlework; and, 2) these impoverished villages can provide enough business to make needlework a primary means of income. There is evidence to the contrary. For example, in the FGDs, women enthusiastically suggested the same income generation ideas but when asked how much they would earn, one woman who had received training said she gets orders for two or three shirts a month and gets Rs. 60-100 (US\$1) gross per shirt.

Young boys also help on the farm (including with tending cattle), or are apprenticed to learn a skill. Boys have been put to work in order to keep them off the streets and away from the influence of militants. Some parents have even sent their sons away to other cities to earn money and avoid risks. Many of those interviewed noted that, if the family needs the sons' incomes, it is difficult to get the boys back in school. Young men and adult males work in a range of occupations. Agriculture is the primary one, where cultivable land is available. Transportation, shop-keeping and construction work are the other main occupations available for skilled and unskilled labor. Reconstruction activities in this 'post-conflict' period have opened up employment opportunities for men. Nevertheless, male economic migration is high. A large number of men from KP and FATA are either in the Middle East or other parts of Pakistan, mainly Karachi. For example, almost a quarter of FATA's employed male population works outside of Pakistan; 30 percent works in another province and about 10 percent in another district or agency.<sup>104</sup>

The under-development of FATA and KP and the lack of services created opportunities for service provision from extremist groups. Setting up their own crude courts and other dispute resolution mechanisms for trade and commerce allowed these groups to stake their claim as legitimate alternatives. The governance vacuum and the absence of rule of law has allowed these groups to tout their ability to provide services, especially through their illegal FM radio networks, and to operate with impunity.<sup>105</sup> The associated macho image and the perception of being the strongest actor in a supposedly martial culture were not lost on the youth, some of whom were then compelled to join armed groups. For some young (mostly unemployed) men, it is hard to resist material resources, social status and respect from peers; a sense of belonging, adventure, and self-esteem; and the prospect of achieving glory.

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<sup>101</sup> Dawn. (2012) "Swat Women Using Embroidery Skills to Support Families". <http://dawn.com/2012/05/10/swat-women-using-embroidery-skills-to-support-families-2/>

<sup>102</sup> NWFP. Directorate of Education (FATA), Peshawar.

<sup>103</sup> The USAID Entrepreneurs Program introduces different modalities including dairy-farming in KP; however, while the team familiarized itself with this program, it was not one of the 16 reviewed.

<sup>104</sup> United Nations. (2007) Multi-Indicator Cluster Survey for FATA. Islamabad: United Nations.

<sup>105</sup> The Swat experience has been described in detail in several publications including one study by Shirkat Gah.

Monetary reward can also be an important driver in conflicts. Various insurgents groups in KP and FATA have been known to be involved in kidnapping for ransom, drug trafficking, extortion and bank robberies. In FATA, insurgent leaders gained personally from illegal taxes levied on trade and commerce. In Swat, the Taliban monopolized emerald mining.

## **Infrastructure**

Inadequate road and transportation infrastructure is a major impediment that affects men's and women's access to employment opportunities and services. Poor households are more likely to live in areas with no access to transport, and thus more likely to be affected. Most public offices and spaces are designed without consideration for women. These issues came to the forefront more forcefully when women counselors elected in previous years noted the need for resource centers or a space where women politicians could sit, network and interact with each other, and where they could meet other female party workers and constituents.<sup>106</sup> There were no provisions for women's washrooms, prayer rooms, crèches or women-friendly spaces for feeding babies and eating. Public works and planning departments do not have human resource policies that would enable better facilities for female public employees and clients. Moreover, even where facilities exist, they may be inaccessible simply because women are made to feel so awkward in public spaces and are generally discouraged by family and the community from entering such spaces. The rehabilitation of destroyed health and education facilities and the provision of clean drinking water as well as roads are all welcome and needed steps for recovery. There is an expressed assumption that women's access will be enhanced as a result of the infrastructure improvements; however, women have largely not been included in the consultations at the feasibility and design stages. For example, roads are assumed to benefit communities, but there is no data available on just how many, how often and how women (and men, girls and boys) use the roads.

## **Knowledge, Beliefs and Perception**

This domain refers to the types of knowledge that men and women possess; the beliefs that shape gender identities and behavior, and the different perceptions that guide people's understanding of their lives, depending upon their gender identity.

The *Pakhtunwali* code, tribal affiliations and religion shape gender identities and inform the Pashtun worldview. The Pakhtunwali code also includes the right to bear arms, hospitality and shelter to strangers who take refuge with a tribe, respect for tribal elders and mechanisms for settling conflicts. According to the Pakhtunwali code around land and women, women are guardians of familial and tribal honor.<sup>107</sup> The strong son preference, not too different from the rest of the country, thus links the birth of a girl to an increase in liabilities while the birth of a boy is seen as strengthening the 'male force' required to uphold the honor and protect land and property. While it appears that gender roles are fairly well defined, the discussion on access (above) shows that in fact there is a range of productive work that women do in addition to their reproductive role and duties—thus, changes are visible.

Women's chastity is seen as important to maintain honor. Consequently, girls typically marry very early, at puberty (10-13 years old). But in both the urban and rural areas of KP and FATA there is trend toward girls marrying later (ages 16-20). This is not too different from the national average of 40 percent of girls being married by age 18 and 13 percent by age 15. While a girl of 16 is still under the legal age, parental anxiety over the physical security of girls is a major factor in their decisions in this regard. Men also marry early-between ages 16 to 25. Discussions about the terms of marriage are carried out between the men of the two families. Usually the girl's family is given an amount in cash known as *vulvar* (anywhere from Rs. 15,000 to 400,000),

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<sup>106</sup> Farzana Bari press conference 2005, Women Political School Training Needs Assessment reports 2006

<sup>107</sup> Community Appraisal and Motivation Program. (2011) Understanding Jirga: Legality and Legitimacy in Pakistan's Federally Administered Tribal Areas. Peshawar: Community Appraisal and Motivation Program.

ostensibly to cover the wedding and dowry expenses and gold ornaments. However, in FGDs, the team was told that often no money and very little gold actually changes hands. Again, though, the practices vary. For example, families will swap daughters, effectively cancelling the *vulvar*. In some villages, part of the contract entails building a separate room with kitchen for the couple.

Divorce is rare, though not unheard of. Separated, divorced or widowed women go back to live with their natal families. If the woman is widowed and has children, she can choose to stay on with her in-laws, and quite often will be married to her deceased husband's brother (regardless of age or age difference) to keep land and property within the family. In some parts of FATA, widows can go and stay in rooms provided by the malik, doing domestic labor and work for him in return for accommodation and security. In general, though, staying alone or remarrying is frowned upon.

Women are encouraged to have as many children as possible and family sizes are large. But child-bearing, too, is changing as the same women mentioned contraceptives that they were using for birth spacing. As primary care givers, women do have basic skills and use indigenous knowledge to manage non-threatening ailments at home. Women are not encouraged to speak to men outside of their extended family, sometimes the restriction is applied only to men who do not belong to their tribe. Segregation of the sexes is strictly observed, although the norms are slightly relaxed for older women and little girls and boys. Men, as earners and providers, maintain control over all the important household decisions and women and young men need their permission for all matters.

However, evidence of post-crisis changes in the beliefs and knowledge are visible. People speak of wanting to educate girls; health care is not discouraged and women (accompanied by a man or, in more secure areas, by other women) will travel to the nearest hospital when necessary (usually for serious illnesses or obstetric complications or for children's health). The exposure of IDPs to different host communities and to CSO staff, particularly females, who work in camps, has had some effect. Mass media, cable television and other information technologies and social media are eroding the traditional channels of receiving knowledge and are shaping beliefs.<sup>108</sup> The Community Appraisal and Motivation Program (CAMP) sex-disaggregated data show that for women, their most accessible as well as their most trusted sources of information are neighbors, followed by radio, and finally family and friends. See Annex 6, Figure 7 and 8 for a breakdown of women's most accessible and trusted sources of information respectively.

Militants in FATA have exploited people's perceptions of rampant corruption and discrimination (by both the State and the international community) against local communities. Fueling such perceptions has, in turn, helped recruitment, especially among unemployed and under-employed young men and women.<sup>109</sup> The drone attacks by the United States have also stirred the belief that an oppressive international order is operating in KP and FATA. About half of FATA's citizens have a very unfavorable opinion of the United States while only 4.3 percent have a very favorable opinion.<sup>110</sup> Perceived threats (from outside actors such as the U.S.) as well as customs and values (including gender roles and education) act as boosters to violent extremism and insurgency. The branding and marking of USAID-funded programs and goods in KP and FATA were specially singled out by a range of individuals interviewed as political expediency and a recipe for failure. Militants and fundamentalists are manipulating perceptions about assistance to their advantage by linking gender to an undesirable western ideology.

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<sup>108</sup> National Commission on the Status of Women. (2010) Nizam-e-Adl Inside Out. Islamabad: NCSW.

<sup>109</sup> (GOP et al., 2010)

<sup>110</sup> (Shinwari, 2012)

## Practices and Participation

This domain refers to people's behaviors and actions in life – what they actually do – and how this varies by gender roles and responsibilities. The questions include not only current patterns of action, but also the ways in which men and women may engage differently in development activities. These types of actions include attending meetings and training courses and accepting or seeking out services. Participation can be active or passive. Increasing numbers of communities are experiencing a skew in their population. Some villages visited are comprised predominantly of young, middle-aged, and elderly women, children, and elderly men. This absence of young and middle-aged males has disrupted the traditional social fabric and opened a space for females to enter the fold, if they are so enabled. The biggest constraints to women's involvement in any activity are the restrictions on mobility and interaction with men. FGD participants noted that where segregation is ensured, women are able to participate fully and actively. Newer technologies including mobile phones and the Internet are changing practices and participation, and they are used in both KP and FATA in increasing numbers, including by women. Personnel from several CSOs noted that mobile technology is changing the norms of social interactions between young men and women. Short Message Servicing (SMS-ing) cuts out the parental intermediary. Research data on the utilization rates of conventional and new information and communication technology (ICTs) across Pakistan support these findings. Both the natural disaster and the conflict have brought women out of their homes and forced them to interact within public spaces and with government officials in order to receive benefits (and as a result, steps have been taken to make these interactions more 'women-friendly', e.g., by recruiting female staff, by setting up separate counters as in the National Database and Registration Authority (NADRA) for BISP recipients or in IDP camps).

Some of the restrictions related to women's mobility and interaction are lifted if empowerment is directly linked to the receipt of benefits for the family (e.g., rations). CSOs working with women in conservative areas have documented successful and unsuccessful strategies for working with women and within communities in KP and FATA.



*WATAN debit cards<sup>111</sup> introduced through the Citizen Damage Compensation Program (CDCP) Phase I demonstrated the success of the pre-loaded WATAN debit card as a payment mechanism. The technology helped to minimize the leakage of funds and helped beneficiaries (including women and disabled people) engage with the formal banking system. Only five percent of beneficiaries had ever used an ATM card before, though the majority became comfortable using one and many people opened bank accounts for the first time as an unintended positive outcome.<sup>112</sup>*

One non-governmental organization (NGO) staff person commented that she has seen women become more confident and assertive and demanding of rights and opportunities after being forced into these unfamiliar public roles. While local cultural norms limit women's agency and voice, there are many examples of exceptions to the norm.

*"Asma Nawar wants to shed the myths attached to the Pashtun culture. 'For instance, it is believed that women are not allowed to step out of the homes, except to get education. I am a Pashtun and I have the full support of my family,' she says. She has big plans, too. 'I want to be heard all over Pakistan, not just in the tribal belt.' Nawar may not know this, but she and two of her colleagues have not only broken age-old Pashtun stereotypes, they*



<sup>111</sup> WATAN means country or homeland in Urdu. The card has no affiliation with a po

<sup>112</sup> UKAID/Pakistan. (2011) Citizens' Damage Compensation Program Phase II "Flood C  
UKAID Pakistan. Photo Source: UKAID Pakistan.

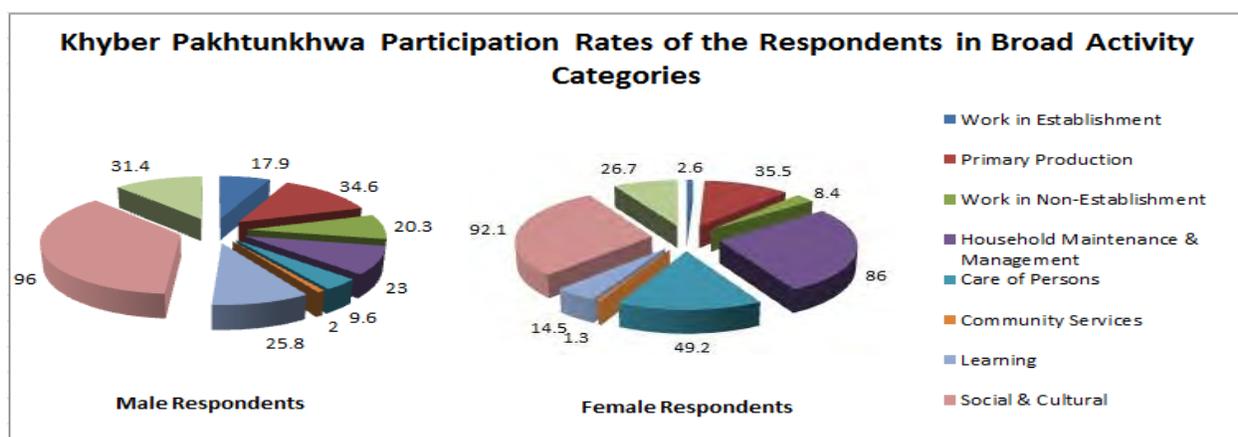
have actually begun a women's movement, which may well have far-reaching and radical implications for Pakistan's tribal belt. Jehanzeb Latif, director of the FATA Media Centre Secretariat says that a giant step has been taken. "When women of the area hear female voices, it is bound to have a positive impact on them and they, too, will be encouraged to seek an occupation other than leading the nondescript life of a housewife. But more than that, it will change the perception of the men folk - that there is more to woman than just being home-makers and that they need not be treated like mere livestock!"

## Time and Space

This domain recognizes gender differences in the availability and allocation of time and the locations in which men and women spend time. It considers the division of both productive and reproductive labor; the identification of how time is spent during the day (week, month, or year, and in different seasons) and determines how men and women each contribute to the welfare of the family, community, and society. The objective of this domain is to determine how men and women spend their time and what implications their time commitments have on their availability for program activities.

According to the first Pakistan Time Use Survey done in 2007,<sup>113</sup> women in Pakistan are 'time poor.'<sup>114</sup> The participation rates of men and women in broad activities in KP (the survey did not cover FATA) are illustrated in Figure 3 below.

**FIGURE 3: TIME USE SURVEY 2007<sup>115</sup>**



As noted in Figure 3, primary production takes up a major (almost equal) chunk of men's and women's time. This includes activities related to farming, livestock management, collecting water, fuel wood or dung, the travel time related to such activities, etc. Non-establishment work includes food and grain processing and preservation, food preparation, producing cottage goods, building and maintaining dwellings, etc. Women bear the brunt of household maintenance and care of persons. Men and women spend about equal time in social and cultural activities (e.g. kin, community, religious and sporting events or being with family). Women spend less time than men in learning.

The flood and conflict-affected areas have seen major changes in time use. The burden to women of their reproductive and productive roles has increased while the burden to men has decreased. For example, many

<sup>113</sup> Federal Bureau of Statistics. (2007) GOP Time Use Survey. Islamabad: GOP.

<sup>114</sup> Saqib, Najam us and Arif, G.M. (2012) Time Poverty, Work Status and Gender: The Case of Pakistan. Islamabad: Pakistan Institute of Development Economics.

<sup>115</sup> The Time Use Survey defines an *establishment* as "a fixed structure (for example, a shop, office, factory, mine) in which production of goods and services is carried out on a regular basis; includes commercial farms and private households employing domestic workers. Usually establishments have regular employees, while non-establishment work does not involve regular employees."

men are unemployed (with farms destroyed and jobs lost) or they have migrated and therefore have no real productive role in the family.

As a consequence of these changes, women have even less time to participate in meetings or training unless they can link it to direct gains for themselves or their families, such as enhancing their incomes. Mapping these changes at the district level would allow for more targeted programming. For example, while women in the FGDs noted that they were pressed for time, they also showed an interest in getting together to learn more about how they could address their constraints, customary or legal.

## Legal Rights and Status<sup>116</sup>

This domain involves assessing how people are regarded and treated by customary legal codes, formal legal codes, and judicial systems, as reflected in legal documentation such as identification cards, voter registration, and property titles. Additionally, the domain includes the right to inheritance, employment, atonement of wrongs, and legal representation.

"A Pakhtun woman does have an identity, a name, is someone's daughter, mother and wife; and some young tribal women are doctors, teachers, etc."<sup>117</sup>

The Constitution of Pakistan gives women the right to own property, operate a business and to assert their citizenship rights. Additionally, Pakistan is a signatory to several international instruments, such as CEDAW, and the parliament recently passed a spate of bills affirming women's rights. Yet socially biased interpretations of the law and customary practices have restricted the exercise of these rights. Furthermore, there is a multiplicity of definitions and laws that contradict each other. As an example, the Constitution of Pakistan recognizes the free agency of adult citizens, men or women, and Section 3 of Majority Act 1875 states: "Every person domiciled in Pakistan is deemed to have attained majority when he shall complete the age of 18 years and not before."<sup>118</sup> The law is not applied uniformly, however, and is subject to exceptions (e.g. in matters of dower, divorce and custody a person is considered an adult even if s/he has not attained the age of 18). Under the Hudood Ordinance (1979), the age of criminal responsibility for girls is puberty; for boys, it is 18 years of age (well past puberty).<sup>119</sup> Herein lies a paradox: a girl is seen as an adult when she reaches puberty, even if she is only 10 years of age at the onset. On the other hand, a female is never an 'adult' since a *wali* or guardian is needed for her to exercise any economic, social or legal agency. The rights of women are compromised when the state fails to recognize, and enforce a fixed age as adulthood. In general, a woman is not *sui juris* or a free agent under customary law and practice and is seen as the



Source:  
<http://www.irinnews.org/Report/94400/PAKISTAN-SWAT-women-face-dual-burden>

*"My husband is out all day looking for work. He is desperate. I tend our three young children, the animals, look after the fields, fetch water from a stream [7km] away from our village near Mingora, cut timber to cook and perform all the household chores. Other women work like me too to bring in money - but by the end of the day we are worn out."*

*-Salma Bibi*

<sup>116</sup> Photo: Tariq Saeed/Irin Taliban Threats Are Making Life Miserable For Many Girls And Women In Remote Areas Of Pakistan.

<sup>117</sup> Community Appraisal and Motivation Program. (2011) Understanding Jirga: Legality and Legitimacy in Pakistan's Federally Administered Tribal Areas. Peshawar: Community Appraisal and Motivation Program.

<sup>118</sup> Zaidi, Y. and Ihsan, F. (2006). The Interplay of CEDAW, National Law and Customary Practices in Pakistan In S. A. Sardar (Ed.), Conceptualizing Islamic Law, CEDAW and Women's Human Rights in Plural Legal Settings: A Comparative Analysis of Applications of CEDAW in Bangladesh, India & Pakistan. New Delhi: UNIFEM South Asia Regional Office.

<sup>119</sup> Ibid.

property of her father, brother, husband or other male family members.<sup>120</sup>

According to the customary code, women are the custodians of family honor and the symbolic bearers of collective identities, and thus the father of a single woman or the husband of a married woman is responsible for ensuring that women do not do anything that would bring shame to the family. Restrictions on mobility, segregation and early marriages are all means to ensure that no transgression occurs. Women are often at the center of disputes and feuds: women and girls may be given as compensation in disputes (a practice known as *vanni, swara, or baad*). Women are widely regarded as the property of male family members, and once married, they are often treated harshly. Extreme punishments can be meted out to women or girls who try to exercise sexual autonomy (which includes exercising choice in marriage and divorce).

The existence of parallel forms of justice, often condoned by the state (as in the Nizam-e-Adl Regulations, the Frontier Crimes Regulations and the Federal Shariat Court) which undermine the formal legal system, have led to codifying and institutionalizing gender discriminatory practices. In terms of access to justice, there is a confusing array of quasi-formal forums and the impact of the Musalihat Anjumans,<sup>121</sup> introduced under the 2001 Local Government Ordinance, is not very positive. There are indications that these have not been effective in ensuring access to justice for women,<sup>122</sup> and there is evidence of a worrying trend for police – not known for their gender sensitivity and commitment to social equality—to establish their own parallel dispute resolution forums.

Since the beginning of the twentieth century, FATA's governance structures have been frozen in time, and Malakand Division (including Swat) lacked a coherent governance structure after the PATA was thrown into a governance vacuum by a Supreme Court decision in 1994 declaring the PATA regulations 1994 as *ultra vires* of the Constitution. Religious leaders have exploited poor and weak governance (especially in Swat). In FATA, before 1999, only the *maliks* were allowed to vote. After universal franchise was extended to FATA, political opportunities remained confined to a few stakeholders. Political parties were banned in the area but the *mullah* was allowed to campaign openly from the pulpit. Many *mullahs* were, at times, openly hostile to any agenda of equal rights for women. It is hoped that the extension of the Political Parties Act (which allows the national political parties to operate in the area) to FATA will provide the necessary space to political workers and advocates to present a counter-narrative.

There have been only sporadic efforts to address the more serious violations of rights by traditional dispute resolution forums such as jirgas. Aside from isolated rulings by the superior courts, in recent years, the Supreme Court of Pakistan has termed jirgas and similar community forums of dispute resolution and punishment illegal, and ordered strict action against them; there has been little government response to these violations, however. Jirgas continue to operate with impunity and some members of the Parliament are active participants in or supporters of such forums (in part because formal and informal power holders may be the same person, or are closely related and not likely to censor each other). In some parts of KP, especially during the height of the militancy, these traditional forums—which had some minimal measure of social accountability to their communities—were replaced with Taliban-dominated forums that had even less accountability to the local population.

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<sup>120</sup> Ibid.

<sup>121</sup> Muselehati Anjumans are alternate dispute mechanisms, mediation councils, composed of one woman and two men from the community. Set up under the Local government system introduced by Musharraf. Supported by the UNDP Gender Justice program. [http://www.gjtm.gov.pk/about\\_project/index\\_about\\_project.php](http://www.gjtm.gov.pk/about_project/index_about_project.php)

<sup>122</sup> Chaudary, Z. (2010) Women Accessing Rights: Constraints and Benefits of Nonformal Legal Systems. Lahore: Shirkat Gah Women's Resource Center/Women's Empowerment in Muslim Contexts (unpublished research paper), and Balchin, Cassandra (2011) Strengthening International Programming on Access to Justice for the Poor and for Women: Lessons Learnt from Pakistan's *Musalihat Anjumans* and Other Programs. In Perspectives on Involving Non-State and Customary Actors in Justice and Security Reform, Editors: Peter Albrecht, Helene Maria Kyed, Deborah Isser, Erica Harper, IDLO/DIIS, 2011 | [http://www.idlo.int/DOCCalendar/DIIS\\_Book.pdf](http://www.idlo.int/DOCCalendar/DIIS_Book.pdf)

The reliance on jirgas discriminates against women. In practice, women have no access to the jirga except through informal channels that may not necessarily represent women's interests or voices. It is rare that a woman will go to a jirga to claim her property or inheritance rights. None of the women in the FGDs could imagine doing so; the consequences of going to court (in KP) or to a jirga might include shunning by the natal family and no status change in the marital relationship, and the chances of actually receiving their inheritance are very slim. In fact, women said that females had no recourse except the support of her brothers, fathers and uncles, and if absent due to death or migration from the conflict and floods, she was even more vulnerable in her husband's household. Despite religious injunctions to the contrary, men are extremely reluctant to give women their share of the inheritance; fathers and brothers claim that women are compensated in the form of a dowry, expenses of their children's weddings and sometimes education. Men in the FGDs acknowledged that women have religiously ordained inheritance rights "...most women don't need it. They say that we don't need it. Some people treat their sisters in a caring way. So, they don't need any share in property."

In the formal system, the registration of important life cycle milestones—birth, marriage, divorce, deaths, etc.—is important to be recognized as a citizen. The receipt of the National Identity Card (NIC) confers this right, with all its attendant responsibilities and the obligations of the state. The low number of women who possessed NICs prior to the crises of the past several years is evidence of the limited assistance doled out by the state to half its citizenry. 1998 census figures show that only 53 percent of women (49 percent of rural women and 62 percent of urban women) and 74 percent of men (60 percent of rural men and 72 percent of urban men) possess NICs. A NIC is needed to vote and access any government provision.

Older women are especially disenfranchised,<sup>123</sup> and the shift to the computerized NIC (CNIC) has exacerbated existing problems in obtaining the card since the old ID card is no longer sufficient proof of identity and further official documentation such as birth, marriage, and school certificates are required. Given the effects of the conflict and the natural disasters that have resulted in lost documentation (where it existed) and women's (especially rural women's) lack of literacy, women overall face greater problems than men. BISP has been able to increase the number of women (including both targeted beneficiaries and others) who have CNICs. The additional number of women who gained CNICs, though they were not original targeted beneficiaries, is a massive unintended positive consequence of the program. Until recently, no efforts had been made to help women acquire a CNIC. This was especially true of FATA and KP and most rural areas of Pakistan, a situation that women's rights organizations have often pointed out, especially in connection with increasing women's political participation.

The need to register those who require assistance in the aftermath of the multiple crises of conflict, floods and the earthquake led to a recognition of and inclusion of women in the CNIC issuance process, both as beneficiaries and as staff. BISP alone is credited with raising the number of women who have received CNICs to 15 million,<sup>124</sup> including 55,000 in FATA.<sup>125</sup> The introduction of BISP to FATA and the refusal to waive the requirement of having an identity card with a picture on it<sup>126</sup> has led to female registration in these conservative areas as well, pointing to the need for a firm policy position on recognizing women, and not their male guardians, as citizens in their own right. The now common acceptance of CNICs for women is not only a strategy that can be replicated when other benefits are offered; it also can be leveraged, for example, to promote political participation.<sup>127</sup>

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<sup>123</sup> Shirkat Gah. (2007) Talibanization and Poor Governance: Undermining CEDAW in Pakistan (Second Shadow Report). Islamabad, Pakistan: Shirkat Gah.

<sup>124</sup> Interview with Mr. Iftikhar Malik World Bank.

<sup>125</sup> Interview with Mr. Ahsan, Director General BISP Islamabad.

<sup>126</sup> Interview with BISP managers in Islamabad.

<sup>127</sup> As the USAID Gender Equity Program (GEP) is doing with NADRA.

## Power and Decision-Making

These domains pertain to peoples' ability to decide, influence, control and enforce personal and governmental power. It refers to one's capacity to make decisions freely and to exercise power over one's body within an individual's household, community, municipality and state. This domain also details the capacity of adults to make household and individual economic decisions including the use of household and individual economic resources and income and their choice of employment. Additionally, this domain describes the decision to vote, run for office or enter into legal contracts.

The domestic and the public sphere in Pakistan are both characterized by centralized decision-making, and KP and FATA are no exception. The head of the KP province is a governor and there is an elected provincial assembly of 124 seats. Seventeen percent (or 22 seats) are reserved for women and two percent (three seats) are reserved for non-Muslims. At this point, there are 22 female and three non-Muslim assembly members.<sup>128</sup>

The presence of women in Parliament, and the reserved seats allotted to them under the Local Government Ordinance (now at stake as provinces are in the process of redefining forms of local government), and the fact that women fill these seats show that women can and do get involved in political processes and decision-making. The new municipal plans developed for FATA by the Tribal Areas Rural to Urban Centers Conversion Initiative (TARUCCI) reserve one seat for women out of a total of 20 seats in the Municipal Committees. There also appear to be spaces opening up for political participation. For example, the FATA Reforms package recognizes political parties and upcoming elections that will be held in both KP and FATA. CAMP research found that people believe that "the women of KP and FATA have a right to speak for themselves and to be heard."<sup>129</sup> Shinwari contends that a woman "does exercise a significant degree of hidden control over them (the family/tribe)."<sup>130</sup> As noted in the previous sections, the particular socio-cultural context and certain individual characteristics such as age, class and education enable women to have more power and decision-making capacity due to the respect accorded to them. However, traditional practices and ongoing intimidation by groups assumed to have been dispelled continue to harm and suppress women's and girls' voices and agency.

In conflict-affected contexts, the USAID document, *Women in Conflict*, notes that, "Although women's roles vary in every conflict, they generally fall into the following categories:<sup>131</sup>

- Agents of positive change;

<sup>128</sup> [http://www.pakp.gov.pk/index.php/members/reserved\\_seats/en/19](http://www.pakp.gov.pk/index.php/members/reserved_seats/en/19)

<sup>129</sup> Understanding FATA Vol. V, 2011 CAMP

<sup>130</sup> Shinwari, A. (2011) *Understanding Jirga: Legality and Legitimacy in Pakistan's Federally Administered Tribal Areas*. CAMP

<sup>131</sup> The team has modified or added to the original list in order to cover dimensions that arose from the field research.

*Khiyal Zari, 40 years old woman settled in village Gurgury (Khyber Agency) shared, "It was just one month ago when we two women and three men were taking one of our relatives to the local Basic Health Unit. She had just given birth to a child an hour earlier and she was bleeding severely. On the way to the BHU, suddenly some militants stopped our vehicle and said, 'Run away! We need your vehicle for urgent work!' We all requested them to let us go because our relative was bleeding badly, but our request fell on their deaf ears. The militants refused to let us go and started to beat our men. In this situation, I took off my dopata (shawl) and laid it at the feet of one of the militants and humbly requested that they leave us because the woman was in a bad way and was near to death. The militant turned towards our driver and said, with fury in his voice, 'OK! You are free to drive!' We escaped with our lives."*

-Excerpted from the Study Report on the Impact of Crisis on Women and Girls in FATA- Khadija Nadeem.

- Frontline active participants/combatants (forced or voluntary);
- Behind-the-scenes supportive participants ('cheerleaders,' voluntary camp followers who perform a range of jobs: cooks, wives, health workers, etc.);
- Behind-the-scenes involuntary participants (involuntary camp followers who perform a range of jobs: cooks, wives, health workers, etc.);
- Victims and 'spoils of war;' and
- Newly responsible care providers.

The team found many examples of women taking on the roles of newly-responsible care providers, being victims and 'spoils of war' and agents of positive change. There are limited data on women's participation in most of these categories and most people, including those in the FGDs, cite the well-known story of Swat women's behind the scenes 'cheerleading' for the Taliban cause with sons and husbands and neighbors, persuading male relatives of the authenticity of the message of Fazlullah, the radio cleric, and the wisdom of joining his cause, raising donations for him and pressuring other women to do the same. Before the military operation, in the absence of men who had gone mostly to the Middle East as migrant laborers, the comparatively more empowered women<sup>132</sup> were specifically targeted by Taliban propaganda. Not all women who responded to the propaganda were uneducated; however, low levels of education and literacy contributed to the active support of women (as well as men).

However, the previous discussion noted that the majority of women are vulnerable when they try to exert their rights or assert power. The team heard numerous stories about women seeking help to exercise their rights, but without help, the women had to give up. The literature review and the primary data collected for this report show that, for most women in KP and FATA, such possibilities are limited unless facilitated through external actors and interventions. BISP plans to conduct impact evaluation research that examines whether the cash transfers to women have increased the voice of women in household decisions.

The potential for women (and others) to exercise power and decision-making capacity in favor of building a positive peace is largely untested in KP and FATA. At present, women do not have, nor have they had, a seat at this table, either formally during the peace brokering between the government and the militants or informally in communities. In the FGDs with women and youth leaders in Swat, the team learned of small peace-building initiatives being undertaken. In one instance, a CSO had convinced the returning IDPs not to boycott and to exclude those households that had supported the militants initially, thus paving the way for harmony within the community. In another instance, a women's CSO conducted a similar exercise by bringing together the women of households that supported the militants with those that did not, to talk about their shared issues. A number of individuals in the FGDs noted that many people have now turned against and regret having supported the Taliban because of the violent and oppressive treatment of the civilian population and the unexpected and unanticipated regime of fear they instilled. There is some evidence that young girls and women in particular have become anti-Taliban, and even anti-religious as a result of their experiences.

International research on gender sensitivity in conflict points to women's specific role in peace-building, as they are:

"...better able to frame appropriate responses to gender sensitive issues. These may typically include dealing with the impacts of and accountability for sexual violence as a weapon of war or meeting the needs of female ex-combatants. In addition, single female household heads benefit from gender-sensitive approaches to addressing

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<sup>132</sup> From men's focus group discussion in Swat.

their land and property rights or issues related to access to employment or public services such as justice, health and education. Women also make critical contributions towards the selection of beneficiaries for relief and reconstruction programs. It can also be argued that, through their social and kinship networks and habits of communication, women are valuable channels for communicating peace process outcomes into the wider community, thereby increasing the understanding of and commitment to the implementation of that process.

Finally, many women rightly see peace processes as a chance to increase their political participation and as an opportunity to take part in the post-conflict restructuring of society. The fact that their political participation remains so low—the latest International Parliamentary Union world average figure for women in parliaments is 16.2 percent—is the core reason why so few of them, or their views, are represented as or by negotiators and mediators in the first place. If their participation is not increased, the vicious cycle persists thereby excluding them and correspondingly limiting their capacity to collaborate at all levels in forging a sustainable and equitable peace."<sup>133</sup>

Although in the literature and in discussions, males tend to be painted with one brush regarding involvement in militancy and insurgency, the picture presented is not accurate. Males are caught up in cultural norms and traditions that have an impact on their roles in this conflict-affected context. In the clan-based tribal society of FATA, informal social networks comprised of relatives, friends or neighbors give rise to some of the strongest bonds. Cousinship and reliance on one's own tribe or sub-tribe means that once most of the tribesmen of this highly patriarchal society decided to aid or abet the insurgents, the rest of the clansmen had to follow whether they agreed or not. For example, most men of the small Sipah group (a sub-tribe under the main tribe, Afridis) were forced under duress into Mangal Bagh's group of *Lashkar e Islam*. Young men and boys in FATA appear to be more vulnerable than young women and girls to recruitment by the insurgents and criminal elements. This vulnerability is magnified by unemployment or underemployment. The large percentage of adult males seeking employment outside the region means divided families, which may trigger a personal search for identity, meaning and purpose, particularly by young males.

## Gender-Based Violence

KP has a sex ratio of 105 (based on 1998 census data).<sup>134</sup> Within the FATA agencies there is a high variation in sex ratios from 98 (Frontier Region Lakki) to 116 (South Waziristan). FATA has a sex ratio of 108 and a population of approximately four million.<sup>135</sup> As noted previously, an adverse sex ratio is indicative of systemic discrimination against females. In KP, the female literacy rate (three percent) is the lowest in all of South Asia. One out of 11 children dies before reaching his or her first birthday, and women face one of the highest maternal mortality rates in the world.

Four out of five women in Pakistan experience some form of violence during their lives.<sup>136</sup> The Aurat Foundation found a 13 percent rise in violence against women (VAW) cases (8,548 cases formally registered), with nearly 75 percent of the cases in 2009 coming out of Punjab and KP Provinces.<sup>137</sup> The incidents of

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<sup>133</sup> Potter, Antonia. (2008) Women and Negotiations with Armed Groups in Human Security Bulletin Vol. 6, Issue 2, February. Dilemmas of Negotiating with Non-State Armed Groups. Vancouver: Canadian Consortium on Human Security.

<sup>134</sup> Hudson, Valerie M. and den Boer, Andrea N. (2005) Missing Women and Bare Branches: Gender Balance and Conflict. ECSP Report, Issue 11. <http://www.wilsoncenter.org/sites/default/files/Hudson%2526denBoer.pdf> Birth sex ratios in several Asian countries are outside of the established norm of 105-107 boy babies born for every 100 girl babies.

<sup>135</sup> Population estimates provided by FATA Secretariat.

<sup>136</sup> Oxfam Great Britain. (2010) Report on the "We Can" Campaign to End Violence Against Women. Islamabad, Pakistan: Oxford Great Britain.

<sup>137</sup> <http://www.hrcp-web.org/shownews.asp?id=41>.

VAW show violence within the home, in public spaces and in the workplace. Any woman, regardless of socio-economic status or where she lives, is fair game. A key barrier to women's participation in development, politics or employment is the threat of violence. Social attitudes and practices that rigidly define women's roles and limit women's mobility and access to resources further normalize and make invisible violence against women both in the private and public spheres.

The findings of the FGDs echo the findings of other research—that domestic violence is endemic. A majority of the perpetrators of VAW who are reported are male family members.<sup>138</sup> However, with conviction rates of less than two percent, perpetrators enjoy almost complete impunity. All the women talked quite openly about the violent beatings they can receive at the hands of their husbands. Family elders try to intervene, but the husband can even lash out at a widowed mother if she tries to save her daughter-in-law. Often these beatings end in injuries that require treatment. The husband then takes the wife to a health clinic, usually a private one. In some cases, the women just pick themselves up, use home remedies to dress their wounds and, as they put it, “simply go back to work because food has to be cooked and the children cared for.” In response to a question about whether the violence has become more severe or frequent as a result of the conflict, women said that the loss of livelihoods, the complete sense of insecurity and powerlessness has led men, now cooped up at home, to get angry over little things.

There is some limited anecdotal evidence from the female FGDs that militancy has also led to an increase in incidents of rape. Several women recounted instances of the Taliban raping women. They also attributed their perceptions that rape had increased to the presence of men who were not of the village and the area and so did not feel obliged to respect the women. GBV cases such as these are often not reported, nor are they talked about amongst the women in the community.

The UN and NGOs have documented an increase in GBV during and after the conflict and during the floods and the earthquake.

“Even before the floods, an estimated 32 percent of Pakistani girls married before the age of 18 and 3.3 million children under the age of 14 were engaged in child labor. The floods cause insecurity in household food and income, elevating protection risks. The floods also increased children's vulnerability to trafficking and exploitation, disrupted community protective networks, heightened psychosocial distress and risk of physical and sexual abuse, and reduced the coping abilities of families and individuals. In areas affected by militant action, flood-affected children also required protection from abandoned weapons and unexploded ordnance.”

Organizations within Pakistan report on domestic trafficking, but trafficking is not acknowledged in policy circles. FGD data show that some families are marrying off their girls early to avoid any incidents that might tarnish the family honor. Persuading parents with the offer of an attractive *vulvar* or bride price, outsiders may use the guise of marriage to traffic women to other parts of the country.<sup>139</sup> There is anecdotal evidence of women and young girls being used as war booty and Taliban commanders demanding that common people marry off their daughters to rank and file militiamen. Women IDPs in our FGDs acknowledged that this might be the case, but that it could only be guessed at since no family would ever mention the name of the women who may have been trafficked or raped and sold. One CSO that focuses on girls' empowerment noted that girls' mobile phone numbers along with physical descriptions are being collected when the girls go to get their phone credit replenished, and the information can be distributed by the phone card salesmen at a rate of US\$1 for 10 phone numbers.<sup>140</sup>

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<sup>138</sup> <http://www.stophonourkillings.com/?q=fr/node/3313>

<sup>139</sup> CSO meeting with women; discussion with Kwendo Kor NGO and with women IDPs.

<sup>140</sup> The USAID Counter-Trafficking in Persons Policy includes Objective 5 Increased investments in TIP prevention and protection in conflict- and crisis-affected areas. The Policy states that, “Evidence indicates that traffickers are doing the same with different motives: increasingly using

## Victims of Wars and Armed Conflicts<sup>141</sup>

There are very few data available on the violence that boys and young men face in KP and FATA's conflict-affected context. There are stories of families being asked either to hand over a son for training with the militants or face a cash penalty, and of families preempting such a possibility by sending their sons away to safer parts of the country until security returns. There is also strong anecdotal evidence of endemic sexual abuse of boys and young men at madrassahs.

## Conclusions

The national gender equality machinery consists of progressive laws, policies, structures and mechanisms for advancing rights. However, the successful engagement of all or even a majority of citizens with this machinery is severely lacking, for women, but also for males from less privileged backgrounds. Devolution has brought both challenges and opportunities and there is a clear and pressing need to ensure that provincial gender equality machinery is sound and functional. There is also a serious need to bring FATA into the fold regarding its political and legal structures or it will be exceedingly difficult to implement gender equity strategies that move the population toward gender equality.

There have been significant changes in gender roles, norms and relations and across the six USAID domains due to the conflict, and natural disasters that have a profound impact on programming. Many of these changes are negative (e.g. the ongoing effects of trauma, loss of livelihoods for men and women, women's increased burdens, ongoing threats from criminal gangs and militants, to name a few), resulting in even greater hardship for the women, men, girls and boys of KP and FATA. Conclusions from our field research mirror those of the IRC: "Women tell us that war and its aftermath increase their fear, social isolation and financial deprivation."<sup>142</sup>

There seems to be an emerging community profile that is of concern: those remaining in villages are largely females of all ages, with an increase in the number of widows and female-headed households (estimates range from 4-15 percent of households depending on the document cited) who are often fearful of leaving their homes, old men, young men who do not have the means to leave and who are increasingly drawn into militancy and gangs, and unknown males (consisting of outside militants, government military, etc.). Large numbers of middle-aged males have been killed or are away from the villages for various reasons, often due to economic hardship. While there are increasing amounts of quantitative data on the individuals and communities of KP and FATA, there is a lack of qualitative data that can provide greater insights into effective programming decisions that address gender in those areas.

Access to resources and benefits is severely constrained in KP and FATA, not just along gender lines but also across tribal affiliation, family standing and social networks, income, asset ownership and education. Access is the critical factor in Pakistan that restricts women and girls from taking advantage of whatever facilities and opportunities that exist, be it in health, education or income generation. The 'push and pull factors' noted in the USAID Development Response to Violent Extremism and Insurgency are all present in KP and FATA, and affect women, men, girls and boys in similar and different ways. Cultural barriers to integrating gender and empowering women have been reinforced by the militants who have co-opted religion and used 'Western conspiracy' propaganda to accuse people of distorting religious values and Pashtun culture.

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technology, such as online classified ads, social networking forums, and SMS texting, to lure victims. The potential for the spread of trafficking activity through technology is vast...Youth are among the most vulnerable to trafficking and the most likely to use the Internet and mobile phones". There is little available research the prevalence of trafficking or how it occurs in KP and FATA.

<sup>141</sup> See [www.oxfam.de](http://www.oxfam.de), Mary Kaldor: *Neue und alte Kriege*, p. 18; [www.iraqbodycount/database/](http://www.iraqbodycount/database/); [www.thelancet.com](http://www.thelancet.com); AFP report on Darfur, 2.7.2004 cited in Heinrich Boll Stiftung Gunda Werner Institute. (2010) *Volume 6 Peace and Security for All: Feminist Positions and Perspectives on Peace and Security Policy: A position paper of the Gunda Werner Institute for Feminism and Gender Democracy*. Berlin, Germany: Heinrich Boll Stiftung [http://www.boell.org/downloads/GWI\\_6\\_Peace\\_Security\\_Endf\\_2010.pdf](http://www.boell.org/downloads/GWI_6_Peace_Security_Endf_2010.pdf)

<sup>142</sup> International Rescue Committee. (2012) *Let Me Not Die Before My Time: Domestic Violence in West Africa*. NY: IRC.

This situation places a particular constraint on approaches to include women and address their needs that must be done in ways that are seen as respectful of Pashtun values and in keeping with religion. The cultural pressures on males to follow the head of the tribe or clan, even if an individual does not agree, result in men being pulled into battles and causes with which they may not agree.<sup>143</sup>

The liaisons between militants and criminal gangs serve to continue to suppress the civilian population in many places, to hinder stabilization efforts that can lay the groundwork for development and yet also appeal to young men in particular for various financial and personal reasons.<sup>144</sup> The destruction of government schools drives girls and boys either out of school or into religious madrassahs which, in turn, limit both girls' and boys' educational opportunities and pull them into less desirable endeavors.

These dynamics pose a particular challenge when identifying approaches to include women and girls, in particular, but also men and boys, and to address their needs. The lack of opportunities and the situation of women in the very conservative Pashtun society and the relationship between isolation, under-development and extremism must be better understood. The PCNA identifies the minimum enabling conditions for validating diversity and equality for men, women, and youth: freedom of access, basic stability and regard for human rights. Such enabling conditions will have to appear in the face of the push and pull factors responsible for extremism and violence in much of KP and FATA.

There is solid evidence that norms and mores for women, including their mobility and interactions and engagement outside and inside the home, are not as rigid or monolithic as is believed by some key participants.<sup>145</sup> It also appears that the crises have given women some space to become more active in their families and their communities. Some of the positive changes include: increased openness of communities to civil society organizations, expressed enthusiasm for schooling for girls, exposure to new ways of thinking, and women informally taking on leadership roles. These positive changes are not unexpected; however, conventional wisdom on gender and conflict notes that, "...opportunities to address the role of women in conflict can be lost if the surrounding issues are not acknowledged and understood,"<sup>146</sup> and we would add, accounted for proactively in designs and implementation approaches.

By the same token, the opening of spaces due to changing relations, roles and norms needs to be exploited or the opportunity for rapid positive change will be lost as community members (return to) rebuild their lives. In the case of stabilization, interventions have to be approached in creative ways that support female empowerment and gender equality. A wealth of experience does exist on how (and how not) to do so; tapping into this experience is key. When grassroots forums exist that encourage the participation of women

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<sup>143</sup> The ethnologist Georg Elwert, who coined the term "markets of violence" in the 1990s, defines it "as a conflict, in the form of a civil war, a warlord system or marauding, which is dominated by the economic motive of material profit." In fragile or failed states, warlords, multinational corporations, and private military and security agencies appear on the scene as economic players, and introduce calculated and premeditated violence to enrich themselves – such as by trade in weapons, fuel, drugs, women, and children, by kidnapping, extortion, and protection money, or by illegal or semi-legal exploitation of resources – for example, in the mines of the Democratic Republic of Congo. Often these strategies of violence are masked as ethnic conflict, such as in Afghanistan's Pashtun areas. Their true cause, though, is frequently not a conflict between "tribes," one over "ethnicity" or between "clans," but one taking place in a totally deregulated economy, in societies permeated with violence, and where there are few or no job opportunities in the peaceful sectors of the economy. It is not uncommon for Western countries and even aid agencies to become involved in this war economy, e.g., if they pay protection money to warlords in order to transport relief supplies to a war-torn area. Since these perpetrators or merchants of violence profit enormously from the conflicts, they have no interest whatsoever in peace agreements and torpedo them wherever they can. This makes ending such conflicts highly difficult.\*

<sup>144</sup> Elwert, Georg. (1997) *Gewaltmärkte*, in Trutz von Trotha (ed.), *Soziologie der Gewalt* (Opladen) and Elwert, Georg. (1998) *Wie Ethnisch sind Bürgerkriege?* E+Z, No.10, October, 1998, pp.265-267 cited in Heinrich Boll Stiftung Gunda Werner Institute. (2010) Vol. 6 *Peace and Security for All: Feminist Positions and Perspectives on Peace and Security Policy A position paper of the Gunda Werner Institute for Feminism and Gender Democracy*. Berlin, Germany: Heinrich Boll Stiftung [http://www.boell.org/downloads/GWI\\_6\\_Peace\\_Security\\_Endf\\_2010.pdf](http://www.boell.org/downloads/GWI_6_Peace_Security_Endf_2010.pdf)

<sup>145</sup> Reservations about women's roles and involvement were expressed solely by male key participants (although, by no means, by all male key participants); no female key participants expressed such reservations. Several key participants (male and female) identified a number of ways and means of furthering gender-sensitive programming and noted the fairly wide variation in practices across all of KP and FATA which was backed up by our field research as well.

<sup>146</sup> USAID. (2007) *Women and Conflict: An Introductory Guide to Programming*. Washington, DC: USAID.

and other marginalized groups in the community, these can also support peace-building efforts. A designated female political seat in each TARUCCI area is commendable, but there should be at least two to four political seats for women, to counter the social context in which a lone woman is unlikely to be comfortable in a roomful of men. The FATA Reforms package and the upcoming elections present an opportunity to use CSOs to mobilize women and men to participate. Feasibility studies could be undertaken to provide women access to livelihoods that do not place an extra burden on them without commensurate rewards.

Infrastructure presents an opportunity to discuss with women how the benefits from the infrastructure might be extended. For example, would public private partnerships with transportation companies improve services and help women travel safely and inexpensively to a health facility or help girls commute to school? Could primary schools be used as gathering places for women after school hours for functional literacy and numeracy, health or leadership training or to hold a woman's only bazaar once or twice a month?<sup>147</sup> Further ways of extending the benefits of existing programs are discussed in greater detail in Annex 14.

The invisibility of women, not just in statistics, but, in all aspects of public and social life in KP and FATA, is severe. This is not to say that women are not active participants in economic, political and social life - rather, the socio-cultural constraints that define their operating environment cast a cloak of invisibility over them.

“Understanding the culture and currently prescribed role of women in a society is absolutely necessary when working on gender-specific programs. This remains true during conflict and in its aftermath. Women’s role and status in society will determine best practices and the appropriate means of intervention in order to empower – rather than endanger – women. While in some cases women’s position in society is relatively strong, in other cases religion, tradition, legal status or other issues may present substantial obstacles to program implementation.”<sup>148</sup>

To this, the team would add that understanding the culture and currently prescribed and changing role of men in the KP and FATA contexts is equally essential. The team’s view is supported by recent work by Aslam<sup>149</sup> that focuses on how masculinities are constructed in Pakistan and interact with Islamist militancy. A lack of recognition and understanding of culture and roles and the openings that come from war and other crises can directly and indirectly bias programmatic policies and interventions and/or lead to a superficial treatment of gender that affects not only women but also men, boys and girls.

Examples from the education, health, economic growth and infrastructure sectors, and gender shifts that have occurred due to the conflict and crises are incorporated in the analysis below. These domains are supplemented by an additional discussion of ‘push’ and ‘pull’ factors that are drawn from the USAID Development Response to Countering Violent Extremism and Insurgency.

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<sup>147</sup> USAID. (2005) OTI Afghanistan Program Evaluation: Gender Initiatives and Impacts. Kabul: USAID.

<sup>148</sup> USAID. (2007) Women and Conflict: An Introductory Guide to Programming. Washington, DC: USAID.

<sup>149</sup> Aslam, Maleeha. (2012) Gender-Based Explosions: The Nexus Between Muslim Masculinities, Jihadist Islamism and Terrorism. Tokyo: United Nations University Press.

## PART III: GENDER ASSESSMENT OF USAID PAKISTAN STABILIZATION PROGRAMMING

### The USAID/Pakistan Stabilization Strategy<sup>150</sup>

#### Results Framework

Stabilization programming is located under Assistance Objective 3: Increased stability in targeted clusters of FATA and KP (see Figure 6).

#### The Stabilization Strategy and Assistance<sup>151</sup>

The current strategy focuses on supporting the GOP's "clear, hold and build" effort through short-term development activities, and some longer term infrastructure investments, that help make communities in conflict and post-conflict areas inhospitable to insurgents and more supportive of government authorities. These activities include investment in small-scale infrastructure, appropriate industries and agriculture, as well as support for incremental improvements in governance that help strengthen communities and relations between communities and the government. Stabilization activities are expected to result in the drawing down of Pakistani troops in areas where activities are underway, reduction of insurgent attacks, rise in employment and incomes, and increased acceptance of local government authority.

USAID stabilization guidance includes several important working principles to which all programs and implementing partners should adhere, particularly:

- **Stabilization is a different development assistance approach.** It is a necessary precursor for USAID's long-term development goals, and stabilization programming often has different objectives, beneficiaries, modalities and measurement tools.
- **Context matters.** Flexibility is required when programming resources and identifying benchmarks. USAID should clearly identify how a program supports the advancement of a community along a stability continuum to allow people to have a common understanding of their environment and appropriately focus, integrate, and adapt programs.
- **Hone in on sources of instability.** Customized, adaptive programming, grounded in research and experience is required to identify and effectively respond to specific drivers of instability. The disciplined application of analysis is as critical in a stabilization context as in any other.
- **Take the pulse of the population.** A key element in counterinsurgency is support of the local population for the government in fighting the militancy. A wide array of tools is needed to understand how that support shifts over time and how actions drive changes in perception and behavior. USAID should incorporate perception surveys attuned to local context and objectives to inform analysis of instability, establish baselines, and measure impact.

Stabilization programming comes in a variety of forms. Increasingly, USAID/Pakistan is moving toward government to government (G2G) implementation agreements or budgetary support as a preferred mechanism. At present, five out of the 16 programs/projects reviewed (excluding the MDTF projects that are

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<sup>150</sup> See Annex 6 for a visual of the Stabilization Program Results Framework.

<sup>151</sup> The overview of the assistance is not comprehensive. The content focuses on the programs the team was asked to review.

only just coming on board) are based on G2G memoranda of understanding (MOU): two at the national level (BISP and the Citizens' Damage Compensation Program (CDCP)) and three at the provincial (KP or FATA) level (KP Reconstruction Program, Malakand, HUASP and the FATA Infrastructure Program). Six programs/projects are in the form of cooperative agreements (including one Public International Organization (PIO) with UNICEF) with international non-governmental organizations that, in turn, subcontract Pakistani CSOs to carry out the work on the ground. In some cases, the USAID Peshawar office both funds and manages the cooperative agreements and, in other cases, the office manages the agreements on behalf of USAID Islamabad which provides the funding.

The U.S. designs stabilization activities to be closely aligned with the objectives of the PCNA. The programs are to be coordinated closely with the activities of the MDTF, which supports programs/projects in KP, FATA and Balochistan. Among the donor agencies that have pledged funds to the MDTF, USAID/Pakistan is the third largest donor after UKAid and AusAID. The MDTF-funded projects are proposed by the governments of FATA, KP and Balochistan, and then are developed and approved through a World Bank Government of Pakistan process involving the World Bank, the local authority stakeholders, the Economic Affairs Division and line Ministries. The Steering Committee and Donor Advisory Committee in which USAID/Pakistan participates are not involved in design or oversight at the project level but provide higher-level MDTF-level oversight and counsel.

The objective of USAID/OTI's program is to support conditions for stability and development in conflict-prone areas of FATA and KP. USAID/OTI seeks to reinforce stability, counter extremism, and extend the writ of the government in these areas by supporting good governance practices, encouraging broad-based community participation in decision-making processes, and increasing public access to information about the government's social, economic and political programs and policies. USAID/OTI's program executed its first response in FATA in November 2007 and has committed US\$144.36 million to date.

In FATA, since January 2008, USAID has completed over 1,500 community-based projects; supported livelihood programs in agriculture, micro-enterprise development, community health, and education; held vocational trainings; and awarded scholarships. In 2010, USAID began implementing a major infrastructure development program in South Waziristan. A similar program is planned for North Waziristan. USAID has helped the FATA Secretariat improve its capacity for program analysis, monitoring, and evaluation. Until recently, the U.S. has been the only bilateral donor implementing major stabilization programs in FATA. USAID has also launched programs in the Malakand Division, including the US\$36 million Malakand Reconstruction Program (focused on rebuilding social infrastructure destroyed by insurgents), the US\$65 million Malakand housing compensation program, and activities focused on boosting small businesses and employment opportunities in the area. Concurrently with the stabilization program, U.S. Government resources have been supporting the significant humanitarian and early recovery needs of flood victims in both KP and FATA.

## **The Seven Principles of USAID's 2012 Gender Policy**

This section uses the seven guiding principles from the USAID Gender Equality and Women's Empowerment Policy (2012) to frame the team's findings.

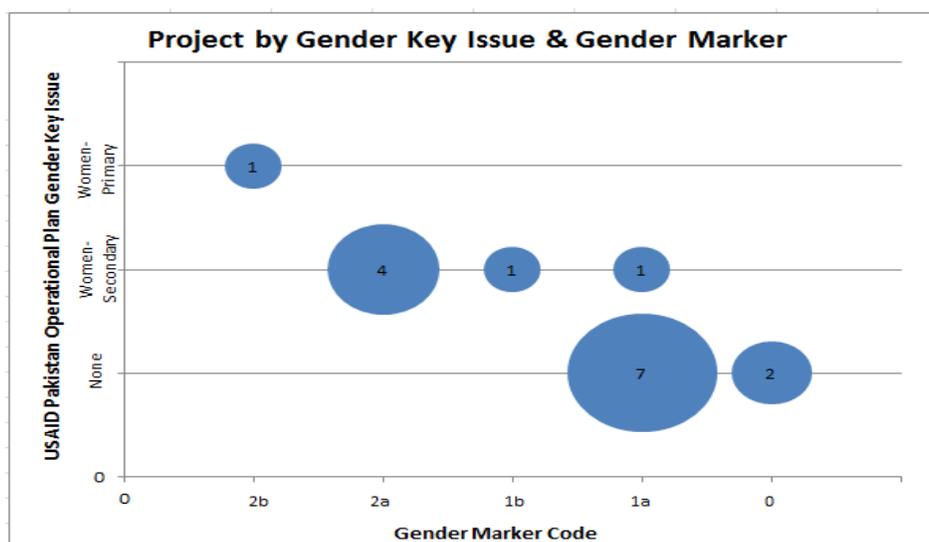
### **Principle I: Integrate Gender Equality and Female Empowerment into USAID's Work in a Stabilization Context**

Current strategic documents express a commitment to gender equality and female empowerment. The Mission Results Framework has gender equity as a separate cross-cutting issue. Good governance, a second cross-cutting issue, inherently has gender equality as a core element and the third cross-cutting issue, improved public perception of the U.S., means that the female half of the public needs to be addressed. A

review of the USAID/Pakistan Mission Performance Management Plan (PMP) shows strong gender statements for each of the Assistance Objectives.

Figure 4<sup>152</sup> below shows that those programs/projects that are designated as Women-Primary or Women-Secondary or that sit under the MDTF<sup>153</sup> are likely to score higher on the Gender Marker Code (GMC) scale than those that are not classified as Women-Primary or Women-Secondary. The figure also shows that there is no programming in GBV and Women, Peace and Security (WPS) and a large number (9 out of 16) of programs that fall under the 'None of the 4/Presumed Benefits' category and also have the lowest Gender Marker scores.

**FIGURE 4: USAID OPERATIONAL PLAN GENDER KEY ISSUE DESIGNATION BY GMC DESIGNATION**



Source: Authors. (2012)

The analysis shows that most initiatives do not meet the GMC 2a (gender analysis in the needs assessment that leads to gender-responsive activities and related gender outcomes). The analysis also shows that much of the USAID/Pakistan-managed programming is not focused on women in general or GBV (which is commonly known to be a significant social issue in Pakistan in general and is known to escalate during time of conflict and crisis based on international research and needs assessments as well as the team’s field research undertaken in KP and FATA). Although WPS is a new designation for budgeting (emerging from the U.S. National Action Plan for Women, Peace and Security), one might argue that it is not expected that current programs/projects would be found in this category. However, given that KP and FATA are, and have been for some time, conflict and crisis-affected contexts, and given the availability of literature on gender and conflict, one might have expected that some existing programming would sit in the GBV and/or the WPS category (even if informally).

<sup>152</sup> A rating of the 16 programs/projects was undertaken based on available<sup>152</sup> documentation using: 1) the USAID Operational Plan Gender Key Issue classification scheme (Women-Primary, Women-Secondary, GBV and WPS. An additional heading called, ‘None of the 4/Presumed Benefits’ was incorporated to identify those programs and projects that do not fit within any of the Gender Key Issue categories due to the absence of any specificity in programming documentation about gender. A (somewhat subjective) GMC (based on an adaptation of the IASC Gender Marker Code guidance) was also used.

<sup>153</sup> The documentation available to the team also showed that there was a more substantive discussion of gender in these programs than in the others reviewed.

It should be noted that USAID/Pakistan's support to the sole Women-Primary program that benefits both KP and FATA, the Benazir Income Support Program, will be ending this year (as will some of the Women-Secondary programming). This means that no programming for both KP and FATA will fall under the Women-Primary category (the Gender Equity Program (GEP) is implemented in KP but not in FATA). This situation is problematic for a number of reasons including the lack of consistent gender-responsive programming overall, the focus of Women-Secondary programming on women as beneficiary-recipients rather than beneficiary-actors, change agents and leaders, and the extreme marginalization of females in both KP and FATA. Women-Secondary programming will largely be located under the MDTF within which USAID has more limited scope to affect gender treatment than within its own contracts. Although a gender audit was not undertaken for this study, it is likely, based on the evidence available to the team that the findings of an Afghanistan study would also apply to KP and FATA programming:

“Despite these examples, the vast majority of donor funding for post-conflict reconstruction is not targeted at women nor does it promote gender equality. In some cases, a gender budget analysis—a comparison of spending in different sectors *vis-à-vis* women's priorities—of humanitarian aid and donor funding can assist the international community in determining the amount of support that is or is not flowing to women. Various members of the U.S. Congress, for example, have suggested that the Women in Development (WID) office at USAID conduct an agency-wide “gender audit” during the appropriations process to determine the extent to which women's needs are integrated in its programming. Similarly, a United Nations Development Fund for Women (UNIFEM) analysis of the US\$1.7 billion UN 2002 reconstruction plan for Afghanistan found that only 0.07 percent was allotted for women-specific projects. Given the high priority of the international community to advance women's rights in Afghanistan, this figure would clearly denote that support does not meet the critical objective and subsequent budgets should be adjusted.”<sup>154</sup>

### **Gender-Sensitive Indicators**

According to the Organization for Economic Cooperation and Development's (OECD) Development Assistance Committee (DAC) guidance, “...in the area of managing for results, performance assessment frameworks will better document the quality of results when:

1. Performance assessment frameworks include measurable results indicators for gender equality and women's empowerment.
2. Sex-disaggregated data are collected, analyzed, used and disseminated (Accra Agenda for Action, 23a); and there are indicators for gender equality and women's empowerment in monitoring systems for each sector.”<sup>155</sup>

USAID notes that, “Gender analysis goes beyond disaggregating beneficiaries by sex. It considers ways in which gender relations may affect the achievement of results and how results may affect the status of women and girls.”<sup>156</sup>

Most mechanisms do incorporate the most basic level of gender-sensitivity: disaggregation by sex. However, as articulated in the USAID quote above, beneficiary sex-disaggregation is not sufficient - it is only a starting place. A few mechanisms have one or two gender-sensitive indicators. One example is the FATA Child

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<sup>154</sup> United States Institute of Peace. (2005) *Charting Progress: The Role of Women in Reconstruction and Stabilization Operations-Companion Article to the Special Report*. Washington, DC: USIP Working Group on the Role of Women in Reconstruction and Stabilization Operations.

<sup>155</sup> OECD DAC. (2008) *DAC Guiding Principles for Aid Effectiveness, Gender Equality, and Women's Empowerment*. Paris: OECD and OECD DAC. (1999) *DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation*. Paris: OECD.

<sup>156</sup> USAID. (2012) *USAID Gender Equality and Female Empowerment Policy*. Washington, DC: USAID.

Health Program (CHP) which targets females of reproductive age who are mothers with delivery of services largely through female service providers (Lady Health Visitors (LHVs) and Lady Health Workers (LHWs)). The FATA Child Health Program (FCHP) PMP specifies disaggregation by ‘gender’ only for adults, but not for children. However, a conversation with the FCHP team indicated that the project does collect sex-disaggregated data for children.

The MDTF as an aid modality does not appear to have overarching indicators (gender-sensitive or not). Individual projects under the MDTF will apparently have their own sets of indicators. These indicators were not available for the team to review, nor were those for the CDCP, BISP, or the Child Protection Program (CPP) (however, from reading the CPP quarterly reports, it is clear that the project disaggregates data by sex). It is not possible to comment on the USAID/OTI indicators, because USAID/OTI does not require reporting against a specific set of indicators. USAID/Pakistan is developing a stability index under the Monitoring and Evaluation Program (MEP), which also provides general monitoring and evaluation support to the mission and implementing partners. This contract provides an opportunity to introduce gender-sensitive indicators.

## **Principle 2: Pursue an Inclusive Approach to Foster Equality in a Stabilization Context**

There appear to be two overriding treatments of women (and men) in the 16 programs/projects: 1) women as assumed recipients in a passive sense (e.g., they now have access to water and roads, although there is no data on just how the improved water supply affects women or how often and when they actually use the roads) and 2) women as recipients in a more active sense (e.g., as learners about health care of children or themselves or as income generators). Men are not mentioned specifically in any documentation except the FATA CHP where some community males (often the relatives of the LHWs and religious leaders) have been brought on board as ‘activists.’

Documents for a number of projects express the desire to ensure that the services provided meet the needs of all, including women. However, there is a lack of serious strategizing and planning for how services can be designed to meet the needs of all. Access to benefits and the relevance of those benefits for everyone is largely based on assumptions since the voice of women and girls and even many men and boys is not necessarily taken into account by many of the projects. The two national programs, BISP, which has a ‘women-primary’ focus and CDCP, which has a ‘women-secondary’ focus, are particularly successful in empowering large numbers of poor women, including widows and female-headed households. There is also emerging evidence internationally that cash transfers (if they do not create too great of an advantage for females over the males in the household) have a mitigating effect on domestic violence. BISP will also analyze qualitative data to examine the effects on women’s decision-making capacity in the home. In addition, both programs have introduced millions of poor women and men to new technologies, enabled the acquisition of CNICs and resulted in many poor people opening bank accounts for the first time. USAID’s agreement does not suggest there were aspirations beyond providing money to poor women.<sup>157</sup>

Communities (all members as well as school-going male and female students) are considered to be beneficiaries of the infrastructure reconstruction programs. The USAID/OTI database does not facilitate easy disaggregation of benefits for different groups. Children (boys and girls) are mentioned specifically in the FATA CHP and the CPP (including ‘militarized’ young men).

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<sup>157</sup> UKAid specifically targets 10 percent. It also brought additional benefits as a significant number of beneficiaries expressed interest in converting their cards into permanent bank accounts despite the vast majority not having had previous contact with formal financial services. For example, UKAid, leveraging its Pakistan’s Financial Inclusion Programme that operates with the State Bank of Pakistan and the private banking sector, expects around 120,000 new accounts to be opened (given that women-headed families are targeted beneficiaries, it is likely that some of these accounts will be held by women). DFID will work with banks to support WATAN customers in upgrading their virtual accounts to a basic savings account, with a target of at least 10 percent doing so including efforts to minimize barriers to access to financial services for women. This financial deepening will add an additional coping mechanism for vulnerable households, which formal financial services can provide through enabling them to smooth their consumption patterns.

Analyses of inclusion and exclusion are important dimensions of conflict-sensitive programming since real or perceived exclusion and an absence of strategies to mitigate exclusion can be drivers of conflict. Anecdotal evidence from the field work reveals instances where ‘goods’ are distributed based on the distributors’ views about individuals’ loyalty to either the government or the militants, and even whether a family stayed behind or left the area and then returned. The UNDP Peace and Development Program (PDP), funded by the Government of Japan, and implemented by PaRRSA in Malakand Division, is an interesting example of a program that has conflict-sensitivity at its core. It has established community peace committees, citizen groups and ‘one window’ facilitation offices and worked to build the capacity of the District Bar Association and District Press Clubs.

Overall, most program/project documentation does not comment on or address all four groups (i.e. women, men, girls and boys) and the differential effects of the conflict and natural disasters on each group, or identify how the program/project will or will not affect each group and why. Generally speaking, the 16 projects can be divided into three categories: 1) those that, by design, targeted women as the primary or secondary beneficiaries; 2) those that provided benefits to either females or males or both in a visible manner but did so by default, not necessarily by design; and 3) those that did not in any obvious or significant way factor gender or females into the design or implementation but assumed that females and males would benefit as a result of the output(s) provided.

There is a range of intent regarding the treatment of gender. For example, some projects make ambitious statements about services to meet the needs of all (e.g., the MDTF Governance Project which aims to have women represented in all levels of government) whereas others make less ambitious statements (e.g., the MDTF Rural Livelihood and Community Infrastructure Project which targets three percent of women out of 850 entrepreneurs, the FATA Institutional Strengthening Project which “...through its skill enhancement and capacity development initiatives, is directly benefitting the women employees in the FATA Secretariat and FATA Development Authority”) and others state that there are no gender implications given the systems development nature of the program. Others contain vague statements. For example, USAID/OTI documentation notes, “FATA and KP are Pakistan's most conflict-prone areas, and women and girls living there often face particularly daunting challenges to leading healthy and productive lives. USAID/OTI’s overall strategy for fostering stability in FATA and KP is to support the GOP in responding to the critical needs of its citizens in these areas. The program's approach to gender is guided by this strategy, supporting efforts that address broad community priorities, as well as the unique needs of sub-groups like women and girls. Since the outset of the program in 2008, USAID/OTI has sought to include the voices of local women to the extent possible.”

Many programs have produced separate and unique benefits for women, men, girls and boys. Those that stand out for addressing women and men and female children include: BISP, CDCP, the FATA CHP and CPP. For example, the CPP reported a large increase in birth registrations, the Sabaoon Center rehabilitated 106 children and 10,000 vulnerable women were referred for services.

An interrogation of the USAID/OTI database showed that there are quality issues that make any analysis of benefits to different groups difficult. If the quality of the database and the data entry, USAID/OTI should then be able to identify benefits unique to females and males. USAID/OTI also mentions supporting the creation of 2.2 million days of short-term employment. However, it does not disaggregate employment by sex, age or socio-economic status. In the absence of a gender strategy and given the conservative context, one would assume that the bulk of the employment opportunities went to men. As of January 12, 2012, the program had trained around 35 female journalists<sup>158</sup> on topics such as radio production and budget reporting. In addition, USAID/OTI has provided financial support to NGOs that produce media content targeting women.

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<sup>158</sup> Thirty-five female journalists out of 1,642 journalists trained overall is not considered to be a success story by the team. USAID/Pakistan has indicated that there may be data that show greater numbers. The team, however, did not have access to such data.

BISP was designed in 2008 as a pro-poor women's national unconditional cash transfer program. USAID/Pakistan has provided US\$160 million in funding for two years (2011 and 2012), particularly for assistance to women and their families in KP and FATA. Annex 14 presents all 16 programs/projects that the team examined, identifies these benefits to the extent possible based on available documentation, and provides a number of specific opportunities for extending the benefits and the impact of the respective programs/projects.

### **Principles 3 & 6: Build Partnerships across a Wide Range of Stakeholders & Serve as a Thought-Leader and Learning Community**

The analysis addresses Principles 3 and 6 together since the team views them as interdependent. There is a perception among those interviewed within the GOP and among other donors and development partners that USAID/Pakistan is not a notable contender in the gender arena. Other groups, even though they have substantially less funding than USAID, quickly sprang to people's minds: "the Norwegians, the Germans, the Swiss, the British, the Dutch." The few times that USAID was mentioned were in reference to the GEP rather than USAID as an organization committed to gender equality and female empowerment. There was also a perception that USAID is not leveraging what a number of donors and development partners see as its substantial might and that it does not like to interact with other partners as per the Paris Declaration, the Accra Agenda for Action, and so forth. Several of those interviewed expressed the desire that USAID become more visible on the gender frontier.

To date, USAID has not utilized opportunities to build partnerships to address gender across a wide range of stakeholders at either the national or sub-national levels. For example, KP and FATA have a core of provincial level actors committed to addressing gender and neither area suffers from a shortage of CSOs (although FATA is less advantaged). CAMP alone maintains a database of more than 400 locally-embedded CSOs, including seven women-headed CSOs that focus specifically on women's issues. Larger national or regional CSOs frequently have offices in districts and agencies and liaise regularly with indigenous CSOs. International NGOs use these larger CSOs as sub-contractors and draw on these CSOs' own internal structures and external networks to carry out projects. It is important to move beyond the old '3M's' (Military, *Mullahs and Malikis*) to a new set of '3M's': *Masharan*, Mothers and Mobilizers. The University of Peshawar Gender Studies Center (which was the beneficiary of some initial capacity building under a prior USAID project and will eventually benefit from capacity building under the GEP) would be a logical partner for gender and conflict-focused research and it could draw local, indigenous CSOs into the research process. Effective communication of research results to government is essential and there is an emerging body of literature on how to go about this communication.

The team examined the various levels of government from the national to the community levels to identify entry points for USAID to pursue in building its reputation as a leader/thought leader. These are discussed in Annex 12: 'USAID as a Thought Leader.'

### **Principle 4: Harness Science, Technology and Innovation to Reduce Gender Gaps and Empower Women and Girls in a Stabilization Context**

The evidence internationally and within Pakistan, including in KP and FATA, is clear: giving women and girls access to opportunities to engage with science and technology and other innovations is an efficient and effective way to empower females and to reduce the gender gap.<sup>159</sup> USAID/OTI notes that the engagement of media with the GOP has been successful, and the FATA Secretariat has established an Information and Communications Directorate (that is not yet functional). There have been some examples of both successful and unsuccessful introduction to and use of mobile telephony by women; for example, women beneficiaries using mobile phones to take pictures of water and sanitation (WATSAN) facilities for a donor. As mentioned

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<sup>159</sup> Plan International. (2011) *Because I am a Girl*. Washington, DC: Plan International.

earlier, the PCNA recommends incorporating ICTs in KP and FATA programming. Traditional communication technologies, including radio, have been used for good and ill.

ICTs, particularly radio, have been instrumental in conveying information from both ‘sides’ (Taliban and government). The Taliban proved more nimble and effective initially at exploiting radio for its purposes, and the government, with donor support, is now taking communications seriously, hence the establishment of the Information Directorate in the FATA Secretariat. Radio and other (social) media have not been exploited to the extent they could or should be, both in terms of educational content (for information and knowledge building of women and men, and for providing learning content for children, including girls, who cannot access schooling due to insecurity or open conflict). UNDP produced an excellent document, ‘Media as a Tool in Fostering and Reconciling Conflict: A Gender-Based Case Study from Malakand Division,’ with a set of specific recommendations including the “dire need to engage and address women through radio and TV programs, particularly to educate them on the role they can play in conflict mitigation and resolution and to disseminate information on their rights and entitlements as per Islam and state law.” The NGO, Shirkat Gah, has also produced an excellent resource, ‘National Strategy on Strengthening Women’s Strategic Use of ICTs to Combat Violence Against Women and Girls.’<sup>160</sup> As one key informant noted, “People in KP and FATA may not always be going out to the world, but the world is coming to them through television, Internet cafes and mobile phones!”

### **Principle 5: Address the Unique Challenges in a Crisis and Conflict-Affected Stabilization Context**

The literature and international experience are clear: 1) gender plays an important role in the prevention of and healing from conflict; 2) genuine security requires not only the absence of war, but also the elimination of unjust social relations,<sup>161</sup> and 3) donor-supported national plans largely ignore gender or use it as a mere add-on. Humanitarian discourses and post-conflict reconstruction frameworks continue to miss the shifts in gender relations during conflict and thus are unable to exploit the potential multiple empowering roles of women including community survival and peace-building. As was mentioned earlier in this report, international empirical research (as well as research in Pakistan) reveals a co-relation between conflict and increasing domestic violence (i.e. the connection between violence, militarism, and the construction of a macho masculinity).<sup>162</sup> The trend towards the feminization of poverty due to conflicts and natural disasters is arguably linked with these aspects and compounded by the failure to address gender inequalities including equal involvement of women in community management, peace processes (local and beyond), and reconstruction activities. Addressing the involvement of women, particularly in highly conservative, complex, and patriarchal societies, such as those found in KP and FATA, requires policies, planning, and designs that build on an in-depth knowledge of the context and cultures and seek out and exploit emerging opportunities. Depending on the context and keeping conflict sensitivity in view, areas affected by conflict can present opportunities for addressing gender.

Analyses of gender differences are available in international literature on how conflict, crises (including natural disasters) and development itself have differential effects on people of different sexes, ages and income groups and in some secondary source documentation (particularly documentation linked to GOP national-level research studies or surveys). The conclusions from an International Alert document on implementing UNSCR 1325 applies to the current stabilization objective: “One of the key opportunities that needs to be seized, is the pursuit of a gender-sensitive reconstruction (stabilization) process. If women are to assume their rightful place alongside men, mechanisms need to be put in place that take full account of the rights of both men and women. Instruments that are binding need to be drawn on in legal, judicial and civic

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<sup>160</sup> Shirkat Gah. Islamabad, Pakistan: Shirkat Gah.

<sup>161</sup> [http://www.boell.org/downloads/GWI\\_6\\_Peace\\_Security\\_Endf\\_2010.pdf](http://www.boell.org/downloads/GWI_6_Peace_Security_Endf_2010.pdf)

<sup>162</sup> UNIFEM. (2002) Women, War and Peace: The Independent Experts Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building. New York: UNIFEM.

reform to prevent discrimination against women in Pakistan. UNSCR 1325, in particular, emphasizes the importance of women's full participation in the rebuilding of their countries and highlights the unique contribution that women can make to peace-building and reconstruction (stabilization) efforts. Yet, gender is still not fully integrated into the reconstruction (stabilization) process. Although promoting gender considerations and gender awareness, and increasing women's participation, is both challenging and complicated in the KP and FATA<sup>163</sup> context, it is important for the promotion of sustainable development and a just and lasting peace. Gender inequality and women's exclusion hinders progress by denying one half of the population equal opportunities."<sup>164</sup>

According to a recent Norwegian Agency for Development Cooperation (NORAD) study,

“There is reason...to question an oversimplified approach to rural development in post-conflict KP, where development is often seen as being merely a problem of rebuilding infrastructure and providing agricultural inputs for restoring production as the police hold off insurgents. Previous studies of post-conflict rural development in, for example, Sudan and Sri Lanka and Afghanistan reveal that rural development in post-conflict areas is both complex and varied, involving shifting power relations among and between local and government actors and institutions, where some institutions have become weakened, while others have been strengthened, and perhaps new or dormant interests have emerged. Resource conflicts are common and can reflect both inequalities which existed before the conflict, as well as those which were created as a result of the conflict. ...insecurity can take many forms, only one of which is the threat from insurgents...the situation in KP is more complex than reflected in current development and security policies. In fact, there are indications that development policy in KP is increasingly being influenced by security discourses, so much so that other aspects of rural development...which may be critical for sustainable and equitable rural development are ignored...there is a need for a better understanding of how different people manage, or fail, to address food and livelihood security in this post-conflict, post-flood situation, and the implications this has on ways in which rural development is designed and supported.”<sup>165</sup> (Emphases added.)

None of the programs/projects of the 16 were found to incorporate programming to address gender-based violence or women, peace, and security; although there is emerging research that cash transfers to females mitigate domestic violence in crises.<sup>166</sup> BISP, CDCP and HUASP (if it managed to access females in a sensible manner) could be important for reducing GBV.

None of the 16 programs/projects make reference to conflict sensitivity analysis as a core methodology and none mention the more specific gender-responsive conflict sensitivity analysis. National programs such as BISP and CDCP are rolled out in KP and FATA in the same manner as they are elsewhere, without regard for conflict sensitivity. The upcoming BISP impact evaluation considers only the effects of the assistance within the family unit. According to a USAID informant, “Stabilization work is not about transformative development—rather, it is about creating the conditions for transformative development.”

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<sup>163</sup> Khyber Pakhtunkhwa and FATA are substituted for 'Afghan' in the original text.

<sup>164</sup> International Alert. (2005) UNSC Resolution 1325 Women, Peace and Security: Issues and Instruments – The Afghan Context. Washington, DC: International Alert.

<sup>165</sup> Norwegian Agency for Development Cooperation. (2012) Rural Development in Swat, Pakistan: Understanding Food and Livelihood Security in Post-Conflict Contexts. Oslo, Norway: Norwegian University of Life Sciences Department of International Environment and Development Studies.

<sup>166</sup> Moderate amounts that do not emasculate the husbands and create too create an economic power imbalance between the couple seem to be the most effective. UKAID. (2011) CDCP Business Case. Islamabad: UKAID.

## Principle 7: Hold Ourselves Accountable

There is a lack of consistent, in-depth understanding of gender in general and gender and conflict in particular. There is also an inconsistent application of ADS guidelines. USAID has a number of documents that assist the Mission to address gender. For example, the Gender Integration Matrix provides a clear and delineated set of actions and nominates responsible parties within the USAID hierarchy for each action. This matrix has been adapted by the team into a checklist that will enable the Mission to track and monitor compliance with the integration of gender at different points in the programming cycle. However, discussions with stakeholders and a review of various program documentation show that there is an inconsistent and/or less than thorough treatment of actions over the program life cycle.

The team could find no documentation that explicitly addressed the reason(s) apparent for previous downgrading of gender as a core crosscutting issue in stabilization programming. There is, however, a range of anecdotal evidence that indicates that the decision was made and had an effect on women-specific programming as well as on gender treatment within other sectoral programming. The team could not find any USAID written guidance that suggests that gender integration is not relevant in stabilization contexts.<sup>167</sup> In fact, an Internet search showed that the contrary is true (e.g., aforementioned gender assessments of programming (OTI and other) in Afghanistan).

## Conclusions

Positive things are happening in stabilization programming and there have been separate and unique benefits for females and males—some of which should be considered quite significant due either to the number of beneficiaries or to the fact that programming has established separate and unique benefits in contexts that are not necessarily receptive to external assistance (read ‘interference’) or to change (read ‘Western ideologies’). However, gender integration and accrual of the associated benefits are, oftentimes, by default rather than design, and are often due to the efforts of random committed change agents to mainstream and integrate gender or a few women-specific programs. Successful change agents include some (male) Political Agents (FATA Agencies), the two (female) grant coordinators in USAID/OTI’s program, an individual in the USAID Islamabad contracts unit, and the Donor Liaison Coordinator and the Director General of PDMA/PaRRSA. Examples of gender-positive initiatives include: the benefits derived from USAID/OTI-supported sports activities for both females and males and within communities, the men recruited as ‘activists’ in the FATA Child Health Program, at least 50,000-55,000 FATA women with CNICs, the familiarization of men and women with new technologies through the Citizens’ Damage Compensation program, and so on.

Efforts to date are not systematic, systemic, or accountable. Programs tend to have a range of intentions regarding the treatment of gender, from aspirational statements that may be over or under-ambitious to vague statements offering little explanation. There is no consistency of expectations. There is an overall lack of strategic vision for gender equality, female empowerment, and gender-based violence (aside from the GEP), and peace and security affects the manner in which gender is addressed (or not).

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<sup>167</sup> For example, the operating principle of ‘Context Matters’ means that, given the fairly wide variation in norms and mores for women (including those from different socio-economic backgrounds) at the community level across KP and FATA, a gendered understanding of the local context is key to successful gender integration at the grassroots level.

The decision in 2009 to eliminate considerations of gender integration from significant portions of USAID/Pakistan programming, including in KP and FATA, and to actually cut women-focused programming was most regrettable. The negative consequences that have become evident, while other much smaller donors have established a reputation for gender-responsiveness in their programming; USAID/Pakistan is not considered to be a ‘gender-aware’ donor; programming is not informed by gender analyses or gender-responsive conflict sensitivity analyses and is therefore at risk of both causing harm and not exploiting the opportunities for empowerment that arise from the tragedies of conflict and crisis; the limitations on assistance results due to the lack of gender integration and the current challenges associated with ‘retro-fitting’ gender now that it has been re-emphasized as a cross-cutting issue. It is important to remember, “Gender inequality and women’s exclusion hinders progress by denying one half of the population equal opportunities.”<sup>168</sup>

Without rigorous gender analyses, the integration of gender (including identifying equity strategies) will be challenging. It is difficult to ‘retro-fit’ gender in a substantive and strategic manner. Some programs, in essence, those that are ‘Women-Primary’ or ‘Women-Secondary’ have, by virtue of their nature, a clear gender integration mandate. In these instances, ‘retro-fitting’ gender is less necessary, although there are clearly additional opportunities for enhancing the benefits and the impact. For many programs, however, there is a lack of serious and systematic treatment of gender. GEP, with its substantive focus on GBV, does not operate in FATA and, with the exception of the Child Protection Program, none of the other projects take the domestic violence dimension of GBV into account.

There is also a risk that the GEP will inadvertently carry the Mission’s load for addressing gender issues in any substantive way and this in itself will weaken GEP’s potential impact. For example, a number of the responses to questions on the NAP Checklist consisted only of GEP. The Mission’s increasing focus on gender means that the designs and the implementation of these programs will need to be revisited, and gender will need to be integrated in a more substantive and, if possible, strategic manner. Annex 13: ‘Table of Separate and Unique Benefits and Opportunities to Expand Impact’ provides some food for thought. Any new programming would benefit from a more thorough adherence to relevant ADS guidance (including, possibly, the tools used for this report).

The complexities of aid modalities, management configurations (including joint funding with other donors and the GOP and responsibilities and sector diversity under Assistance Objective (AO) 3 make the task of ensuring a consistent and systematic high (or even good) quality treatment of gender according to ADS instructions a daunting task. The accountability structure will need to be clear and manageable in order to elicit positive effects on day-to-day operations and programming practices that create virtuous circles and positive multiplier effects. Failure to fully address the actions identified in the Gender Integration Matrix and other ADS guidance on gender leads in turn to issues in a serious and thoughtful treatment of gender during implementation that can lead to transformational and sustainable development—the aim even in a stabilization context. Who will monitor the compliance and what steps will be taken for non-compliance are questions that the Mission will need to answer.

Generally speaking and based on the available documentation (including PMPs), there is little consistency in the treatment of gender sensitivity within the indicator pool. Disaggregation by sex is largely the extent of

*“Women’s views of the impacts of domestic violence offer the humanitarian community a real and practical understanding of how to address domestic violence, and are essential for guiding public policy and community development. they also provide important lessons as to why programs promoting empowerment and equality may fall short if they don’t acknowledge that, for women, disempowerment begins in the home...Attention to the impact of war on women has focused on the public face of violence without addressing the risks for women in the most private of spaces, their own homes.”*

<sup>168</sup> International Alert. (2005) UNSC Resolution 1325 Women, Peace and Security: Issues and Instruments—The Afghan Context. Washington, DC: International Alert.

demonstration of gender-sensitivity with respect to indicators. There is no consistent expectation expressed in contracting vehicles or mechanism documentation more broadly or voiced by individuals regarding considerations of gender-sensitivity in indicator selection. A workshop with personnel from six implementing partner organizations showed that most people were not aware that sector-specific gender sensitive indicators are readily available on the Internet. There is significant scope for addressing the most basic of aspects of gender sensitivity—sex, age, socio-economic status (SES) and ethnicity disaggregation of data dealing with individuals—as well as a more sophisticated dimensions such as sector-specific gender-sensitive indicators within conflict and crisis-affected contexts.

Gender-responsive conflict sensitive analyses of programming can help reduce the great risk of replicating, reinforcing, and expanding existing inequality and marginalization and exacerbating localized conflict. Solid international research, as well as U.S. Government (including USAID) policies and plans endorse this view. However, there is a glaring absence of gender-responsive conflict sensitivity in most of the programs reviewed, and the couple of programs that did show some conflict sensitivity did not do so explicitly. Creating the necessary conditions for transformative development requires increased attention to gender-responsive conflict sensitive programming, including avoiding or ameliorating practices that exclude and marginalize women even more than prior to the conflict. (See Annex 7: ‘Instruments Utilized – Gender-Responsive Conflict Sensitivity Questions’ for examples of the types of questions that can be of value in addressing gender in a conflict-affected context).

One might argue that current stabilization programming should not be expected to show evidence of having incorporated women, peace and security at this point in time, since the U.S. National Action Plan on Women, Peace and Security was only recently released. However, the interplay between gender and conflict and crises has been substantiated for many years and in numerous contexts, including in neighboring Afghanistan. It is not unreasonable to expect that USAID/Pakistan would be well-informed on the topic and field of gender and conflict and have recognized its cogency in the context of KP and FATA. The team could find no documentation that explicitly addressed the reason(s) for the apparent down-grading of gender as a core cross-cutting issue in stabilization programming, however, ample anecdotal evidence exists that the decision was made. USAID guidance for stabilization work serves to further reinforce the importance of integrating gender considerations into programming, and does not suggest that gender integration is downplayed in stabilization contexts.<sup>169</sup>

Understanding preferred information sources and types of information depending on the profiles of the target groups could help both the GOP and USAID to better target programming and content toward certain audiences. No consistent approach to science, technology and innovation are apparent in the programming reviewed. The lack of attention to ICTs is an area that needs to be rectified.

There is a significantly wide scope for doing more *vis-à-vis* gender and conflict/crisis. ‘Low-hanging fruit’ at all levels is apparent, especially in terms of USAID as a leader at the national and sub-national levels (on gender equality and female empowerment programming in highly-conservative, patriarchal, conflict and crisis-affected contexts) with multiple obvious entry points and by consciously identifying and programming for ‘multiplier effects’ (UKAid’s approach to the Citizens’ Damage Compensation Program is a good example, as well as BISP).

But there is a lack of exploitation of existing and emerging opportunities and little evidence of lessons learned from implementing existing successful programs like the Save the Children FATA Child Health Program and the Pakistan Initiative for Mothers and Newborns (PAIMAN) Newborn, Maternal and Child Health Program, and unsuccessful programs like the USAID FATA Livelihoods Program as well as internationally. Establishing a set of minimum expectations (for example, the NAP notes female representation in delegations

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<sup>169</sup> For example, the operating principle of ‘Context Matters’ means that, given the fairly wide variation in norms and mores for women (including those from different socio-economic backgrounds) at the community level across KP and FATA, a gendered understanding of the local context is key to successful gender integration at the grassroots level.

- this gender balance can be expected in USAID Peshawar and among implementing partners) of USAID/Pakistan and implementing partners that is shared with the GOP and donor and development partners is one possibility and is a statement of commitment and progressive action.

## LESSONS LEARNED

**Lesson 1:** “Prevention is essential and more effective than the mitigation of active drivers of violent extremism and insurgency.”<sup>170</sup> The story of Swat women’s support of Fazlullah (the leader of the militants in Swat) provides an example. Fazlullah very successfully appealed to women’s sense of injustice by talking about gender issues – inheritance, domestic violence and so forth. Had Pashtun mothers’ powerful control over their sons been better understood, and had these women’s viewpoints been taken into account and catered to as part of a serious gender analysis, one could speculate on the basis of the subsequent rejection of the Taliban, that the organization would have found Swat much less hospitable. If Fazlullah could succeed in convincing women to give up their gold and their sons to support what they believed would bring gender equality and women’s rights, surely the government and donors, with the abundance of resources, can compete.

**Lesson 2:** The lack of a gender-responsive conflict-sensitive analysis or a conflict-sensitive gender analysis<sup>171</sup> as part and parcel of project design and implementation in conflict and crisis-affected contexts is a dangerous flaw. The analysis should be undertaken through ongoing informal ‘pulse-taking’ methods and through more formalized data collection and processing. Women and girls in particular (but not exclusively) have been targeted systematically through intimidation tactics, rape, murder, bombings and so forth during the height of the Taliban take-over and currently.

**Lesson 3:** Crises (whether initiated by conflict or natural disasters), while taking a terrible toll on citizens, can offer opportunities that can be utilized for positive gain, particularly in the interests of gender equality and women’s empowerment. However, these openings can close quickly. This is consistent with lessons learned in other conflict-affected contexts.

A consistent theme among those interviewed was the view that the displacement of people to new locations, whether in host communities or camps, provides an opportunity for all individuals to be exposed to ways of life and to individuals whom they would never have encountered otherwise. There is a perception that this exposure has been a catalyst for stimulating demand for information and services (including girls’ education) and has offered CSOs entry points that were previously unavailable. Demand is coming from men, women, and youth alike. There are entry points for engaging on gender, but that must be coupled with the will to engage that is also sensitive to local protocols. Particular norms for engagement include: gaining access to females by following traditional rules (go through the male, ensure he is aware of and supportive of females’ involvement, respect his role to safeguard his family including the females in his family), use influential women from the community (malik and mullah wives, doctors, health workers, teachers) to gain access to females and to assemble groups of females, recognize that relationship-building is everything, and a multifaceted network with its ear to the ground is essential. The approval and use of influential male figures (malik, mullah, masharan) to give the imprimatur is essential to engagement.

**Lesson 4:** Media and communications are central to development responses to counter the drivers of violent extremism and insurgency.<sup>172</sup> Take a page out of the Taliban strategy manual: use radio broadcasts but also songs. Village teachers and the child protection staff mentioned that when asked to recite a poem, young children and adolescents often recited a Taliban song, because that is what they had heard again repeatedly in bazaars and on public transport; audio cassettes of these songs were freely available.

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<sup>170</sup> USAID. (2011) The Development Response to Violent Extremism and Insurgency Policy. Washington, DC: USAID.

<sup>171</sup> See Annex 7 for an explanation of what the team sees as the difference between ‘gender-responsive conflict-sensitive analysis’ and ‘conflict-sensitive gender analysis.’

<sup>172</sup> USAID. (2011) The Development Response to Violent Extremism and Insurgency Policy. Washington, DC: USAID.

**Lesson 5:** Internationally, CSOs, especially women’s organizations, have been essential for and instrumental in advocating for human rights (including women’s rights) and in peace-building efforts. This is the case in Pakistan nationally and in KP and FATA. However, in KP and FATA, a concern was voiced repeatedly about the effects of the infusion of donor assistance with a heavy emphasis on the use of CSO actors in service delivery under the stabilization agenda and as part of humanitarian response on the CSO landscape. For example, in both the competition for stabilization funding and in the pressure to respond to emergency needs, there may be a homogenizing factor that affects the richness, variety and depth of the CSO landscape with their roles as watchdogs (monitoring the political process and exposing gaps between rhetoric and reality) and advocates (as the voice of the poor and marginalized) against suffering. These roles are needed for applying upward and downward pressure to respond to the more sensitive issues, including gender and human rights.

**Lesson 6:** Women engage in conflict in various ways, both voluntarily and involuntarily, and along the spectrum from peaceful to violent purposes.

**Lesson 7:** Political drivers are also responsive to development assistance.<sup>173</sup>

**Lesson 8:** Cultural drivers should not be ignored.<sup>174</sup> Words matter. Signs, symbols and actions matter.

**Lesson 9:** Sometimes degrees of separation are critical to success. The perception of Pakistani government bodies or CSOs as being patsies for the U.S. or other Western interests can and has jeopardized programming successes. Arms-length and behind the scenes engagement are effective tools.

**Lesson 10:** Blanket statements about gender and women in KP and FATA are best avoided—they mask diversity and the wide range of smaller and larger localized changes that signal movement and opportunities. Use of inclusive terms such as ‘community,’ ‘consensus,’ ‘women,’ ‘youth,’ and so forth when inclusion is not the reality unintentionally distorts the knowledge about the levels of participation and engagement.

**Lesson 11:** Progressive engagement (setting expectation and progressively rewarding good behavior and being ready and willing to withdraw rewards for poor behavior), leading by example and fostering positive competition are three effective and powerful strategies for change.

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<sup>173</sup> Ibid.

<sup>174</sup> Ibid.

# RECOMMENDATIONS

## Strategic Recommendations

### **Recommendation 1: Prioritize gender equality in programming.**

Because gender equality greatly increases the likelihood of long-term peace, economic growth, and democratization,<sup>175</sup> USAID/Pakistan should prioritize gender equality with the GOP. A commitment to addressing gender - even in the most difficult and constrained contexts - in a serious and strategic manner across the humanitarian-development assistance spectrum is essential.

### **Recommendation 2: Provide specific knowledge and focused attention to gender in conflict/crisis situations.**

Acknowledge that gender and conflict/crisis (including women, peace and security) is a special sub-set of gender and development and requires specific knowledge and focused attention to provide.

### **Recommendation 3: Establish USAID/Pakistan as a thought leader in gender and development.**

Take concrete steps to enhance USAID/Pakistan's position as a leader/thought leader in gender and development in general and gender and conflict specifically through an articulated action plan (bearing in mind that some of this work may need to be done behind the scenes rather than overtly). Possible opportunities are discussed in Annex 12: 'USAID as a Thought Leader.'

### **Recommendation 4: Implement the USAID/Pakistan response to the U.S. National Action Plan on Women, Peace and Security.**

As a matter of urgency, operationalize the USAID/Pakistan response to the U.S. National Action Plan on Women, Peace and Security, including considering the use the NAP-WPS 'Checklist of Questions' (found in Annex 7: 'Instruments-Descriptions and Templates') to inform directions and to help 'socialize' implementing partners to the response. Ensure that a core set of those actions underpins each project/program so that there is some emerging consistency of expectations and treatment of gender in a conflict/crisis-affected context. The FATA Secretariat's Women Empowerment Wing and PDMA/PaRRSA's Women's Desk are two obvious points of entry.

### **Recommendation 5: Incorporate gender-related key issue areas into all KP and FATA programming.**

Ensure that all programming for KP and FATA is, at a minimum, designated as one of the following key issue areas: 'Women-Secondary', gender-based violence, or Women, Peace and Security.

### **Recommendation 6: Facilitate collaboration.**

Create and finance opportunities for USAID, GOP, implementing partners (of USAID and others), and knowledgeable individuals and organizations to share experience and collaborate, including:

- Support for UN Women to continue their strategic work in KP and FATA

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<sup>175</sup> Coleman, Isobel. (2004) The Payoff from Women's Rights. Foreign Affairs Journal 80. Washington, DC.

- Assistance to formalize the International Network for Gender and Development (INGAD) at the national level and to replicate it at the sub-national level (building on UN Women’s work at the sub-national level)
- Expectations and parameters for collaboration and synergies between implementing partners specified in contracts
- Expectations included in contracts for creating a ‘virtuous circle.’ A virtuous circle ensures that the organizational capacity (functions, systems, structures and gender integration) of large and localized/indigenous CSOs is built and that innovation generated at the grassroots level is captured and taken to scale in a thoughtful manner. For example, the FATA Child Health Project could incorporate birth and CNIC registration (learning from the CPP, BISP and CDCP experiences) and incorporate GBV and mental health issues awareness and referral mechanisms among LHWs and at Child Health Days. The University of Peshawar Women’s Studies Center (which has had some initial capacity building under a previous USAID project<sup>176</sup> and will eventually benefit from capacity building under the GEP)<sup>177</sup> could be used to identify and carry out development research focused on gender and conflict that draws local, indigenous CSOs into the research process and communicates the results of such research to the government in an effective manner.
- Expectations included in contracts that programs work to identify and create ‘multiplier effects’ and intentionally and thoughtfully incorporate these into designs and during implementation as new opportunities arise.

## Programmatic Recommendations

### **Recommendation 7: Identify and exploit openings for empowerment at the local level.**

Recognize that norms are changing and exploit the openings at the local level to the greatest extent possible with the clear intention of empowering women, girls, men and boys and contributing to peace-building. Achieving these aims means that conscious efforts must be made to tap into possibilities. For example, move beyond the old ‘3M’s’ (Military, *Mullahs*, and *Maliks*) to a new set of ‘3M’s’: *Masharan*,<sup>178</sup> Mothers and Mobilizers and undertake research to understand the culture and individuals of the targeted contexts. There is also great potential to tap into BISP and CDCP recipients to exploit the base that has been established and produce multiplier effects at the individual and community levels.

### **Recommendation 8: Expand the basic building blocks of democracy and female empowerment by supporting the National Database Registration Authority (NADRA) to plan strategically and practically.**

Obvious areas for focus are ensuring that all eligible women (young and older) obtain a CNIC and that all marriages as well as births and deaths (particularly for children) are registered and necessary certificates issued.

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<sup>176</sup> The project was discontinued because of lack of performance and, possibly, issues with monitoring performance.

<sup>177</sup> Information shared by the Aurat Foundation.

<sup>178</sup> *Mullah* is the title now given to a variety of religious leaders, including teachers in religious schools, scholars of canon law, leaders of prayer in mosques (*imams*), and reciters of the *Qur’an* (*qurra*). The word can also refer to the entire class that upholds the traditional interpretation of Islam.” *Malik* is a term used for a tribal male representative. *Mashar/Masharan* (singular/plural) is a Pashtun word that means respected elder male or female of the community.

**Recommendation 9: Avoid harm when discontinuing programs.**

Make sure that decisions to discontinue programs are informed by a gender-responsive conflict sensitivity analysis to avoid/minimize undue harm to communities and individuals and ensure that design and implementation include plausible and adequate sustainability and exit strategies.

**Recommendation 10: Work with PDMA/PaRRSA to progress a forward-looking programming approach within the IDP camps.**

Co-location and accessibility of women, men, girls and boys can be exploited in a positive manner to build skills and knowledge that will benefit people when they return to their home villages.

**Recommendation 11: Invest in youth.**

As a matter of priority, invest in and engage with female and male youth in a strategic and practical manner (especially in light of the upcoming USAID Youth Policy), including through the use of social media and by building on successful socio-cultural initiatives (USAID/OTI, UNDP Peace and Development Program and Aman Etihad).

## **Management Recommendations**

**Recommendation 12: Use the Gender Integration Compliance Checklist.**

Use the Gender Integration Compliance Checklist (based on the ADS Gender Integration Matrix) as a compliance-monitoring tool for USAID/Pakistan internally as well as with implementing partners and designate responsibilities for monitoring compliance. This means ensuring that all future programming follows the mandatory requirements for the treatment of gender (see Annex 7: ‘Instruments Utilized-Gender Integration Compliance Checklist’) and that all existing contractual documentation is reviewed and amended as required to incorporate the mandatory expectations regarding the treatment of gender and conflict including, at a minimum: adjusting PMPs to include sex, age, ethnicity, and language disaggregated data and specific gender-sensitive indicators, articulating a gender and conflict/crisis strategy, gender-responsive conflict sensitivity analyses and gender reporting expectations.

**Recommendation 13: Make better use of USAID/OTI data.**

Enhance USAID/OTI’s data treatment and the USAID/OTI database. Improvements will enable more accurate analysis of activities with a specific gender dimension. Analyses can be used as the basis for more refined programming.

**Recommendation 14: Exercise caution in applying branding and marking.**

Be very discriminating in decisions about and the application of branding and marking based on a thorough “do no harm” analysis. U.S. Government initiatives are being targeted and local CSOs are being harmed through branding and marking missteps.

# ANNEXES PART I: EXPANSION OF ADVICE FOR USAID PAKISTAN

## Annex I: Separate, Unique Benefits of Programs and Projects

Below are some of the separate and unique benefits the team was able to identify through the limited documentation available and interviews with key participants and during group discussions. This list is not exhaustive and it was difficult to triangulate the benefits listed. However, this is what the team was able to produce given the various constraints.

**TABLE 2: SEPARATE AND UNIQUE BENEFITS OF PROGRAMS AND PROJECTS**

Mechanism	Separate, Unique Benefits
Benazir Income Support Program	Overall, US\$1.3 billion to 5.2 million poor people (including in KP and FATA) meeting set poverty criteria.
	USAID-- US\$160 million to provide two years of benefits to some 565,000 families in KP and FATA.
	'Graduation scheme' individuals (male or female).
	Other women in targeted women's areas.
Citizens' Damage Compensation Program	In KP, around 220,000-280,000 households. Women-headed households and households with disabled persons (effort was made to ensure that such women were not excluded from the program).
	"CDCP also brought additional benefits as a significant number of beneficiaries expressed interest in converting their cards into permanent bank accounts despite the vast majority not having had previous contact with formal financial services. For example, DFID, leveraging its Pakistan's Financial Inclusion Program that operates with the State Bank of Pakistan and the private banking sector, expects around 120,000 new accounts to be opened (given that women-headed families are targeted beneficiaries, it is likely that some of these accounts will be held by women).
	Only 5 percent of beneficiaries had ever used an ATM card before, though the majority became comfortable using one.
	A complementary targeting of female and disabled headed families in flood-affected districts using CNIC cards is highly feasible, effectively covering female and disabled headed families from Phase I.
	The CDCP is not a female-only targeting program (unlike for e.g., BISP), but evidence from Phase I does suggest the benefits are also captured by female members of households.
	Growing body of evidence suggests that cash transfers reduce intra-household tensions, which in turn has a positive impact on reduced domestic violence. However this evidence base is weak due to limited solid evaluations. An evaluation of trends in domestic violence and cash transfers in Mexico [1] (an early adopter of cash transfers) suggests that modest female-targeted payments reduce domestic violence (due to the impact on relative empowerment

Mechanism	Separate, Unique Benefits
	within the household), while large payments targeted at women can lead to increased domestic violence (assumes male members unable to handle the very large power-relationship adjustment). Given the lumpy payment in CDCP II, the approach taken does not undermine this evidence; benefiting female headed families will mostly reside in benefiting male headed households, minimizing the risk of male household head sense of disempowerment while empowering female family heads.” [1]
*Governance Support Project for KP and FATA	Institutional and civil service reform aimed at bringing women in at all levels of civil service (KP and FATA). Citizen charters with special focus on female participation (KP).
*Economic Revitalization of KP and FATA Project	Three percent of 850 grants for women entrepreneurs. Grantees need to include women as employees.
*Revitalizing Health Services in KP Project	Women as child/maternal health services recipients. More female (and male) health professionals at all levels.
*Emergency Road Rehab Project (Swat)	Women consulted in developing the project proposal. Approach is in place (but not specific in its parameters) for ensuring that women continue to benefit during the road construction.
*FATA Rural Livelihood and Community Infrastructure Project	Women as WATSAN, hygiene, child/maternal health, skills development services recipients. Community-driven development to involve women and other marginalized groups as actors, not just recipients.
FATA Institutional Strengthening Project	Twenty-two female FATA Secretariat employees.
FATA Child Health Project	Women and men of reproductive age. Female and male children under 5 years old. LHVs, LHWs, TBAs, male ‘activists’, religious leaders.
FATA Infrastructure Program	Roads (Tank-Makin 115 km and Kaur-Wana 110 km) directly benefit approximately 140,000 women and girls as transportation remains the most important basic facility for inhabitants of the area. Power distribution systems are expected to directly benefit some 18,000 women and girls. Proposed water schemes (irrigation and drinking water supply schemes) will directly benefit about 22,000 women and girls. A proposed road project in North Waziristan is expected to directly benefit about 145,000 women and girls.

Mechanism	Separate, Unique Benefits
	Has created employment opportunities for locals (presumably males) in and around where projects are completed.
Child Protection Program	Adolescent girls' skills development.
	322 (161 female/161 male) Child Protection Committees of 10-15 people in 30 communities.
	Vulnerable women identified and referred for services.
	Vulnerable children identified and referred for services.
	Sabaoon children.
	51,212 (25,942 female/25,270 male) children's births registered in 2011.
	25,876 (12,569 female/13,307 male) children's birth certificates issued.
KP Reconstruction Program	KP and FATA rebuild homes damaged or destroyed by conflict. More than 23,000 families (in KP and FATA) will benefit.
Housing Uniform Assistance Support Program	Three percent of women (even this small figure was reached by default, not by design). (Taken from: Government of Pakistan. (2011) Sampled Beneficiary Survey of the Housing Uniform Assistance Support Project (HUASP) Findings: District Swat. Peshawar, Pakistan: Monitoring and Evaluation Unit, Khyber Pakhtunkhwa Province Disaster Management Authority and Provincial Reconstruction, Rehabilitation and Settlement Authority.)
	14,000 beneficiaries (presumably 97 percent males) for 9,500 damaged houses in Malakand Division and nearly 5,500 damaged houses in Mohmand and Bajaur Agencies. (Content taken from USAID/Pakistan website.) USAID/Pakistan personnel noted in subsequent email the following: "The Program is providing compensations to approx. 20,000 HH and assuming avg. HH size of 8, the total beneficiaries figure comes to 160,000 approx."
	Project documentation states: "It is estimated that approximately 80,000 women and girls benefited" (One assumes this is because they live in a household that received assistance.)
USAID/OTI Program	Supports programming that responds to community-identified needs including a number of specific examples of benefits for females, but interrogation of database is problematic.
	16,000 interactions between communities and the Government of Pakistan (one assumes that the interactions are between males from the communities and males from the GOP).
	2.2 million short-term employment days created (no sex-disaggregated data available; one assumes the employment has benefitted males predominantly).
	Thirty-five female journalists out of 1,642 journalists trained on various media-related topics (no information on ethnicity of journalists).
	15,000 local media reports filed on program-supported activities (most likely filed and read predominantly by males).
	Four university journalism departments provided with technical assistance and support (number of female faculty members and students not available).

Mechanism	Separate, Unique Benefits
	Fourteen press clubs renovated and/or provided with equipment and training (not clear if renovations were 'gender- and disability-friendly' or how many Press Club journalists were female and no information on ethnicity).
	Five government-owned radio stations provided with technical assistance and capacity building support (number of female staff not available).

## Annex 2: Discrete Opportunities for Projects and Programs

Below are a number of discrete suggestions to stimulate thinking about further ways of integrating gender into existing and/or similar future USAID projects as well as for possible engagement with GOP officials on ways they could better integrate gender for USAID-supported government projects. It is worth noting that these opportunities need to be located within the framework of a strategic and articulated approach to gender. Identifying a few opportunities such as these and focusing on them without that strategic framework will not be particularly successful and may, in fact, cause harm. It is important to note that some of projects listed below have since ended, and others (the MDTF projects, except for the Economic Revitalization of KP and FATA Project) were evaluated before implementation began or in some cases before receiving final approval for implementation.

The team also recommends that USAID Pakistan and implementing partners take into account and consider resources that provide additional sector-specific guidance on gender integration, integration strategies to address trafficking in persons and domestic violence and gender-based violence overall.<sup>179</sup>

**TABLE 3: DISCRETE OPPORTUNITIES FOR EXTENDING IMPACT OF EXISTING PROGRAMS**

Mechanism	Suggested Opportunities for Extending Impact and Benefits
Benazir Income Support Program	Add additional questions about women’s empowerment (in addition to the one question about increased participation in decision-making) and about any negative consequences (increased problems due to women earning) and collect age and ethnicity data as part of the impact evaluation.
	Commit to ensuring that in every KP and FATA village that has a BISP recipient, every woman and man has a CNIC and every child has a birth certificate. Link with the Gender Equity Program’s (or other organizations’) voter mobilization activities, including extending the voter mobilization into FATA (GEP is not working in FATA). This will go a long way toward helping women and children and toward government planning.
Citizens' Damage Compensation Program	The CDCP has monitoring and data records in place. Possibility of using the households identified as most vulnerable, especially those that are headed by women or have disabled persons, for follow up support and targeted income generation activities, etc. (link agriculture and livelihoods and SME programming).
	Disaggregate any data on bank accounts opened by sex.
	Consider mirroring DFID’s approach to CDCP Phase II. In Phase II, DFID will work with banks to support WATAN customers in upgrading their virtual accounts to a basic savings account, with a target of at least 10% doing so including efforts to minimize barriers to access to financial services for women. This financial deepening will add an additional coping mechanism for vulnerable households that formal financial services can provide by enabling them to smooth their consumption patterns. Vulnerable households tend to especially

<sup>179</sup> Some good reference documents include: USAID. (2009) Toolkit for Integrating Domestic Violence Activities into Programming in Europe and Eurasia. Washington, DC: Creative Associates and JBS International; USAID. (2008) Addressing Gender-Based Violence through USAID’s Health Programs: A Guide for Health Sector Program Officers. Washington, DC: USAID; USAID. (2009) A Guide to Programming Gender-Based Violence Prevention and Response Activities. Washington, DC: USAID.

	“lumpy” incomes; the ability to safely save, borrow and repay for short periods helps to cover basic needs, key for nutrition, health, education as well as providing working capital [ii].
*Governance Support Project for KP and FATA	Link with the FATA Institutional Strengthening Project to avoid duplication of effort and strengthen results. Harmonize activities between KP Government and the FATA Secretariat. Harmonize efforts with UN Women and GIZ (gender advisor in KP Government) at the KP level.
*Economic Revitalization of KP and FATA Project	Require SMEDA to produce a gender strategy and gender outcomes and indicators. (Concerns are that the structure of the project will not incorporate equity strategies that enable women to actually get hired, receive grants, move beyond traditional women’s enterprises—honey, embroidery). Revisit the 3 percent target. If equity strategies are put in place, this figure should be much higher, especially in KP.  In addition, find ways to link rural livelihoods development with land rights for women.[2]
*Revitalizing Health Services in KP Project	Strengthen treatment of gender by moving beyond women as recipients of services to more authentic empowerment of women (incorporate leadership training for recipients and health personnel). Provide additional health-related materials in the health facilities. Potentially link with the Gender Equity Program regarding GBV awareness raising and referral. Incorporate GBV training program for all health care providers.
*Emergency Road Rehab Project (Swat)	Ensure that the road rehab contractor produces a credible plan for ensuring that local economy (and men and women) will benefit from employment opportunities (including giving women opportunities for non-traditional work). Also, ensure that the proposed approach for ensuring women benefit actually articulates how women are to benefit and that this is followed through on in a concrete manner.
*FATA Rural Livelihood and Community Infrastructure Project	Provide evidence of lessons learned from similar projects in FATA (USAID/OTI’s program). Ensure that the contractor produces a credible plan for ensuring that the local economy (men and women) will benefit from employment opportunities (including giving women opportunities for paid work--traditional and non-traditional).  In addition, find ways to link rural livelihoods development with land rights for women.[3]  Ensure any construction/renovations are gender and disability-friendly.
FATA Institutional Strengthening Project	This program must address gender concerns in a fundamental way. Follow through on the statement in the Abacus contract, "The Contractor must look for gender implications or opportunities in the program, seeking to address embedded gender issues and promote gender equality, as appropriate, in all phases of program implementation and internal management. Gender indicators should be defined and tracked by the Contractor."  Sex-disaggregated data collection is mandatory and is the most basic element of a commitment to gender equality. It is good that this is being carried out. However, sex-disaggregation of data is not sufficient in and of itself to demonstrate evidence of a thoughtful and informed approach to gender integration. For FSSP capacity-building activities, the only evidence of sex-disaggregation was in the workshop sessions provided by Abacus Consulting. Making sure that females in the Secretariat are invited to workshops (some are on their

	<p>second rounds of the same workshops, due to the limited number of women in the Secretariat) is not evidence of gender-sensitive programming for capacity building. The team was aware, as a result of an interview with the FSSP senior managers, that FSSP was intending to provide gender-sensitive planning and budgeting; however, so is the new MDTF project aimed at capacity building and the Report noted that this is redundant and needs to be coordinated to avoid duplication and wastage and negative effects on absorptive capacity of the Secretariat.</p> <p>Harmonizing efforts with the GOKP is desirable for several reasons: cross-fertilization; everyone getting a common message at the same time: stimulating the positive competition between various government bodies are trying to focus more on gender integration/mainstreaming and gender-sensitive policies, programming and budgeting. GOKP PDMA/PaRRSA is way ahead in its thinking and can be a good role model for other organizations and is open to a collaborative approach. Why not have shared executive workshops? UN Women is trying to progress gender-sensitive programming in GOKP organizations and would welcome collaboration. Part of a gender-sensitive orientation could be to work to address land/asset registration.</p> <p>FSSP currently believes that it meets its contractual obligations by ensuring that the few female staff is invited to training sessions. However, FSSP personnel pointed out that some of the females are now of their second round of participation in the same training sessions. This approach is not illustrative of addressing gender in a substantive way. Legislation exists for workplace harassment, making workplaces gender- friendly, etc. ensuring that the legislation is implemented could go a long way toward addressing gender in a fundamental way. FSSP personnel also pointed out that gender was ‘watered down’ in the current contract from what had been expected when DAI was implementing the first capacity building program with the Secretariat.</p> <p>It would be of benefit to adjust the FSSP Abacus Consulting contract to include collaboration and harmonization of efforts with other organizations and implementing partners in order to reduce expenditures on capacity building training and align agendas, share learning and develop other synergies. Surely such collaboration would conserve resources rather than eating them up. In addition, given the proximity of FATA and KP and the fluidity between the two areas, it seems only sensible and reasonable that collaborative efforts aimed at harmonizing agendas and making the overall enabling environment inhospitable to elements working against gender equality and women’s empowerment. We are not suggesting that FSSP become responsible for GOKP strengthening. Regarding the comment that such collaboration is ‘outside the scope’ of the FSSP, this seems a strange comment. Contractual documents are frequently amended to allow for changes. Why would this not be possible with FSSP? In any case, if FSSP is going to embrace a more serious treatment of gender, the terms of that treatment will need to be spelled out clearly <i>vis a vis</i> gender-sensitive capacity building within the Secretariat. USAID is in a position to influence the treatment of gender within the Secretariat, but it will not be able to do this without a clear set of expectations.</p> <p>Link with MDTF Governance Support Program to avoid duplication of effort and strengthen results. Harmonize activities between KP Government and FATA Secretariat. Harmonize efforts with UN Women at the KP level.</p>
FATA Child Health Project	<p>Strengthen treatment of gender, moving beyond women as recipients (for example, incorporate leadership training).</p> <p>Survey women and men about what they most want to learn about across a range of topics (including health-related topics). Share approach to community engagement more widely.</p> <p>Incorporate training for Traditional Birth Attendants in preventing/dealing with post-partum hemorrhage (the leading cause of maternal mortality).</p>

	<p>Incorporate GBV as part of Lady Health Visitors', Lady Health Workers', Male Activists' and TBAs' training.</p> <p>Promote a strong cadre of Male Health Workers and Visitors, including with knowledge of adolescent sexual and reproductive health and GBV.</p> <p>Link with skill development activities.</p> <p>Consider visits to high schools (males and females) as part of a learning opportunity for young women/men.</p> <p>Link with the Child Protection Committees to strengthen the network of available resources and use LHWs to identify and refer vulnerable women and children to the Child Protection Centers.</p> <p>Collaborate with NADRA to be present at the Health Days in order to register adults and provide children with birth certificates.</p> <p>See final comments under FCHP as well for possible synergies.</p>
<p>FATA Infrastructure Program</p>	<p>Ensure any infrastructure project design and implementation includes a credible gender and social analysis and plan. (See the Social Impact Assessment and Resettlement Action Plan for the MDTF Road Project for ideas. ADB and World Bank projects are required to have such plans as part of all project design preparation.) Possible small initiatives include:</p> <ul style="list-style-type: none"> <li>• Work with the contractor to produce a credible plan for ensuring that local economy (and men and women) will benefit from employment opportunities (including giving women opportunities for traditional and non-traditional work).</li> <li>• Make efforts to include women in the survey teams.</li> </ul> <p>Large-scale infrastructure projects typically have a social and gender impact assessment as part of the design. The team did not have access to documentation that showed such an assessment. Large-scale infrastructure projects can result in the dislocation/relocation of people (including loss of land rights, especially if the land-owner is female), loss of livelihoods, etc., and the specific gender-based effects on men and women, including those with disabilities, should be examined. There are also assumptions, for example, in the road construction, that roads will benefit everyone; however, given the limitations on females' mobility due, in large part to security concerns, it would be useful as part of a gender analysis to determine what the barriers to females' uptake of the benefits are and to address these accordingly. Given that Pakhtuns control the transportation sector and KP and FATA are Pakhtun-dominated areas, perhaps a public-private partnership could be established to provide safe, accessible and affordable female-friendly transportation.</p> <p>The FSSP provides technical assistance to the FATA Secretariat and if it is going to be running gender-sensitive planning and budgeting workshops, these will provide an opportunity to look into gender-friendly dimensions of infrastructure projects such as the FATA Reconstruction Project that is managed by the Secretariat.</p> <p>The work with the Secretariat and FWO is a great step in the right direction. However, some think the NWA is not ready for women construction workers. If communities are given incentives to open up entry points for women, our research indicates that change happens quickly and without a lot of fuss. However, as with anything else related to female participation in these regions, the programming must be informed by a gender-responsive conflict-sensitive analysis/lens to avoid doing harm and to contribute positively toward building peace.</p>

	<p>The reference to CNICs is appropriate. It would only require partnering with NADRA. Any communities that are going to benefit from an infrastructure project can be asked to work with NADRA to ensure that all adults have CNICs, all births, deaths, marriages and divorces are registered. People have been exposed to CNICs and have seen their utility. It is not a big leap to ask a village to commit registrations of citizens as part of its contribution. Again, contract amendments are meant to deal with changes.</p>
<p>Child Protection Program</p>	<p>Conduct research into what happens to those referred for services and take steps to plug the gaps. Evaluate and expand the model (including evaluating sustainability considerations).</p> <p>Continue to incorporate CNIC registration with women’s referral and with the children’s birth registration and certification process.</p> <p>Work with FATA Child Health Program (or other maternal/child health program) to address women’s and children’s health when they present at the Child Protection Centers and for the LHWs to identify and refer vulnerable women and children.</p> <p>Strengthen treatment of gender, moving beyond women as recipients (incorporate leadership training). Survey women about what they most want to learn about across a range of topics (including health-related topics). Link with skill development activities for vulnerable women.</p> <p>Train Child Protection Committees in mentoring and establish mentor/mentee groups.</p> <p>The team was specifically asked during the first briefing session with USAID to try and identify ‘low-hanging fruit’. The utilization of Lady Health Workers and Lady Health Visitors and male activists to undertake more than administration of vaccines seems to be an obvious low-hanging fruit and has been identified by several gender and health experts as a viable opportunity. In fact, a recent World Health Organization report on capacity building for addressing Gender-Based Violence made a similar recommendation. Recent field work for the PERSI gender analysis and from recent research by Shirkat Gah indicate that adolescent reproductive health is a pressing area of need and young women turn, not to their mothers, but to LHWs and teachers for advice and counseling. This indicates that LHWs are already drawn upon as community health information resources beyond child and maternal health and it does not seem like a step too far to work with the Government to strengthen the LHW/LHV and male activists’ roles. Obviously, an expansion of roles would need to be done with care on a number of counts. Given SCF’s solid track record in the FCHP, it is an opportunity to act upon the recommendations in the World Health Organization (WHO) GBV report and on the Shirkat Gah research and recommendations to broaden the scope of child and maternal health programming.</p> <p>As noted in the Report, child health days are an opportunity for capitalizing on the inputs of other organizations such as NADRA, awareness-raising for other health issues, etc. This is another example of low-cost and low-hanging fruit.</p> <p>The team is aware that the UNICEF Child Protection Program is being carried out in KP and that FCHP works only in FATA. There are two issues with respect to these programs: 1) child health is narrowly defined and does not incorporate a referral mechanism if an LHW finds that a child under 5 (or a child over 5 or a woman) is suffering from physical, sexual, emotional or psychological abuse, for example; 2) the UNICEF CPC has committees established, but these do not interface with the LHWs who are visiting individual houses and would be privy to the ‘family and personal’ issues. Given that both programs fill gaps in the system and, given that there was a broader Child Health Program that did cover KP, it seems reasonable to try and explore ways and means of introducing Child Protection Committees into FATA and to draw on programming successes and lessons learned from the KP CPC. Also, given that SCF implemented the CHP in KP previously, it would be of benefit to ensure</p>

	<p>that the KP CPC has established viable links with the former CHP entities and individuals. Building these types of synergies strengthens programming across a wider area and helps fill gaps in the sector. Given that CPC has only two months' remaining, it would be incumbent upon USAID to ensure that the sustainability strategy articulated by UNICEF has a likelihood of being viable.</p>
<p>KP Reconstruction Program</p>	<p>Ensure any renovations are gender and disability-friendly (see USAID and World Bank standards for construction that is disability-friendly).</p>
<p>Housing Uniform Assistance Subsidy Project</p>	<p>While the percentage of women having property, especially houses, in their names is very low in the project areas (and in Pakistan overall), HUASP could include women in the survey teams to ensure that such homes do get identified, where women are <i>de facto</i> owners regardless of legal documents (for example, widowed women living with in-laws often experience issues with property rights).</p> <p>Insist on registration of all household members (CNICs and births) and school enrolment of minors.</p> <p>All new transfers of assets or land deeds by the government or FATA secretariat should include joint ownership, or be in women's name (as has been done for the landless peasants of Sindh).</p> <p>HUASP requirements of digital photos of owners may be problematic for and consequently exclude women. Care should be taken to ensure that women are not excluded because of this privacy practice. Other work with Pakhtuns has shown that women can be photographed, provided the rationale is presented clearly and there is an obvious benefit attached.</p> <p>The analysis of HUASP based on a stratified systematic sampling methodology found that only 3.9 percent of females benefitted from HUASP. The team attempted to dissect the HUASP database to determine if more women benefitted from the assistance, but the six thousand-plus records are not sex-disaggregated. One of the team started to try to scan visually and pick out female names, but this was too time-consuming. So, we had to extrapolate from the stratified systematic sample set and the frequency and percent reporting that PDMA/PaRRSA did for the HUASP survey. We concluded that if females only turned up five times out of 127 (or 3.9 percent) in the stratified sample, they were not likely to have had much greater representation in the overall 6,374 beneficiaries. This is the figure that was cited in the Survey document.</p> <p>Given the fact that females have property rights under Pakistan law and that females are systemically and frequently denied those rights, a sound gender analysis prior to project roll-out would have helped to ensure that women (whether sole heads of households or living with no husband but living with an extended family or living with a husband) were able to provide their own names as property owners, in the event that they were legally entitled to the property. The details of family members would have revealed widows or unmarried daughters who were older than 45 should have a share in the property. However, while one would not expect a project to undertake a legal property rights campaign there, such information could/would have been useful for any add-on or later programming.</p> <p>The team was only able to acquire four documents on HUASP:</p> <ul style="list-style-type: none"> <li>• AAD</li> <li>• 2011 Survey Findings</li> <li>• 2010-2011 Activity Report</li> <li>• PMP Final Draft (April 14, 2012)</li> </ul>

“Partially damaged and Rs. 400,000 (US\$ 5,000) for completely damaged houses. The rationale adopted for the calculation of the above mentioned amount is based on 575 sq-ft covered area of core units which consist of two rooms, a bathroom and a kitchen, using a rate of approximately Rs. 700 per sq-ft.

The underlying methodology for adopting this method was that subsidy will be provided to all the affected individuals irrespective of the extent of the individual damage, thus ensuring equity and minimizing the tensions and rivalries among the beneficiaries.

Total estimated cost of the Project was around Rs. 6.6 billion comprising of Rs. 3.5 billion for the five districts of KP and Rs. 3.1 billion for the two agencies of FATA.

Stratified systematic sampling methodology has been used to determine sample size from fully and partially damaged houses of beneficiaries of District Swat. A sample size of 132 was determined (65 Completely Damaged and 67 Partially Damaged) out of total 6,374 beneficiaries (1,780 Completely Damaged and 4,594 Partially Damaged) of District Swat.”

Sex	Frequency	Percent
Male	122	96.1
Female	5	3.9
Total	127	100

Above taken from: Government of Pakistan. (2011) Sampled Beneficiary Survey of the Housing Uniform Assistance Support Project (HUASP) Findings: District Swat. Peshawar, Pakistan: Monitoring & Evaluation Unit, Khyber Pakhtunkhwa Province Disaster Management Authority and Provincial Reconstruction, Rehabilitation and Settlement Authority.

“Eligibility criteria established for the survey to identify deserving beneficiaries is given below:

1. Location of house should be within the conflict affected areas.
2. Ownership of the house must be in the name of the potential beneficiary with no legal dispute of any kind (emphasis added).
3. House should be classified as either fully or partially damaged as per the guidelines set for the project.
4. The potential beneficiary should neither be directly involved in terrorist activities nor indirectly through support to individuals or entities associated with terrorism.

Survey teams gathered data and made on the spot enumeration and registration of the affected population (i.e. beneficiaries) on pre-printed survey forms by following standard operating procedures which were:

- a. Note NIC number of the owner, complete address and obtain a copy of NIC.
- b. Inquired number of family members.
- c. Assessed condition of building as Pakka, Kachha, partially damaged or fully damaged.
- d. Verified legal title of building and in case of joint ownership verify share of each owner.
- e. GPS coordinates were recorded.
- f. The digital photograph was obtained depicting owner(s) standing in front of their damaged building. (emphases added)

	<p>PaRRSA also planned to distribute PKR 651,920,000 among 2,441 no. of beneficiaries in FATA. PaRRSA to date has made no distributions in FATA.”</p> <p>*Above taken from: Government of Pakistan. (2011) Activity Report October 2010 - June 2011 of the Housing Uniform Assistance Support Project (HUASP). Peshawar, Pakistan: Monitoring and Evaluation Unit, Khyber Pakhtunkhwa Province Disaster Management Authority and Provincial Reconstruction, Rehabilitation and Settlement Authority.</p>
<p>USAID/OTI Program</p>	<p>Improve the database and fields so that sex, age, ethnicity and socio-economic status are captured and able to be analyzed for a clearer picture of how programming is affecting communities and individuals.</p> <p>Identify opportunities to extend the impact of the program <i>vis a vis</i> gender. For example, women-friendly spaces, provide radio sets to women through the vocational or skill development centers so that they can listen to the programs and also use the centers as ‘listening centers’ as the Aurat Foundation did--the women identify a topic they want to know more about and the center manager facilitates a discussion after the group listens to the program.</p> <p>Ensure school and health clinic rehabilitation is disability-friendly. (WB and USAID have disability-friendly designs and retro-fitting accessibility is much more costly than doing it from the start.)</p> <p>When rehabilitating or constructing primary schools, add on classrooms to accommodate (lower) secondary education and for high schools, add on additional classrooms.</p> <p>Incorporate work with the faculty and students of each school, particularly the women's colleges in each agency.</p> <p>Produce a credible plan for ensuring that poor local men and women will benefit from employment opportunities (including giving women opportunities for paid work--traditional and non-traditional).</p> <p>Ensure that equipment provided is functional or this becomes a disappointment and affects the credibility of the gov’t to deliver.</p> <p>Shift to a 'progressive engagement' approach that rewards communities for meeting certain conditions (initiate community visioning exercises).</p> <p>Exploit emerging opportunities--upcoming elections.</p> <p>Ensure any renovations are gender and disability-friendly.</p>
	<p>Work with target organizations to help them mainstream gender and increase females in the organizations.</p> <p>Re-introduce gender sensitivity training. Build on the support already provided to women NGOs to provide material for content--develop as audio-cassette or for radio broadcasts.</p> <p>Explore ways and means of engaging with youth (males and females) through social media and community-based radio and 'Theatre of the Oppressed', puppetry, etc.</p> <p>Look into accessing content in Pashto (especially for females and young men) from Afghanistan. This project should not be a stand-alone project, but should be working in tandem with government (for example, the FATA Secretariat Information and Communications Directorate) and telecommunications entities to get content on the air that</p>

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appeals to different age groups and both sexes. (See CAMP sex-disaggregated analyses of survey data.)

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Ensure any renovations are gender and disability-friendly.

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## Annex 3: Examples of Gender-Sensitive Indicators by Sector

Indicators can include the following types: input, process, output, outcome and risk. It is important to understand the distinctions and the purposes for each.

Gender-sensitive indicators are wide-ranging from the set of draft indicators that has been developed for UNCR 1325 to generic and sector-specific indicators found in the IASC Handbook on Humanitarian Assistance to a Canadian International Development Assistance handbook on gender-sensitive indicators. Increasingly, indicators that are conflict and gender sensitive are being developed for different contexts and points along the peace and conflict continuum. An Internet search will reveal a range of sources with a wide variety of gender-sensitive indicators. Prevailing wisdom is that for indicators that address individuals, additional variables of age, ethnicity (or first language as a proxy for ethnicity), socio-economic status and location (urban, peri-urban, rural), particularly in conflict and crisis-affected contexts so that the equitable distribution of benefits can be monitored.<sup>180</sup>

**TABLE 4: GENDER-SENSITIVE INDICATORS**

Gender Sensitive Indicators	
1	Sex, age and ethnicity disaggregated data on program coverage are collected, analyzed and routinely reported
<b>Health</b>	
2	Data on demographics, mortality, morbidity and health services are routinely collected, disaggregated and reported by age, sex, ethnicity/race, and income group
3	Proportion of women, girls, boys and men with access to safe water supply
4	Proportion of women, girls, boys and men with access to food aid
5	Proportion of women, girls, boys and men with access to sanitary materials (including household-level sanitary disposal facilities for women)
6	Proportion of women, girls, boys and men with access to health services
7	Ratio of women and men participating in the design, implementation, monitoring and evaluation of humanitarian health responses
8	Ratio of women and men in decision-making positions
9	Ratio of local women and men hired/deployed in health sector
10	Confidential referral mechanism for health and psycho-social services for rape survivors
11	Number or percentage of staff who are aware of and abide by medical confidentiality.

<sup>180</sup> Canadian International Development Assistance. (1997) Guide to Gender-Sensitive Indicators and the Project-Level Handbook. Canada: CIDA. The Guides states that, "...indicator use by donors is not yet well developed, and to the best of the present authors' knowledge, this is the first guide that deals with gender-sensitive indicators at all the different levels at which CIDA operates (Branch to project)." UN Secretary General's Report on Violence Against Women, October 2006. "Despite the progress in recent years, however, there is still an urgent need to strengthen the knowledge base on all forms of violence against women to inform policy and strategy. Both policymakers and activists have called for the development of a comprehensive set of international indicators on violence against women. More and better quality data are needed to guide national policies and programs and to monitor States' progress addressing violence." See the work of the Gender Peace Audit in the Solomon Islands, for example.

12	Number or percentage of women and men who participate regularly in group meetings or activities
<b>Nutrition</b>	
13	Number or percentage of girls and boys aged 6-59 months who are covered by vitamin A distribution
14	Number or percentage of girls and boys under 5, pregnant and lactating women in the target group who are covered by supplementary feeding programs and treatment for moderate acute malnutrition
15	Number or percentage of boys and girls under 5 who are covered by nutrition surveillance
<b>WATSAN</b>	
17	Number or percentage of women, girls, boys and men who routinely access services and facilities
18	Number or percentage women and men who are equally and meaningfully involved in decision-making and program design, implementation and monitoring
19	Number or percentage of women and men who are involved in the safe disposal of solid waste.
20	Women and men participate in the identification of safe and accessible sites for water pumps and sanitation facilities
21	Percentage of women and men trained in hygiene and water management
<b>Shelter</b>	
22	Number or percentage of female- and male-headed households with “adequate” dwellings
23	Average floor area of shelter per person in camps
24	Average camp area per person (<_ 45 sq. meters)
25	Ratio of construction materials supplied to female-vs. male-headed households
26	Number or percentage of women and men trained in shelter construction
27	Number or percentage of women and men involved in shelter construction
28	Percentage of women from female-headed households trained and involved in shelter construction
29	Male and female heads of households and single women and men have the same access to housing and shelter supplies
<b>Livelihoods</b>	
30	Livelihood programs are monitored for improvements in self-reliance as well as beneficiary satisfaction for both women and men
31	Child or family care provisions are in place to allow women and girls access to programs, trainings and meetings
32	Percentage of women and men participating in consultative meetings/discussions with regular frequency
33	Percentage of adult women and adolescent girls who receive vocational training

## Annex 4: Gender-Responsive Conflict Sensitive Lens

In combining the two concepts of conflict sensitivity and gender responsiveness, the right questions need to be asked and answered. Some possible questions are provided below.

1. What is the prevailing peace or conflict status of the target context (negative peace, negotiated, enforced, positive peace, overt violent conflict, etc.) and how does this status inform and affect the intervention?
2. What are the changes in gender roles, in gender norms and in gender relations due to the conflict?
3. What are the conflict drivers?
4. How will the conflict drivers be addressed by the proposed intervention in a way that it does not exacerbate the present situation separately for men, women, boys and girls?
5. What are the peace drivers?
6. What peace building opportunities can be maximized through the intervention?
7. How can the intervention contribute to reconciliation and utilize the different and transformed gender roles for this purpose (e.g., the calming influence of mothers over their sons)?
8. How can perceived threats be turned into opportunities (e.g., religious leaders as allies for the purpose of championing women's inheritance rights)?
9. What is the most sensible sequencing of activities in an intervention? For example, an intervention for reproductive health care/services for women can be preceded by an intervention in media and through the mosques.
10. How does the intervention measure against the agreed conflict drivers (e.g., cultural perceptions about women)? Will the intervention be influenced by these perceptions? Will the intervention be against these perceptions? How would the males respond? How might authority figures in the community respond?
11. How does the intervention build on other interventions (name them) to maximize overall peace-building? The answer to this question should also be seen in the light of the question about sequencing.
12. How will the intervention contribute to the strategic objectives? For example, will it aid in establishing the authority of the state actors (as in the case of the USAID/OTD)?
13. What are the risks of the intervention inadvertently fuelling conflict? For example, will the religious leaders react to a program about empowering women through skills training? Will giving assistance to only some members of a poor, conflict- and crisis-affected village stir animosity and resentment among those not receiving assistance and create further divisions?

Consider:

- The design
- The substance
- Implementation stages of the intervention

14. What are the trade-offs in case the risks are unacceptable?
15. What are the externalities and how will they affect the intervention? For example, can an incident like Abbottabad impact provision of health services to children and women in the affected areas?
16. Is the intervention myopic? For example, gender integration takes into account females and males, even when the intervention is woman-primary.

## Annex 5: Important Cultural and Other Practices to Understand Regarding Women

Cultural Practices	Effects
Privacy concerns—outsiders should not know the identity of the family’s women.	Under-reporting of females/female births on census and other surveys
	Under-registration of female births
	Under- or no reporting of honor killings, kidnappings, trafficking, selling of girls and women.
Pressure and threats from active insurgent groups against registering with authorities.	Difficulty for women to get CNIC (has their name on it)
Head of household is always identified as the husband unless his father or elder brother holds the title. Even if the husband is physically or mentally incompetent or away with a second family, he is still the head. If he is away, a boy child will have the title.	Difficult to identify women-headed households for assistance schemes. (The 2007 MICS found that only 0.2 percent of households in FATA were female-headed. Eighty-five percent of women IDPs possessed no form of NIC—special drive resulted in registration of 18,000 FATA and 65,000 KP women getting CNICs.)
Migration	1.34 percent of men (most go to Karachi)/1.07 percent of women (most go to KP)
Purdah—complete purdah is only possible when a family can afford this seclusion.	The poorer the woman, the more freedom of movement she has and is not usually accompanied by a mahram. Poor women share work responsibilities outside the home.
Respect for older women.	Older women have a great deal of power over younger women and over their sons and can influence the wider community through this power.
Traditional <i>jirga</i>	Weakened, if not eliminated. Traditional reconciliation mechanisms compromised. Pakistani military usually interacts with the local <i>jirga</i> and/or militant leaders, further modifying the balance of power. Rising corruption in the <i>jirga</i> system.
<i>Badal</i>	Damages and deaths due to conflict and growing resentment and dissatisfaction about poverty and lack of development led to increases in <i>badal</i> events. FATA is marked by tribal rivalries, internal feuding and tensions that can last for generations.

## Annex 6: USAID as a Thought Leader

National Level		
INGAD (Donor Organization)	A consultative process at the national level with a range of stakeholders to review CEDAW commitments and identify priorities to tackle alone and in conjunction with other donors; review and revise the National Plan of Action that had been made by Ministry of Women's Development	
	Include an INGO and Pakistan NGO observer seat.	
	Formalize the organization through funding for staffing.	
NCSW	Review previous capacity-building projects for the NCSW and facilitate further strengthening of the NCSW (including the ability to provide fact sheets and evidence-based information on pending bills to Caucus and related Standing Committees). Review the GEP research gaps study and confer with the NCSW about funding for key research studies.	
Ministry of Human Rights	Strengthen reporting on gender and human rights commitments. Work with UNWomen to build on gender focal points and gender MIS - work that had been done with the Ministry of Women's Development.	
Planning Commission	Identify possibilities of support with the Social Sector Unit in the Planning Commission.	
Women's Caucus/National Assembly	Strengthen the link between the Women's Caucus and Standing Committees and the NCSW and PCSW (for example, to provide fact sheets and evidence-based information on pending bills to Caucus and related Standing Committees).	
National Advisory Forum (Gender Equity Program)	Press NAF to include a donor and CSO observer seat.	
Subnational Level - Identify CEDAW priorities that could be tackled in a strategic manner at the provincial level and commit to achieving these with government. (Effort must be led by government with USAID less visible.)		
KP	<ul style="list-style-type: none"> <li>Work to establish a provincial level INGAD that incorporates donors, Government (KP and FATA) and CSOs.</li> <li>Replicate the NAF at the provincial level.</li> <li>Strengthen the University of Peshawar Gender Studies Center to specialize in gender and conflict and link to established international think tanks.</li> <li>Introduce the very successful 'Leadership for change' Program [1] initially for key stakeholders and champions and then more broadly.</li> <li>Institutionalize Thematic Gender Group that meets monthly and includes donors, GOP, CSOs--crosscutting and working with all the humanitarian clusters; UN Women and Social welfare department are co-chairs.</li> </ul>	
	Provincial Assembly	UN Women KP currently working with Provincial Assembly Secretariat to set up Women's Caucus. Capacity building of women legislators and of standing committee members has been identified as a need.
	Governor	FATA level- Legislative changes for inheritance laws in FATA as well as education and health. Enlist the Governor's support as a champion for this change in FATA.

Ministry of Social Welfare, Special Education and Women Empowerment (SWSEWE)	Strengthen the capacity of the Ministry (not just the women empowerment unit and focal person) to develop a provincial plan of action that incorporates CEDAW, Beijing commitments and is conflict sensitive.
	Support SWSEWE to develop an overarching gender mainstreaming strategic framework for all GOKP ministries and help lobby through provincial women legislators
Provincial Commission on Status of Women	Identify a capacity building approach based on prior capacity building to the NCSW and apply to the PCSW (identify potential areas of support such as capacity building of the proposed District Commissions on the Status of Women; supporting research studies that would help in policy formulation and strengthen PCSW as a resource for legislators, especially women).
Planning & Development Department	Current Secretary P&DD has expressed interest in setting up a gender cell and looking for technical assistance.
PDMA/PaRRSA	Extend the UN Women gender desk support (currently only 1 year of funding) and provide expert TA to undertake a gender audit and develop a gender strategy with PDMA/PaRRSA leadership. Provide funding for the initiative (this organization could serve as a model for other organizations in its treatment of gender). Support the development of a crisis-sensitive gender strategy that sits across PDMA/ PaRRSA work to:
	<ul style="list-style-type: none"> <li>Collaborate with the Ministry of Education on education in emergencies, paying particular attention to the IDP camps and communities with schools that have been blown up. Support interventions to identify and address GBV amongst displaced populations.</li> </ul>
	<ul style="list-style-type: none"> <li>Support leadership and capacity building within displaced populations, especially women and youth, in a strategic manner.</li> </ul>
<b>FATA</b>	Identify ways and means to extend the GEP model into FATA.
FATA Secretariat	Support for developing an overarching gender mainstreaming and strategy framework for all FATA departments.
	Create women-staff friendly spaces within the FATA Secretariat and forums to promote linkages between the women working in each of the departments.
	Ensure that systems being developed include steps that promote gender inclusivity.
	Develop and implement a strict harassment policy, so women are encouraged to work at the Secretariat.
	Progress the gender-responsive budgeting proposed under the MDTF Governance Program.
	Gender training for all managers and senior managers using local/ national trainers and modules.
Secretary Social Welfare and Women Empowerment	Strengthen the capacity of the Secretariat (not just the social welfare department or the women's desk) to implement a conflict sensitive FATA plan of action that incorporates CEDAW, UNSCR 1325 and Beijing commitments as noted on their website. <a href="http://fata.gov.pk/index.php?option=com_content&amp;view=article&amp;id=154&amp;Itemid=1">http://fata.gov.pk/index.php?option=com_content&amp;view=article&amp;id=154&amp;Itemid=1</a>

	<a href="#">41</a>
	Strengthen the social welfare offices and capacity of officers posted in each Agency. Create inter-Agency linkages and also with other Social Welfare Officer (SWOs) in areas adjoining the Agencies.
Women Empowerment Wing	Support at least two positions and build capacity of the gender desk to link with other initiatives and departments within the Secretariat as well as in KP: e.g., a gender working group. Link with CSOs working with women and on peace building in FATA and KP.
FATA Development Authority	Support FDA in ensuring that development of new infrastructure (FDA offices, housing, commercial and recreational areas) include spaces for women's participation and are disability-friendly. Skill development for women should not occur in a vacuum, but be linked to commercially viable and needed products.
FATA Disaster Management Authority	Collaborate with the Ministry of Education on education in emergencies, paying particular attention to the IDP camps and communities with schools that have been blown up. Use the experience of PaRRSA and PDMA to develop gender and conflict-sensitive approaches/strategy for current and returning IDPs. (The FDMA currently has a Gender Coordinator and three agency associates funded by UN Women.)
<b>Local Government</b>	
District Coordination Officer	Identify opportunities for gender-sensitive programming with DCO, including staff training.
	Create and support forums for regular meetings of DCO with community women via CSOs working with women and with youth.
	Identify potential for gender budgeting at district level.
	Sensitize Officers to GBV issues and mechanisms for identifying trafficking of women and children where it is known to occur.
Mayor (When elected after local bodies' elections)	Engage this individual in consistent dialogue and utilize a progressive engagement approach.
Political Agent	Enlist the PA as an advocate to create 'win-win' situations.
	Utilize the concept of 'progressive engagement' to reward positive behaviors.
	Gender training of all staff in PA office.
	Identify processes and mechanisms that make the PA and the PA offices accessible to female community members and to female staff (from health, education/gender desk). Identify needs of PA office and staff that will facilitate the rolling out of the women empowerment wings to each of the seven FATA agencies, as noted on their website: <a href="http://fata.gov.pk/index.php?option=com_content&amp;view=article&amp;id=154&amp;Itemid=141">http://fata.gov.pk/index.php?option=com_content&amp;view=article&amp;id=154&amp;Itemid=141</a>
Additional Political Agent (Development)	As above.
Social Welfare Officer (District)	Resources to support crisis centers/shelters and child protection centers.

Community Development Officer (District)	Build capacity to identify and support opportunities for women's social, economic and political engagement.
District Assembly (1/3rd seats for women)	The local government stands dissolved (May 8, 2012), but details of new system are not available. If seats are retained, then a women's political leadership school for training all levels would be an opportunity (build on experience of UNDP and ex-Ministry of Women Development, and avoid repeating mistakes).
<b>Tehsil Level (No specific institution, potential identified)</b>	
Assistant Coordination Officer and Assistant PA	As above for Political Agent.
Tehsil Municipality Officer	Gender sensitization and inclusion in municipal plans (including FATA/TARUCCI)
TARUCCI (14 managers for different sites)	Provide gender TA to TARRUCCI to ensure the program takes a sophisticated approach to gender.
	Introduce gender-responsive budgeting as part of FATA Secretariat and KP Government capacity building through the MDTF Governance Project.
<b>Union Council Level</b>	
Mayor	Engage this individual in consistent dialogue and utilize a progressive engagement approach.
Deputy Mayor	As above.
Reserved seats for women and minorities (The new Local Government Plan for KP/FATA not in place yet, but it is expected that there will be some reserved seats for these groups-	Lay the groundwork for women's and minority groups' to run for seats.
	Work with KP and FATA local government departments to ensure that 1/3 seats are reserved for women; add reserved seats for women and peasants in addition to the one (male) seat for each at Tehsil and District level. The draft local government plan of the GOKP has recommended seven seats for the Union Council of which two are reserved for women- one is a general seat, the other represent peasant and workers. The draft has not yet defined the composition of the Tehsil and District Committees.
<b>Community Level</b>	
Mashar/Masharan (elder/s), Mothers, Motivators.	Ensure that any community forum ensures culturally appropriate participation of women e.g., separate meeting with women, or from behind a partition or by inclusion of older women. Any <i>jirga</i> should have a corresponding female <i>shura</i> (as has been done in Afghanistan OTI programs) to deliberate upon proposed interventions, etc. Developing acceptable mechanisms to encourage women's political participation is an important step towards transition to a post conflict polity.
	Use culturally accepted spaces for women, e.g., mother's groups or health education groups for leadership and capacity building.
	Identify male champions in each intervention area to work with the female groups, and to motivate/mobilize male support for women's education, health and income generation activities.
Sector Workers (LHVs, LHWs, Educators, etc.)	Explore the possibility of developing community-based female education and enterprise development workers along the lines of the LHW cadre.
CSOs	Convene quarterly meetings of CSOs around themes to gain knowledge and understanding of the conditions and entry points in KP and FATA.

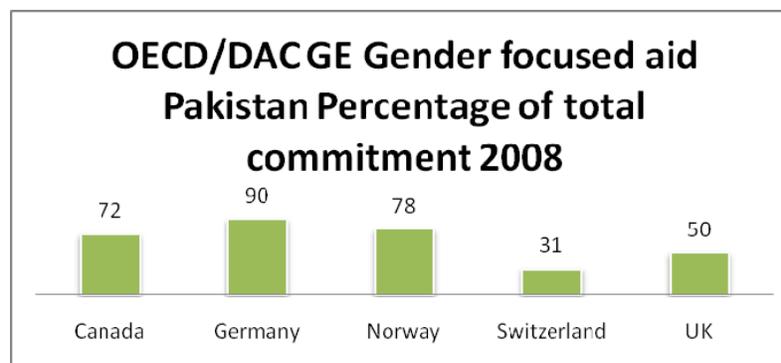
	Link CSOs that have experience working with women and women's issues with USAID contractors, the gender desks and with the PA office and field social welfare departments.
	Support CSOs in forming women's groups in communities and build their capacity for research skills including data collection.
	Build capacity of CSOs for gender-responsive budgeting, radio content programming and use of social media and voice and accountability mechanisms.

## Annex 7: Gender and Stabilization Among International Donors

### Donors' Gender and Stabilization Foci

In 2008, Pakistan was the largest recipient of OECD's gender equality focused aid among fragile states<sup>181</sup>. Donors have different strengths and weaknesses regarding gender. Certain donors stand out due to their work that is primarily focused on women and girls; others are known for well-articulated gender mainstreaming strategies and well managed programs. While working to mainstream gender, the donors have varied foci. GBV and women's roles in peace-building is explicitly addressed by some donors in KP and FATA (the German Agency for International Cooperation (GIZ), UN Women); some are strong on research (UKAid, UN Women, Royal Norwegian Embassy), while others are strong on service delivery (SDC, UKAid and UNDP). Some have well-articulated strategies for gender mainstreaming (UKAid, ADB, GIZ), while others adhere to broad gender guidance such as the DAC (EU).

**FIGURE 5: OECD DAC GENDER EQUALITY-FOCUSED AID (2008)**



UN Women has four main areas of focus: governance and women's human rights focused in the provinces; Women's economic empowerment; women and peace; and violence against women. Within these areas, UNWOMEN now plans to focus on women voter education and awareness, behavioral change and readiness assessment for incorporating gender in development reconstruction in Swat, and mobilization for Women ID cards in districts. The three-year Women and Peace Program (WPP) begun in 2009 and funded by UN Women, the Embassy of Norway and the Embassy of Netherlands, is implemented by 10 partners in 42 districts all over Pakistan. The WPP has established Women Friendly Spaces and Protection Centers for IDPs in KP and FATA and is providing support for the existing civil society Peace Movement (*Amman Ittehad*)<sup>182</sup> in selected districts with a focus on women's security and participation. WPP also promotes research.

UNDP has many programs in KP and plans to venture into FATA. Some of their dedicated programs target disadvantaged women to enhance their income and employable skills to reduce gender disparity and reduce poverty. They use saw and order, access to services, socio-economic indicators, socio-cultural events, donors' presence in affected areas and the number of girls going to school as the indicators for stabilization.

The UNFPA and UNICEF are co-leading Gender-Based Violence response and prevention efforts. UNFPA has undertaken capacity-building initiatives in Khyber Pakhtunkwa Province (and Punjab and Sindh), introducing participants and future trainers from Government and humanitarian agencies to basic principles to fight Gender-Based Violence, including case management, using a confidential, survivor-centered, and comprehensive approach.

<sup>181</sup> <http://www.oecd.org/dataoecd/7/1/46954513.pdf> (Last accessed on 14/05/2012). Data excludes aid from United States

<sup>182</sup> Peace Union.

UKAid is the largest donor in MDTF and hence a major stakeholder in the programs for which the fund caters. UKAid has been active in supporting the PCNA and Gender responsive policing. It is working on addressing drivers of conflict. Its projects are in the thematic areas of GBV, rights in marriage, property and inheritance, mother and child health, support to LHWs, providing childbirth facilities, microfinance loans to poor women, girls education and textbooks and addressing malnutrition in young children and pregnant and breastfeeding women.

“Donors with a good reputation for gender work have patience and therefore have built up trust. If people do not know whether you will be there the next day, then it does not help build trust. The direction of the program has to remain consistent over decades. Tribesmen in FATA will give access to women when you gain access to men, therefore the entry points and trust-building is important. Projects in FATA can be monitored with the help of local NGOs and Technology. 5-10 per cent leakage should be acceptable in conflict-affected areas. Working through the government helped our programs succeed.”

-Shaukat Shafi---ADB

The Royal Netherlands Embassy is about to wind up its aid operations in the country by the end of the year but it will continue special programs on security, rule of law and human rights. The Embassy wants to work on community policing and through the Devolution Trust for Community Empowerment which specifically looks at women as victims, and aims to work with local groups and police on the issue of gender sensitization, strengthening of women in judiciary training institutions and gender sensitization of judges. It is also considering giving support to UNODC for trafficking with a focus on women. It is doing community development in conflict-affected communities to enable them to talk to each other, e.g., the Sunni and Shia communities, and then entice the communities with peace dividends like water supply projects.

The Royal Norwegian Embassy is one of the main bilateral donors for gender issues. The Embassy has a strong commitment to USSCR 1325.183 It has initiated projects in legislative watch for women, DRR, basic education, gender justice, governance, GBV, women’s empowerment, gender and social vulnerability to climate change, social mobilization of women, peace and security and economic empowerment. It does not have any programs in FATA. The recent gender review of its work had good comments and emphasized more work in the same direction. The recent support to 117 seminaries (selected by the GOKP) that have girls' wings and are teaching science subjects are its most successful intervention. The Embassy plans to increase its focus on girls' education and may perhaps support GOKP plans for female teacher hostels.

The purpose of GIZ’s gender-related program for KP and FATA is to improve the services of government and non-governmental actors for the prevention of GBV and support for affected women. It is focusing on political economy research of GBV.

The EU has a well-articulated gender equality and women empowerment strategy. The team’s discussions with EU reps, found that it is focusing more on the PCNA’s gender mainstreaming lens across sectoral programming. The EU Parliament now wants development cooperation strictly within development framework and therefore stabilization is seen as a more political agenda. The EU has programs in KP but not in FATA. However it is planning upcoming projects in FATA for support of local, women based CSOs, and a project focused de-radicalization and mothers of the vulnerable youth.

Among the multilateral institutions, the World Bank has been supporting BISP and CDCP. It is also managing MDTF and is supporting various projects in KP and FATA<sup>184</sup>. The MDTF projects are supposedly using the PCNA’s gender sensitivity lens; however, two main partners in the PCNA (EU and

<sup>183</sup> (Nyborg, Nawab, Khan and Ali, 2012)

<sup>184</sup> These include the Governance Support Project for KP/FATA, Economic Revitalization of Kp and Fata Project, Revitalizing Health Services in Khyber Pakhtunkhwa Project, Emergency Road Rehabilitation Project and Rural Livelihood and Community Infrastructure Project, FATA.

UNWOMEN) are not satisfied with the integration of the PCNA's original stress on gender mainstreaming and may pull support from future MDTF projects on this count.

The ADB was involved in the PCNA process. The ADB recently completed the FATA rural support project and is considered a success by ADB's standards in the sense that it was successful in gaining trust among the people of FATA. ADB is considering giving support to the TARRUCI project in FATA and to mass transport in Peshawar in KP. ADB has standard operating procedures for all projects that include Gender Analysis, Gender Action Plan (GAP) and Monitoring of the GAP.

## How Donors are Doing Gender Work with the Government

Strong and smart partnerships among the donors/development partners themselves and with the GOP and local organizations have generally characterized programs with good reputations. Gaining the trust of the local people seems to be the proverbial key to success.

UN Women supports the PCSW in KP and has the SWSEWE as a strong partner. UN Women also works with other UN agencies in areas like elections and CNICs. It has now partnered with the FATA Secretariat. Overall it supports 20 centers for women, women's desk in PDMA, women's wing in SWSEWE and the Gender Task force in KP. Its' strongest bi-lateral links are with the Royal Norwegian Embassy, UKAid, the Swedish International Development Cooperation Agency (SIDA) and GIZ. The Royal Netherlands Embassy says that it also works with UN Women on women in crisis situations; however, the Norwegian Royal Embassy may cease funding its women and peace program.

“The Royal Norwegian Embassy has systematically brought up women’s rights and gender issues at three external arenas: 1) in the Inter Agency Gender and Development Group; 2) with the Department of Elementary and Secondary Education in the Khyber Pakhtunkhwa Province; and 3) in meetings in the United Nations humanitarian briefing. This has paid off and given Norway a reputation as a donor that flags gender concerns”<sup>185</sup> The Norwegians also stress the need to not give the perception of trying to challenge the value system of the people of KP. Instead, they want to concentrate on “changing the mindset” and see this orientation as the key to success. It is working with the GOKP and is only doing routine monitoring of funded projects. They also believe the people of KP trust them because of their long and sustained work since the 1980s. The specific characteristics that are viewed as important are patience, long-term commitment and engagement and trust-building.

The EPLO's (European Peace-building Liaison Office) Gender, Peace and Security Working Group (GPS WG) works to promote the inclusion of a gender perspective and the meaningful participation of women in European peace / security policy and practice. It has, *inter alia*, the following objectives:

- Exchanging information, joint advocacy and promoting co-operation, between governments/institutions and civil society, and among civil society organizations, on EU and EU Member States' implementation of women, peace and security (WPS) commitments - including seeking to act as the platform in Brussels/Europe for gender, peace and security issues
- Designing and promoting WPS accountability mechanisms
- Ensuring and enabling the inclusion of a gender perspective in EPLO's work and in the work of interested EPLO member organizations
- Increasing the participation of women in policy processes pertaining to peace/security, in particular the participation of women from conflict-affected areas

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<sup>185</sup> NORAD and NORAGRIC. (2011) Gender Review: Royal Norwegian Embassy of Islamabad. Islamabad, Pakistan: NORAD

Through the GPS WG, EPLO works to promote the inclusion of a gender perspective and the meaningful participation of women in European security and peace-building policy and practice.”<sup>186</sup>

The EU in Pakistan is now focusing on CSOs and working with UN. They have four upcoming projects in FATA for women in support of local CSOs. These relate to de-radicalization and mothers of vulnerable youth. The EU mission in Pakistan wants to be seen as a policy interlocutor and wants to establish a strategic dialogue with GOP. After their initial support to MDTF, during discussions with EU reps, they came across as disillusioned with the mechanism and may embark on their own projects now addressing gender as per recommendations of PCNA.

Some development partners believe the WB is less strong on gender than is desirable. UKAid, along with the EU and UN Women, has a policy of ensuring that 50 percent of all project beneficiaries across all programs are females. This policy makes it difficult to work with the World Bank-managed MDTF since the Fund is not held to the same target. UKAid is working with the GOP in FATA in empowering local development councils that will have 50 percent women representation. UKAid is particularly strong on the political economy studies that are encouraged for most programs. These studies give UKAid a good idea about context *vis-a-vis* the potential players, roles, spoilers and plots of the area and its people and greatly helps tune the project design for conflict sensitivity.

### **What Donors are Missing**

The broad range of programs of various donors and development partners does not mean that all bases have been covered. Even more, not all programs are seen as successful. Although most of the donors profess a broad allegiance to the PCNA, few are working to implement the activities mentioned in the documents, particularly those related to PCNA’s fourth strategic objective. The few programs addressing the fourth objective are not seen to be success stories by the donors themselves. For example, the Norwegians see the Women for Peace program as a failure and attribute this to weak capacity of the implementing partners.<sup>187</sup>

There is also a realization that evidence-based programming is lacking. Funding for more research on gender-specific issues is urgently needed.

Almost all the donors singled out the LHWs as the preferred delivery vehicle that can potentially be used to access women, deliver services and get feedback (regardless of the sector of interest). This lack of imaginative thinking is a restriction in itself. However, despite the repeated references to the LHWs as entry points, there is a lack of programs for training, motivation, mobility, compensation, job security and protection for these women.

There are some programs for youth. However, given the enormity of youth issues and the realization that unemployed or underemployed youth are the biggest contributing factor to militant recruitment, the need for more focus and sustained programming, especially under the fourth strategic objective of the PCNA, is especially acute. Such programming is needed for both urban and rural (and often self-radicalizing) youth.

Donors’ focus on service delivery may be needed, but the relative lack of service delivery organizations has forced many advocacy organizations to alter their vision, chase the funding and focus on service delivery to the detriment of advocacy and awareness-raising.

There is a strong opinion among the donor community against externalities and the problem of branding. As one donor remarked, “Externalities like Abbottabad, Malala, and the Raymond Davis affair create paranoia among Pakistanis and do not help our work.” The recent case of Dr. Alfridi and his involvement with the United States Central Intelligence Agency allegedly through Save the Children is another case in point.

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<sup>186</sup> <http://www.eplo.org/gender-peace-and-security>

<sup>187</sup> The Norwegian Embassy, however, lauded the trust fund for CSOs as the only component that has progressed.

# ANNEXES PART II:ASSESSMENT DATA COLLECTION PLAN, METHODS,AND TOOLS

## Annex 8: Statement of Work

# STATEMENT OF WORK: A GENDER ANALYSIS AND ASSESSMENT OF STABILIZATION IN PAKISTAN



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## INTRODUCTION

It is important for the USAID Mission in Pakistan to fully examine its stabilization portfolio in light of several United States Government and USAID policies including: (1) the Gender Equality and Women's Empowerment Policy (2012) along with specific new reporting requirements for USAID assistance to women in Pakistan; (2) The Development Response to Violent Extremism and Insurgency: Putting Principles into Practices (September, 2011); (3) the United States National Action Plan on Women, Peace and Security (NAP-WPS, December, 2011); and, the Enhanced Partnership with Pakistan Act 2009.<sup>188</sup>

To date, USAID/Pakistan has undertaken an internal assessment of the treatment of gender in stabilization programming.<sup>189</sup> The Mission believes that an external gender assessment of stabilization programming in the Federally Administered Tribal Areas (FATA) and Khyber Pakhtunkhwa (KP) could be of benefit in order to achieve more equitable development outcomes.

The purpose, task and questions included in this Scope of Work (SOW) incorporate both gender assessment and analysis aspects.

## BACKGROUND

The current instability in FATA and KP owes much to decades of poor governance, underdevelopment and regional conflict. After 9/11, insurgents were able to exploit these vulnerabilities to establish de facto control over much of FATA and pose a threat to the Pakistani state. Military operations against these groups began as early as 2002, but their success was limited. The Government of Pakistan (GOP) attempted a series of negotiated settlements, but none proved enduring or effective at curbing violence. The high water mark for insurgent groups came in early 2009, when a branch of the Pakistani Taliban moved out of FATA and took over large settled areas of the Swat Valley in Khyber Pakhtunkhwa's Malakand Division.

In response, the Pakistani military launched a major offensive in April 2009 to retake Swat and surrounding areas. Following that success, clearing operations were conducted in South Waziristan, Bajaur, Mohmand and Orakzai Agencies in FATA. This progress, however, is fragile and reversible, and a large military presence continues to be required to hold the Swat area. The Pakistani military is stretched thin, civilian government remains weak, and the economy is in the doldrums. Insurgent groups have proven highly adaptable, and the evolution of the situation in Afghanistan will continue to have major repercussions in FATA and the border areas of Pakistan. Furthermore, the July 2010 floods hit FATA/KP particularly hard, setting back stabilization efforts.

Since 2007 the U.S. Government has been implementing an interagency security, development and governance assistance program to assist GOP institutions to counter organized insurgent attacks. Interagency security activities have been implemented by the Department of Defense (DOD) and the US Embassy's Narcotics Affairs Section (NAS). DOD has trained and equipped the PAK/MIL and Frontier Scouts in counter insurgency warfare and civil affairs operations. NAS has trained and supported levies as well as KP provincial police and continues to implement counter-narcotics projects, including road building.

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<sup>188</sup> The Act is sometimes referred to also as the "Kerry-Lugar-Berman Bill". It authorizes appropriations for fiscal years 2010 through 2014 to "promote an enhanced strategic partnership with Pakistan and its people, and for other purposes." This bill is an *authorization* bill, and as such sets the policy framework and parameters for U.S. Government assistance to Pakistan, as well as for the annual appropriations legislation through which USAID receives its funding. USAID does not receive any additional funding based on this bill directly, although the bill will affect the types of programs and conditionalities of U.S. Government assistance to Pakistan. <http://www.usaid.gov/pk/about/klb.html>

<sup>189</sup> USAID/Pakistan Internal Gender Assessment of Stabilization Programming. (Aug 15, 2011)

USAID, in close coordination with DOD and NAS, is supporting the GOP's FATA Sustainable Development Plan (SDP) 2007-2015, a multi-year US\$2 billion plan to extend the writ of the GOP in FATA and to improve government services to FATA citizens. In 2008, the United States committed to contributing US\$750 million to the plan over five years (2007 to 2012). USAID has programmed over US\$200 million and disbursed over US\$180 million as of December 2010. Since January 2008, USAID has completed over 1,500 community-based projects, supported livelihood programs in agriculture and micro-enterprise development, vocational training and scholarships, and community health and education. In 2010, USAID began implementing a major infrastructure development program in South Waziristan and plans a similar program for North Waziristan. USAID has assisted the FATA Secretariat to improve its capacity for program analysis, monitoring and evaluation. USAID has also launched programs in the Malakand Division, including the \$90 million KP Reconstruction Program (focused on rebuilding social infrastructure destroyed by insurgents, military operations and floods in Malakand), a US\$65 million Malakand housing compensation program, and activities focused on boosting small businesses and employment opportunities in the area. Concurrently with the stabilization program, U.S. Government resources have been supporting the significant humanitarian and early recovery needs of flood victims in Khyber Pakhtunkhwa and FATA.

U.S. stabilization activities are closely aligned with the objectives of the 2010 Post-Crisis Needs Assessment (PCNA) for FATA and KP, which include: building responsiveness and effectiveness of the State to restore citizen trust; stimulating employment and livelihood opportunities; ensuring the delivery of basic services; and countering radicalization and fostering reconciliation. The PCNA goes a step further and places these objectives in the framework of three cross cutting themes; a) peace-building, b) gender, and c) capacity development. U.S. programs are coordinated closely with the activities of the Multi-Donor Trust Fund (MDTF), whose purpose is to help Pakistan meet those objectives. Ten donors contribute to the MDTF, of which USAID is the third largest, and the funds are managed by the World Bank. Furthermore, USAID is working with the World Bank to ensure that programming through the MDTF adequately integrates gender issues and assistance to women throughout its interventions. It is expected that the FATA/KP Office will share the MDTF documents with MSI.

## **United States Government Policies on Gender, Stabilization and Countering Violent Extremism and Insurgency**

With the formation of USAID policies on gender, stabilization and countering violent extremism and insurgency, USAID/Pakistan believes it is important to fully examine its stabilization portfolio to achieve more gender equitable development outcomes. What follows is a brief outline of the recently released USAID policies of relevance for this analysis.

### **US National Action Plan on Women, Peace and Security (2011)**

The United States National Action Plan builds upon the goals for gender integration described in the U.S. National Security Strategy and the 2010 Quadrennial Diplomacy and Development Review. Gender integration involves identifying and addressing, in all US policies and programs, gender differences and inequalities, as well as the roles of women and men. The goal of gender integration or 'mainstreaming' is to promote gender equality and improve programming and policy outcomes.

### **USAID Policy on Gender Equality and Women's Empowerment (2012)**

USAID's effectiveness relates directly to its ability to recognize and address the gender-related issues that hold back progress in developing countries. Explicitly considering gender-based constraints during programming increases the likelihood that development programs will achieve their desired outcomes and produce lasting transformational development. Thus, USAID has instituted specific requirements to ensure that each operating unit gives appropriate attention to gender as a key to development. Currently, there are no waivers for any country contexts or sector objectives.

## USAID Guidance on Stabilization

In January 2011, USAID Administrator Dr. Rajiv Shah issued guidance to inform the conduct of USAID stabilization programming in Afghanistan and Pakistan. Specifically, the guidance refers to several points relevant to gender analysis. These include:

- **Stabilization is a Different Development Assistance Approach:** While stability is a necessary precursor to USAID’s long-term development goals, stabilization programming often has different objectives, beneficiaries, modalities, and measurement tools than long-term development programming.
- **Context Matters:** Flexibility is required when programming resources and identifying benchmarks. USAID should clearly identify how a program supports the advancement of a community along a stability continuum to allow people to have a common understanding of their environment and appropriately focus, integrate, and adapt programs.
- **Hone in on Sources of Instability:** Customized, adaptive programming, grounded in research and experience is required to identify and effectively respond to specific drivers of instability. The disciplined application of analysis is as critical in a stabilization context as in any other.
- **Take the Pulse of the Population:** A key element in counterinsurgency is support of the local population for the government in fighting the militancy. A wide array of tools is needed to understand how that support shifts over time and how actions drive changes in perception and behavior. USAID should incorporate perception surveys attuned to local contexts and objectives to inform analysis of instability, establish baselines, and measure impact.

## Countering Violent Extremism and Insurgency

The Development Response to Violent Extremism and Insurgency Policy (December, 2011) is the first of its kind produced by USAID. Its purpose is to provide a policy framework that USAID can use to improve the effectiveness of its development tools in responding to violent extremism and insurgency, as well as its capacity to interact constructively with its interagency and other partners in these challenging environments. The policy will also help USAID focus on capacity building and sustainability, which are critical to its long-term security and development goals. The following policy points are relevant to this analysis:

- *“Gaps remain in USAID’s understanding of violent extremism and insurgency. This includes the role of gender. Women may act as both a potential brake on, as well as a driver of, violent extremism. Some suggest that family ties, and women’s roles in families, create psychological barriers for husbands, sons, or other male relatives to join violent extremist groups. Others have asserted that women may serve as motivators for male family members to join. Understanding the role of gender at the local level is fundamental”.*
- *“Informed by local research and assessment, USAID Missions will identify and prioritize drivers, set clear objectives, design a focused set of interventions, and systematically evaluate related measures of progress and impact. In their assessments, Missions should consider the role of women vis-à-vis drivers and any relevant development responses”.*

## ANALYSIS AND ASSESMENT PURPOSE

### Purpose

The purpose of the SOW is to produce a set of recommendations for integrating gender into USAID/Pakistan current and future stabilization programs. Incorporation of these recommendations will

help USAID/Pakistan to achieve positive development-oriented results in targeted areas of Pakistan through programs for women and men that are relevant, accessible and equitable.

## Tasks

Undertake a gender analysis and assessment that:

- incorporates a gender analysis by providing an overview of the different roles and status of Pakistani women and girls and men and boys within the community, political sphere, workplace, and household in conflict-prone regions that remain unstable and are subject to ongoing violence, noting any key differences influenced by ethnicity, income level and geographic location of KP and FATA
- synthesizes key Government of Pakistan gender-related policies and programs in stabilization and identifies opportunities for collaboration and mutual strengthening of gender integration
- examines the extent to which existing and planned USAID/Pakistan stabilization sector interventions integrate/mainstream gender, based on recent U.S. Government (including USAID) guidance on gender
- determines where USAID/Pakistan's comparative advantage(s) lies *vis-a-vis* other international donors to address relevance, access and equity issues for women and girls and men and boys
- identifies gender-specific and country-relevant indicators that USAID/Pakistan may use at the overall Assistance Objective (AO) level as well as lower level indicators to track program results in the stabilization sector portfolio.

## Analysis and Assessment Questions

1. What are the key gender-related issues, constraints and opportunities for females and males in areas where stabilization interventions and/or military activities, the July 2010 Floods and any other recent major events that are ongoing in FATA and KP? Areas of particular concern to USAID policies regarding gender equality and female empowerment include: sexual and gender-based violence, trafficking in persons, and understanding of gender (particularly women's role) in peace-building, conflict resolution and violent extremism in the targeted areas.
2. Have USAID/Pakistan stabilization activities provided any specific and separate benefits unique to females and males?
3. What are the main constraints and opportunities for gender equitable participation and access to USAID/Pakistan stabilization programs?
4. What direction is the GOP taking in providing services to both women and men in regions prone to instability?
5. What are other key donors doing to address gender in their stabilization programming and in what ways are they supporting the GOP to address gender?
6. How should USAID/Pakistan leadership liaise with the GOP to address gender in stabilization programming?
7. What particular lessons have been learned by USAID, other key donors and the GOP in addressing gender in development within the context of stabilization?

# ANALYSIS AND ASSESSMENT METHODS AND INFORMATION SOURCES

The main methods for data collection include: a desk review of key documents, qualitative research including key participant interviews and group meetings/interviews with those who implement and benefit from stabilization interventions, and intense consultation with USAID/Pakistan staff members who implement and plan stabilization programs. The analysis team also will consult with other Embassy personnel who are active in this area and key U.S. Government and GOP interlocutors to ensure that recommendations are consistent with current country objectives and policy.

MEP, the USAID/Pakistan Gender Specialist and other USAID/Pakistan senior staff members will assist the team to identify key documents, areas to visit, and help identify individuals to be interviewed among USAID staff, implementing partners, and program participants, as well as key U.S. Government and GOP officials.

The first stage (eight days) of the analysis will focus on reviewing relevant documents prior to convening in Islamabad for the formal start of the analysis. A draft analysis of USAID programming using a gender lens along with a draft outline of the main analysis will be prepared prior to team mobilization. This will enable the team to have a clear understanding of where the gaps, successes and opportunities lie prior to the fieldwork. Since several firms are currently collecting data in FATA/KP, e.g., CAMP<sup>190</sup> etc., the team will assess these data for relevant information on gender roles and/or sex-disaggregated data.

The second stage (six days) will focus on: 1) designing and planning the field work, including identifying respondents, setting up interviews and group discussions and developing interview guides and guidelines for group meetings (including a set of questions for USAID) and discuss analysis logistics, organize data collection activities and tools, determine roles and responsibilities; 2) continue the review of documents; and 3) meet with USAID/Pakistan Stabilization experts<sup>191</sup> and the Gender Specialist, relevant GOP representatives and other donor agencies.

The third stage (18 days) will focus on collecting field data and continuing to review all relevant secondary sources, as needed. This stage will require extensive travel throughout Pakistan. During the field visits, the team will conduct semi-structured interviews and group meetings (as applicable) with stabilization and gender-focused stakeholders and beneficiaries of and participants in stabilization interventions as follows:

- USAID offices in Islamabad and Peshawar;
- USAID funded Project staff;
- USAID funded Project beneficiaries in FATA and KP.

The analysis/assessment team will make field visits to FATA and KP, subject to security clearance.

During the fourth stage (10 days), the team will convene in Islamabad to analyze data and draft an initial set of analyses, findings, conclusions and recommendations to deliver as a Power Point presentation to USAID/Pakistan and prepare a zero draft of the main analysis report. In the fifth and final stage of the assessment, the team leader, working from home, will:

Draft the report “A Gender Analysis and Assessment of Stabilization in Pakistan (6 days); with inputs from the other team members (4 days each);

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<sup>190</sup> Some publications on FATA and Khyber Pakhtunkhwa from firms such as CAMP have been collected but USAID is requested to get the Team access to reports and data sets relevant to this analysis.

<sup>191</sup> Request a list of USAID staff and any specific donors whom the assessment team should meet.

- Finalize the report, incorporate feedback from USAID and the MSI/MEP team (two days)

Draft written deliverables of the assignment include:

1. A detailed work plan for the desk review, field-based data collection, and analysis and writing, to be developed in coordination with MSI, the assessment team and USAID/Pakistan within one week of the team's arrival in Pakistan.
2. A draft outline for the final report, to be developed in coordination with MSI, the analysis team, MEP and USAID/Pakistan prior to the Team Leaders arrival in Pakistan. The outline will be shared with USAID for feedback during the in-brief.
3. Debriefing presentation, with concrete recommendations, to be delivered via Power Point to the USAID/Pakistan Senior Staff and Gender Specialist.
4. An initial zero draft report<sup>192</sup> will be shared with MEP/MSI prior to the departure of the Team Leader.
5. Draft report, with concrete findings, conclusions and recommendations, to be delivered within one week of the presentation and incorporating comments from the presentation.
6. Final report delivered within three weeks of the date MSI receives USAID's comments on the draft report. The report will be a maximum of 30 pages in length, excluding an executive summary, annexes and relevant supporting documentation.

The analysis and assessment will include actionable recommendations for how the USAID/Pakistan mission can better integrate gender considerations in stabilization programming in Pakistan.

## Information Sources

The gender analysis and assessment will include both primary and secondary sources. The team will conduct a desk review of key documents related to stabilization programs and related gender roles and disparities. MSI, the USAID Gender Specialist, and other USAID staff will identify key documents and the analysis team will also rely on their previous experience and independent desk research using the web or other resources. The team will collect and analyze qualitative data through semi-structured interviews, group discussions with current program participants and implementers, and intense consultations with USAID Pakistan staff members, U.S. Government personnel and other stakeholders in the GOP.

The desk review will include, but not be limited to, the following documents:

- Social science, survey data, or previous consultancy reports on gender roles and inequalities as related to stabilization strategies and programs in Pakistan, e.g. World Bank, Pakistan Household Survey, etc.;
- Primary source data being collected in FATA and KP by CAMP and others;
- USAID ADS Requirements on Gender Mainstreaming USAID Administrator Stabilization Guidance for Afghanistan and Pakistan, [http://pdf.usaid.gov/pdf\\_docs/PDACQ822.pdf](http://pdf.usaid.gov/pdf_docs/PDACQ822.pdf);
- U. S. Government Development Response to Violent Extremism and Insurgency Policy 2012;
- 2010 Post Crisis Needs Assessment for FATA and KP;

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<sup>192</sup> The initial draft report does not have to be complete in all respects but would be an elaboration of the main findings, conclusions and recommendations as well as identification of next steps.

- USAID stabilization program and strategy descriptions, including, but not limited to:
  - Support to GOP FATA Sustainable Development Plan (stabilization)
  - Concurrent support for humanitarian and early recovery needs of flood victims in KP and FATA;
- Proposed USAID Stabilization Strategy;
- GOP gender-related stabilization policies and programs; policies related to women’s rights and international conventions to which Pakistan is a signatory, e.g., CEDAW, etc.

## **ANALYSIS AND ASSESSMENT TEAM COMPOSITION**

The assessment team will include three individuals: two Gender Specialists and one Stabilization Specialist. The Gender Specialists are expected to have demonstrated previous experience in conducting cross-sector gender analyses and significant experience in monitoring and evaluation. The Stabilization Specialist is expected to have demonstrated experience in design and implementation of stabilization strategies and supporting cross-sector programming. Previous experience in conflict affected states/regions is preferred. Previous experience in Pakistan and/or South Asia, along with a working knowledge of Urdu and Pashtu is helpful.

The Gender and Stabilization Specialists will draw from their previous experience and knowledge of cross-sector gender assessment, the conduct of development in stabilization contexts and their understanding of USAID regulations and policies (such as ADS) to produce the analysis.

## **WORK PLAN AND DELIVERABLES**

The gender analysis/assessment will require approximately 54 days of the Team Leader’s effort, based on a five-day work week outside of Pakistan and a six-day work week in Pakistan, for a total not to exceed seven working weeks. This will entail one week (five days) of desk research; one week of planning and initial interviews; three weeks of field research and two weeks for consultation with USAID/Pakistan and producing the final report. In order to obtain reliable data for the formulation of actionable recommendations, the assessment team will make field visits to KP and the FATA. This will require consultation and coordination with local government actors. The assessment team will draw from their previous experience and knowledge of cross-sector gender assessment, the conduct of development in stabilization contexts and their understanding of USAID regulations and policies (such as ADS) to produce the analysis. If the assessment team does not include at least one Pakistani Gender Specialist, MSI will engage a national expert to review the assessment report to ensure that the analysis is appropriate to the local context.

The assessment will commence in March 2012 with the final report completed by April/May 2012. The table below details the anticipated tasks and level of effort for the Team Leader and Team Members.

**TABLE 5: ANTICIPATED LEVEL OF EFFORT**

Tasks	Team Leader*		Team members	
	Home-based	Pakistan	Gender Specialist	Stabilization Specialist
<b>Stage I:</b>	<b>10</b>		<b>5</b>	<b>5</b>
<ul style="list-style-type: none"> <li>Review relevant background documents and prepare draft report outline prior to arrival</li> <li>Travel days to Islamabad</li> </ul>	8 2			
<b>Stage II: (Islamabad)</b>		<b>6</b>	<b>6</b>	<b>6</b>
<ul style="list-style-type: none"> <li>Team Planning meeting</li> <li>Develop interview tools</li> <li>Meeting with relevant staff from USAID, GOP and key donor agencies.</li> </ul>				
<b>Stage III:</b>		<b>18</b>	<b>18</b>	<b>18</b>
<ul style="list-style-type: none"> <li>Field visits** (Khyber Pakhtunkhwa)</li> <li>Field visits (Karachi)</li> </ul>		14 4		
<b>Stage IV:</b>		<b>10</b>	<b>8</b>	<b>8</b>
<ul style="list-style-type: none"> <li>Data Analysis</li> <li>Presentation to USAID</li> <li>Prepare zero Draft report “A Gender Analysis &amp; Assessment of Stabilization in Pakistan”</li> </ul>				
<b>Stage V:</b>	<b>8</b>		<b>4</b>	<b>4</b>
<ul style="list-style-type: none"> <li>Draft the report “A Gender Analysis &amp; Assessment of Stabilization in Pakistan”</li> <li>Finalize the report, incorporate feedback from USAID and the MSI/MEP team</li> </ul>	6 2			
<b>Return Travel:</b>	<b>2</b>			
<b>Total Level of Effort:</b>	<b>20</b>	<b>34</b>	<b>41</b>	<b>41</b>

\* Work days will be 6 days a week in Pakistan and 5 days outside Pakistan

\*\* TL will meet all projects under the Stabilization program for one day each

## Annex 9: Limitations of the Research

1. It was important to ground any conclusions and recommendations in applied research in at least some of the target sites. However, the GOP and MSI/MEP restrictions on visiting certain areas and the amount of time required to visit accessible areas put locations the team would have liked to visit out of reach. Consequently, the team visited only one area (Swat) for direct observation. While the findings, based on data from the field work, regarding some groups may have broader ‘generalizability,’ it is clear to the team that the socio-cultural diversity of KP and FATA meant that the specific nuances from group to group and location to location could not be explored due to time and other constraints. This realization in itself became an important finding that points to the need for localized, grounded gender analyses to inform program design and implementation. These limitations were mitigated by a thorough review of available literature on KP and FATA on the topics of interest to the gender analysis.
2. The lack of timely and complete documentation limited the team’s productivity in interviews. This limitation was difficult to mitigate since the team was not willing to spend limited interview time asking key participants to describe their programs in-depth. This was due in some cases to the inevitable miscommunication involved when arranging meetings through third and fourth parties. In other cases it was not possible to find a mutually feasible time for a meeting. These limitations were managed by seeking information from additional sources when and where possible.
3. The team had difficulty arranging translation of FGD content, both oral and written. This issue meant that valuable data were not available, had been edited out, or were not translated well. The team mitigated this limitation by triangulating data and informal interviews/conversations with a range of local people.
4. The team collected information on other donor and development partner’s treatment of gender stabilization programming from visits, document review and Internet searches. Given the limitations on donors’ and development partners’ time, however, the team did not attempt to undertake a rigorous and robust gender assessment using these data. The data collected from discussions with these groups were only meant to provide USAID with some insights into how other actors were treating gender and interacting with the government. The findings described have been used to inform conclusions and recommendations specific to the gender assessment of USAID stabilization programming.
5. Finally, the scope of the assignment presented challenges. The team was originally expected to look at nine different programs and projects being implemented in two separate administrative regions (KP and FATA) across a range of sectors. This range in itself presented a high degree of complexity; however, in reality, this total rose to 16 programs and projects that were underpinned by different assumptions and rationales and a range of management and contractual configurations and implementation arrangements. This limitation was mitigated by working to create a sensible conceptual framework and instruments that could inform the assessment of the various programs.
6. Although KP and FATA are contiguous and share some characteristics, there is variation both between the two areas and within each area. Consequently, this Gender Analysis is not exhaustive and the team was not able to look at all the nuances across and between KP and FATA.

**TABLE 6: SPECIFIC CONSTRAINTS RELATED TO PROJECT SCALE AND SCOPE**

	<b>Constraints</b>	<b>Repercussions</b>
<b>Scope</b>	Gender analysis (looking at all levels--macro, meso and micro) and a gender assessment	Very large workload for the time available. Challenging to arrive at a meta-analysis.
	Diverse range of projects, programs and an initiative	
	Multiple sectors addressed in the various projects, programs, and the initiative	
	Varied funding modalities	
	Varied management modalities (USAID-Islamabad-managed; USAID-Islamabad activity managed by USAID-Peshawar; USAID-Peshawar-managed)	
	Varied operational modalities	
	Varied implementation modalities	
	Various implementing partners from the Government of Pakistan at the federal and provincial levels to international NGOs	
<b>Scale</b>	Two conflict affected areas: Khyber Pakhtunkhwa (including the Provincially Administered Tribal Areas) and the Federally Administered Tribal Areas that have very different governing and legal structures.	Time required to look at two separate governing, legal and social contexts and analyze opportunities and challenges for each. 'Hidden' questions in the tasks ultimately had to be incorporated within the methodology, expanding the scale of the research.
	16 projects, programs and an initiative (with three implementing partners)	
	Diverse range of SOW questions to address	
	SOW tasks included 'hidden' questions; thus the number of questions was greater than those listed as questions.	

## Annex 10: USAID Definitions of Gender Assessment and Gender Analysis

According to the USAID Gender Equality and Women’s Empowerment Office,<sup>193</sup> a gender assessment:

“...involves carrying out a review, from a gender perspective, of an organization’s programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices. USAID Missions often carry out a gender assessment of their portfolio to determine whether gender issues are being effectively addressed in Mission-supported programs and projects. A gender assessment is a very flexible tool, based on the needs of the Mission, and may also include a gender analysis at the country level. If a gender analysis is included in a gender assessment, this meets the Automated Directives System (ADS) requirements.”

A gender analysis:

“...refers to the systematic gathering and analysis of information on gender differences and social relations to identify and understand the different roles, divisions of labor, resources, constraints, needs, opportunities/capacities, and interests of men and women (and girls and boys) in a given context. USAID requires that the findings of a gender analysis are used to inform the design of country strategic plans, Assistance Objectives, and projects/activities. A gender analysis can be conducted at the macro level, analyzing socio-cultural, economic, health, or demographic trends and legal policies and practices at the national or regional level within the context provided by the macro analysis. Taking a macro or micro focus depends on the purpose for which the analysis is being undertaken. For example, a gender analysis conducted to inform a country strategic plan will most likely assess the issues from a broader, more macro level, whereas a gender analysis conducted for the design of a project/activity, may look at the issues from both a macro and a micro perspective.”

Gender analysis goes beyond disaggregating beneficiaries by sex. It considers ways in which gender relations may affect the achievement of results and how results may affect the status of women and girls. Specifically, in terms of development programming, the concern with gender integration focuses on (a) how gender roles and relationships between men and women impact program results, and (b) how the program impacts the status of women and girls. Effectively, the idea is to examine the implications on men and women in every program, project or policy, ensuring the unique needs of both women and men are an integral part of the design, implementation and monitoring. This should be conducted as part of the broader technical analysis allowing it to inform planning and design. Ideally, it should not be undertaken in isolation after strategies, portfolios and projects have been articulated. Beyond planning and programming, performance monitoring and issuing of solicitations also require explicit gender consideration. Table 3 summarizes specific ADS requirements with respect to gender.

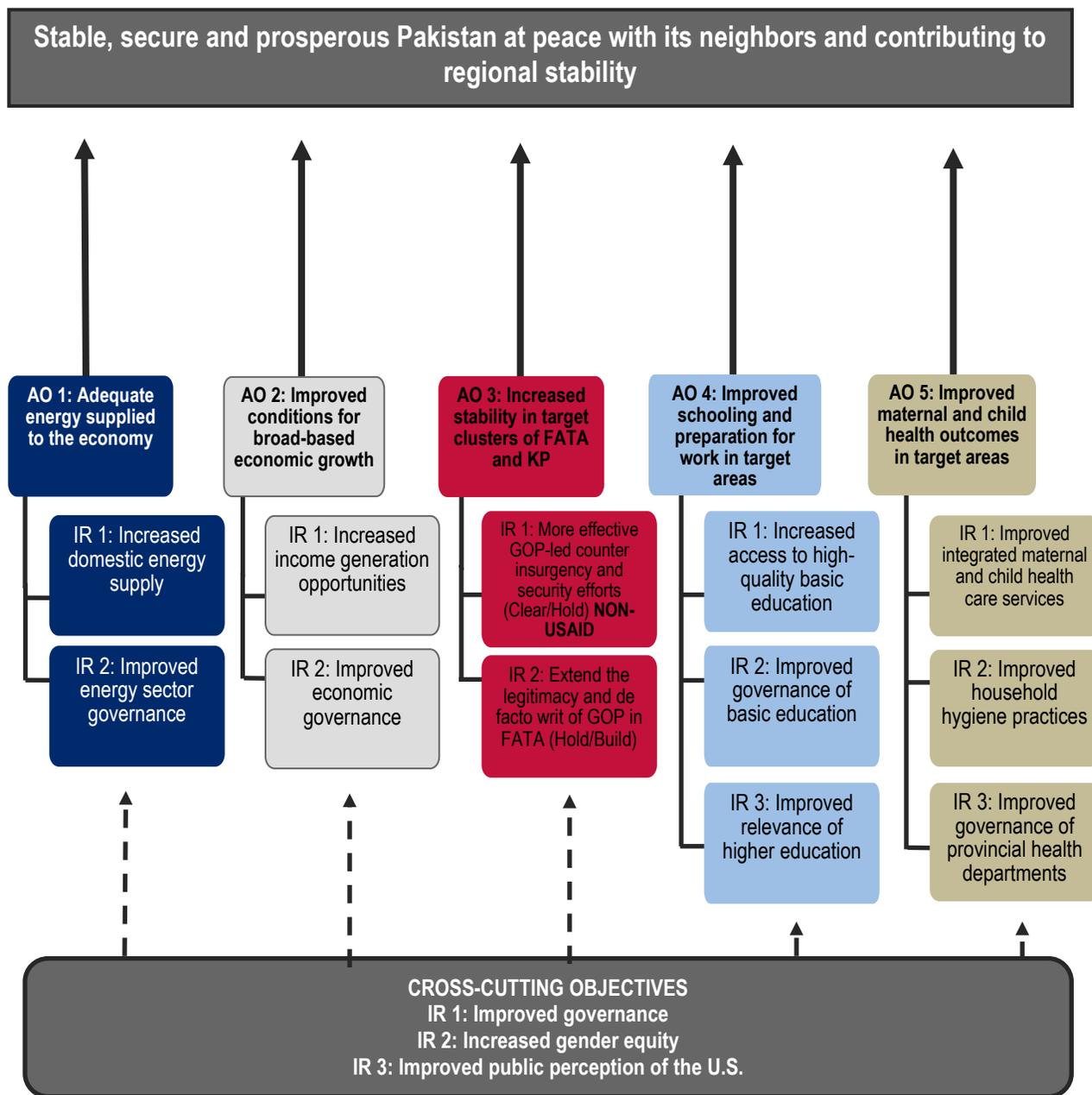
**TABLE 7: ADS REQUIREMENTS ON GENDER MAINSTREAMING**

ADS	Strategy cycle
ADS 201.3.8.4	Technical Analysis and Strategic Planning
ADS 203.3.4.3	Performance Monitoring Systems for SOs and Intermediate Results
ADS 201.3.12.6	Activity Design and Activity Approval Documents
ADS 302.5.14	Issuing RFPs
ADS 303.5.5b	Issuing RFAs

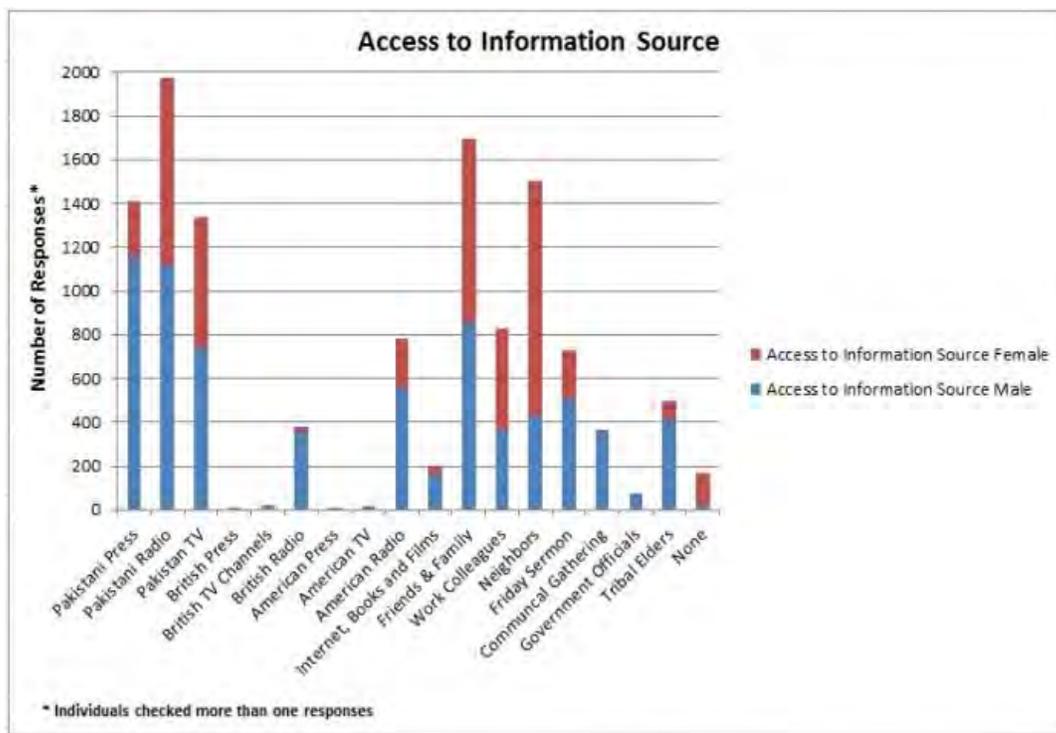
<sup>193</sup> USAID Gender Equality & Women’s Empowerment. Key terms. [www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/gender/gender\\_analysis\\_terms](http://www.usaid.gov/our_work/cross-cutting_programs/wid/gender/gender_analysis_terms)

## Annex I I: Stabilization Program Results Framework

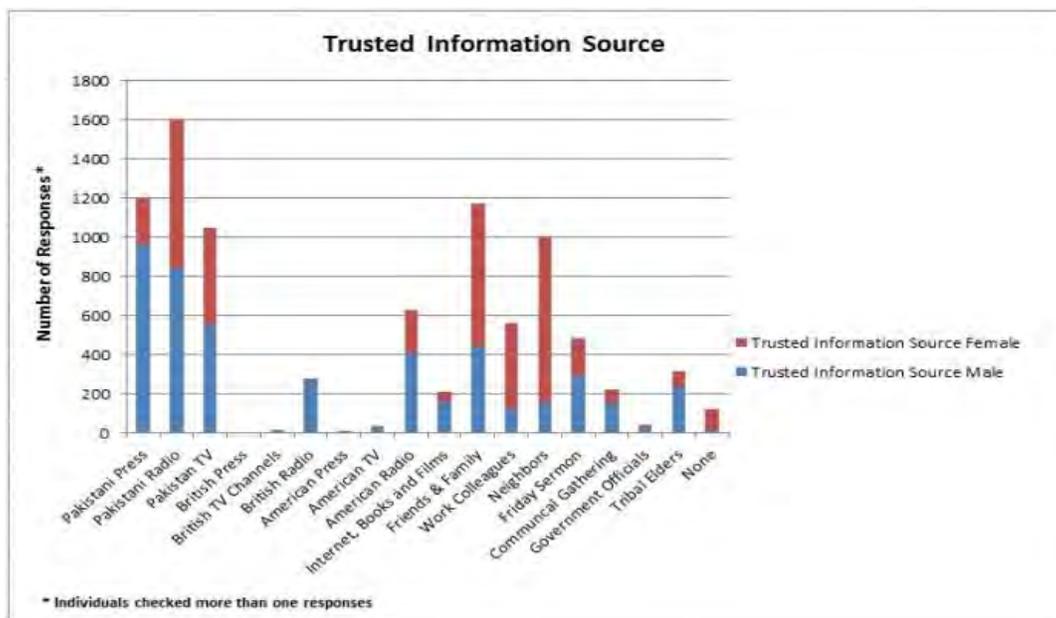
FIGURE 6: USAID/PAKISTAN RESULTS FRAMEWORK



**FIGURE 7: ACCESS TO INFORMATION SOURCES BY FEMALES AND MALES IN FATA**



**FIGURE 8: INFORMATION SOURCES TRUSTED BY FEMALES AND MALES**



Source: Authors. (2012) Based on CAMP data.

## Annex I2: Work Plan

Days	Dates	City
Wednesday	21st March	Sydney
Thursday	22nd March	Arrive Islamabad
Friday - Monday	23rd March – 9th April	Islamabad
Tuesday	10th April	FATA/KP
Wednesday - Thursday	11th April – 12th April	Islamabad
Friday - Saturday	13th April – 14th April	FATA/KP
Sunday - Monday	15th April – 16th April	Islamabad
Tuesday	17th April	FATA/KP
Wednesday	18th April	Islamabad/FATA/KP
Thursday	19th April	FATA/KP
Friday - Sunday	20th April – 13th May	Islamabad
Monday	14th May	TRAVEL
Tuesday	15th May	TRAVEL

## **Annex I3: Consultations List**

In order to protect people's anonymity, a Consultations List is not included in this report. Anyone who is interested in the consultations undertaken should consult the Monitoring and Evaluation Program (Management Systems International).

## Annex I4: Instruments – Descriptions and Templates

### USAID Six Gender Analysis Domains

In order to be consistent with USAID practice in discussing gender relations, roles and norms, the team used the six domains identified in the USAID Tips for Conducting a Gender Analysis at the Activity or Project Level<sup>194</sup> as the basis for a conceptual framework. Table 4 lists these domains.

**TABLE 8: USAID SIX GENDER ANALYSIS DOMAINS**

Six Domains for Gender Analysis
1. Access
2. Knowledge, Beliefs, Perception
3. Practices and Participation
4. Time and Space
5. Legal Rights and Status
6. Power and Decision-Making

These domains are also reflected in varying degrees in the US NAP, the USAID Gender Equality and Women’s Empowerment Policy and the USAID Women and Conflict introductory guide.<sup>195</sup> The team supplemented the domains with an additional discussion of ‘push’ and ‘pull’ factors that are drawn from the USAID Development Response to Countering Violent Extremism and Insurgency.<sup>196</sup>

### Harvard Capacities and Vulnerabilities Framework (CVA)<sup>197</sup>

The CVA is a tool for gender analysis that is appropriate for the crisis-affected context of KP and FATA. The CVA lends itself to complexity as more dimensions of stratification in a given community can be added (e.g., tribes and sub-tribes, or wealth/income etc.) Furthermore, it is a useful tool for community and project level analyses, but can also be applied to a macro or national and regional level analysis. Finally, if conducted periodically, the CVA can indicate chronological patterns in the data and their possible correlation to interventions.

<sup>194</sup> USAID Tips for Conducting a Gender Analysis at the Activity or Project Level: Additional Help for ADS Chapter 201. New reference 03/17/2011. Downloaded from: <http://www.usaid.gov/policy/ads/200/201sae.pdf>

<sup>195</sup> USAID. (2007) Women and Conflict. Washington, DC: USAID.

<sup>196</sup> USAID. (2011) The Development Response to Countering Violent Extremism and Insurgency. Washington, DC: USAID.

<sup>197</sup> The CVA resulted from the International Relief and Development Project at Harvard, and is designed to assist outside agencies plan assistance in such a way that the interventions meet immediate needs and at the same time builds on the strengths of the people and their efforts to achieve long-term social and economic development. The central idea is that people's existing strengths and vulnerabilities determine the impact that the current crisis will have on them and how they can respond to it. A crisis becomes a disaster when a society cannot cope with it.

**TABLE 9: CAPACITIES AND VULNERABILITIES ANALYSIS FRAMEWORK**

Domain	Vulnerabilities		Capacities	
	Women/Girls	Men/Boys	Women/Girls	Men/Boys
Physical/Material				
Social/Organizational				
Motivational/Attitudinal				

### Gender Marker Coding

This grid has been adapted to provide greater differentiation between the codes. While the coding is aimed at the project level, the grid can also be utilized at the strategy and program level.

**TABLE 10: GENDER MARKER CODING**

Gender Marker	Description
<b>Gender Code 0</b>	<b>Gender is not reflected</b> anywhere in the project sheet. There is risk that the project will <i>unintentionally nurture existing gender inequalities or deepen them</i> .
<b>Gender Code 1a</b>	<b>“Boiler-plate” treatment:</b> The project documentation <i>mentions gender</i> , but there is <i>not a purposeful and informed treatment</i> of any or all of the following: 1) gender analysis in the needs assessment which leads to 2) gender-responsive activities and 3) gender-related outcomes.
<b>Gender Code 1b</b>	The project has <b>gender dimensions in only one or two components</b> of the critical three components: 1) gender analysis in the needs assessment that leads to 2) gender-responsive activities and 3) related gender outcomes.  Projects in this category have pieces, like the pieces of a jigsaw puzzle, but not enough pieces to fit together, ensuring male and female beneficiaries’ needs are both addressed. Most code 1b projects have potential to code 2a by improving their gender analysis or design.
<b>Gender Code 2a (Gender Mainstreaming)</b>	A <b>gender analysis</b> is included in the project’s needs assessment and is <i>reflected in one or more of the project’s activities and one or more of the project outcomes</i> . Gender mainstreaming in project design is about making the concerns and experiences of women, girls, boys and men an integral dimension of the core elements of the project: 1) gender analysis in the needs assessment which leads to 2) gender-responsive activities and 3) related gender outcomes. This careful gender mainstreaming in project design facilitates gender equality then flowing into implementation, monitoring and evaluation.  Most projects should aim for code 2a. These projects identify and respond to the distinct needs of women, girls, boys and men.
<b>Gender Code 2b (Targeted Gender Purpose)</b>	The project’s <b>principal purpose is to advance gender equality</b> . The gender analysis in the needs assessment justifies this project in which <i>all activities and all outcomes advance gender equality</i> .
Potential to contribute	All <b>targeted actions</b> are based on gender analysis. Targeted actions are usually of

Gender Marker	Description
<p>significantly to gender equality: this is the principal purpose of these projects</p>	<p>these two types (including in humanitarian settings):</p> <p><u>1. The project assists women, girls, boys or men who have special needs or suffer discrimination.</u> The project-needs analysis identifies the women, girls, boys and men who have special needs or are acutely disadvantaged, discriminated against or lacking power and voice to make the most of their lives. Targeted actions aim to reduce the barriers so all women, girls, boys and men are able to exercise and access their rights, responsibilities and opportunities. Because the primary purpose of this targeted action is to advance gender equality, the code is 2b. Examples: Special needs – breastfeeding mothers or men’s reproductive health. Discrimination: out-of-school girls, boy ex-combatants, women survivors of rape, widowed men who need cooking and parenting skills.</p> <p><u>2. The project focuses all activities on building gender-specific services or more equal relations between women and men.</u> The analysis identifies rifts or imbalances in male-female relations that generate violence; undermine harmony or well-being within affected populations or between them and others; or prevent humanitarian aid from reaching everyone in need. As the primary purpose of this type of targeted action is to address these rifts or imbalances in order to advance gender equality, the code is 2b.</p> <p>Examples: Projects devoted to gender-based violence or to sector-wide gender assessments.</p>

*Note:* The essential starting point for any recovery, reconstruction, transition, development or humanitarian project is to identify the number of women, girls, boys and men who are the target beneficiaries. This information is required in all project sheets.

Adapted by V. Haugen, Y. Zaidi, A. Abdullah. (2012). Original Source: IASC Humanitarian Assistance Handbook.

**TABLE 11: PROJECT BY USAID OPERATIONAL PLAN GENDER KEY ISSUE AND GENDER MARKER DESIGNATIONS**

This grid was used to do a gap analysis of stabilization programming.

Management Focus	Mechanism Name	USAID Operational Plan Gender Key Issue					Gender Marker Codes				
		Women-Primary	Women-Secondary	GBV	Women, Peace and Security	None of the 4/ Presumed Benefits	2b	2a	1b	1a	0
<b>National or Regional Programs: USAID is a contributor and on Steering Committee</b>											
<b>Multi Donor Trust Fund (World Bank through sub-contractors); USAID is a donor, USAID Islamabad manages and is on Steering Committee</b>											
<b>USAID Peshawar managed programs</b>											
<b>USAID Islamabad &amp; Washington managed programs</b>											
<b>TOTALS</b>											

Source: V. Haugen, Y. Zaidi, A. Abdullah (2012).

## U.S. National Action Plan: Women, Peace and Security Scorecard

This tool was developed by the team and is based on the NAP Framework for Action. A series of questions were produced for USAID/Pakistan and for implementing partners to respond to against the action items within the Framework that were designated as USAID’s responsibility. The tool was administered to the USAID/Pakistan Gender Specialist and four of the implementing partners in order to provide a baseline for USAID/Pakistan regarding areas of strength or weakness in addressing the intention of the NAP at the mission and the field levels.

**TABLE 12: U.S. NATIONAL ACTION PLAN: WOMEN, PEACE AND SECURITY OUTCOMES**

U.S. National Action Plan: Women, Peace and Security Outcomes	
<p><u>Outcome 1.1</u> Agencies establish and improve policy frameworks to support achievements in gender equality and women’s empowerment throughout our diplomacy, development, and defense work.</p> <p><u>Outcome 1.2</u> Agencies enhance staff capacity for applying a gender-sensitive approach to diplomacy, development, and defense in conflict-affected environments.</p> <p><u>Outcome 1.3</u> Agencies establish mechanisms to promote accountability for implementation of their respective gender-related policies in conflict-affected environments.</p> <p><u>Outcome 1.4</u> Agencies establish processes to evaluate and learn from activities undertaken in support of WPS initiatives.</p> <p><u>Outcome 2.1</u> More women are effectively engaged in peace negotiations, security initiatives, conflict prevention, peace-building - including formal and informal processes - and decision-making during all phases of conflict prevention and resolution, and transition.</p> <p><u>Outcome 2.2</u> Laws, policies, and practices in partner states promote and strengthen gender equality at national and local levels.</p> <p><u>Outcome 3.1</u> Risks of SGBV in crisis and conflict-affected environments are decreased through the increased capacity of individuals, communities, and protection actors to address the threats and vulnerability associated with Sexual and Gender Based Violence (SGBV).</p>	<p><u>Outcome 3.2</u> Laws, policies, and reconciliation, transitional justice, and accountability mechanisms designed to combat exploitation, abuse, discrimination, and violence against women and girls are developed and implemented at national and local levels.</p> <p><u>Outcome 3.3</u> Interventions are improved to prevent trafficking in persons and protect trafficking survivors in conflict- and crisis-affected areas.</p> <p><u>Outcome 3.4</u> Men and boys are themselves better protected from SGBV, and are mobilized as partners in the prevention of SGBV and other risks of harm, exploitation, and abuse in their communities.</p> <p><u>Outcome 4.1</u> Conflict early warning and response systems include gender-specific data and are responsive to SGBV, and women participate in early warning, preparedness, and response initiatives.</p> <p><u>Outcome 4.2</u> Women and girls participate in economic recovery, and have increased access to health care and education services.</p> <p><u>Outcome 5.1</u> Gender and protection issues are explicitly and systematically integrated and evaluated as part of responses to crisis and disaster.</p> <p><u>Outcome 5.2</u> Relief and recovery assistance includes enhanced measures to prevent and respond to SGBV in conflict and post-conflict environments.</p> <p><u>Outcome 5.3</u> Reintegration and early recovery programs address the distinct needs of men and women.</p>

## Checklist—National Action Plan: Women, Peace and Security Action Framework

Light gray cells are the respective USAID actions detailed in the NAP-WPS Action Framework. Questions in the dark gray cells are specific to Implementing Partners. Questions in the white cells are specific to USAID missions.

**TABLE 13: CHECKLIST—NATIONAL ACTION PLAN: WOMEN, PEACE AND SECURITY FOR ACTION FRAMEWORK**

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
Outcome 1.1 Agencies establish and improve policy frameworks to support achievements in gender equality and women's empowerment throughout our diplomacy, development, and defense work.	Incorporate NAP objectives in strategic and operational planning, such as Mission Strategic and Resource Plans (MSRPs) and Operational Plans, as appropriate. Disseminate guidance to all operating units on gender integration.		
	<ul style="list-style-type: none"> <li>Are NAP objectives in strategic and operational planning incorporated into Mission Strategic and Resource Plans (MSRPs) and Operational Plans?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has guidance on gender integration been disseminated to all operating units?</li> </ul>		
	<ul style="list-style-type: none"> <li>Are NAP objectives recognized and accounted for in project strategic and operational planning?</li> </ul>		
	Establish comprehensive, Mission-level policy (strategy) on gender integration and women's empowerment by the middle of 2012 (through existing Gender Policy Task Team).*		
	<ul style="list-style-type: none"> <li>Is there a comprehensive, Mission-level policy and/or strategy on gender integration and women's empowerment?</li> </ul>		
	<ul style="list-style-type: none"> <li>Will USAID have established a comprehensive, Mission-level policy and/or strategy on gender integration and women's empowerment by the middle of 2012?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project have a comprehensive strategy/approach on gender integration and women's empowerment?</li> <li>Will the project established a comprehensive strategy/approach on gender integration and women's empowerment by the middle of 2012?</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
Outcome 1.2 Agencies enhance staff capacity for applying a gender-sensitive approach to diplomacy, development, and defense in conflict-affected environments.	Ensure all relevant U.S. personnel and contractors receive appropriate training on Women, Peace, and Security issues, including instruction on the value of inclusive participation in conflict prevention, peace processes, and security initiatives, international human rights law and international humanitarian law, protection of civilians, prevention of SGBV, prevention of sexual exploitation and abuse (SEA), and combating trafficking in persons (TIP). Training mechanisms may include:		
	Pre-deployment and in-theater training for members of the U.S. military and civilians, as well as Professional Military Education, including Commanders' courses, and intermediate and senior service schools.		
	Introductory gender and C-TIP training for all USAID Foreign Service and Civil Service Officers, Personal Service Contractors, and Foreign Service Nationals and specialized training in gender analysis to personnel posting to conflict-affected countries or working on conflict issues.		
	Training for State foreign service and civil service personnel, including senior management, and envoys and mediation team members.		
	Training for CDC personnel working in conflict-affected countries to mainstream gender considerations into the design, implementation, and monitoring and evaluation of CDC research and programs.		
	<ul style="list-style-type: none"> <li>Has USAID ensured that all relevant USAID/project personnel and contractor personnel have received appropriate training on Women, Peace, and Security issues, including instruction on the value of inclusive participation in conflict prevention, peace processes, and security initiatives, international human rights law and international humanitarian law, protection of civilians, prevention of SGBV, prevention of sexual exploitation and abuse (SEA), and combating trafficking in persons (TIP)?</li> </ul>		
	Provide technical assistance to decision-makers in headquarters and in the field on how to develop gender-sensitive programs.		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	<ul style="list-style-type: none"> <li>Does USAID provide technical assistance to decision-makers in the Mission and in the field with Implementing partners and Pakistani counterparts/stakeholders on how to develop gender-sensitive programs/projects?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project provide technical assistance to key stakeholders and decision-makers on how to develop gender-sensitive programming?</li> </ul>		
Outcome 1.3 Agencies establish mechanisms to promote accountability for implementation of their respective gender-related policies in conflict-affected environments.	Designate one or more officers, as appropriate, as responsible for coordination of implementation of the NAP.		
	<ul style="list-style-type: none"> <li>Has one or more USAID staff person(s) been designated responsibility for coordination of the implementation of the NAP?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has one or more project staff person(s) been designated responsibility for ensuring that the spirit of the NAP is embedded in the project?</li> </ul>		
	Establish an annual award to honor individuals or operating units performing exceptional and innovative work to address gender equality and female empowerment in conflict-affected environments, and to promote the principles embodied in UNSCR 1325.		
	<ul style="list-style-type: none"> <li>Has USAID established an annual award to honor USAID or project personnel or operating units performing exceptional and innovative work to address gender equality and female empowerment in conflict-affected environments and to promote the principles embodied in UNSCR 1325?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has USAID established an annual award to honor GOP personnel or operating units performing exceptional and innovative work to address gender equality and female empowerment in conflict-affected environments and to promote the principles embodied in UNSCR 1325?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project established an annual award to honor individuals performing exceptional and innovative work to address gender equality and female empowerment in conflict-affected</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	environments and to promote the principles embodied in UNSCR 1325?		
	Incorporate an assessment of gender integration into after action reviews pertaining to crisis response, and establish processes for addressing cases where gender issues are Not being adequately considered in crisis response and conflict prevention environments.		
	<ul style="list-style-type: none"> <li>Are assessments of gender integration incorporated into after action reviews of crisis responses by USAID?</li> </ul>		
	<ul style="list-style-type: none"> <li>Have processes been established by USAID to address cases where gender issues are not being adequately considered in crisis prone and conflict prevention environments?</li> </ul>		
	<ul style="list-style-type: none"> <li>Have processes been established by the project to address cases where gender issues are not being adequately considered in crisis prone and conflict prevention environments?</li> </ul>		
Outcome 1.4 Agencies establish processes to evaluate and learn from activities undertaken in support of WPS initiatives.	Utilize innovations in foreign assistance coordination and tracking systems where appropriate, including gender cross-cutting indicators, sector-specific gender-sensitive indicators, and revised gender key issue definitions to support budgeting, operational planning, and performance management related to the NAP.		
	<ul style="list-style-type: none"> <li>Does USAID have gender cross-cutting or sector specific gender-sensitive indicators?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project have gender cross-cutting or sector specific gender-sensitive indicators?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does USAID have gender key issue definitions to support budgeting, operational planning, and performance management related to the NAP?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project have gender key issue definitions to support budgeting, operational planning, and performance management related to the NAP?</li> </ul>		
Outcome 2.1 More women are effectively engaged in peace negotiations,	USAID delegations serve as a model for the inclusion of women in talks and negotiations concerning conflict resolution, peace-building, and/or political transitions; and advocate for the		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
security initiatives, conflict prevention, peace-building--including formal and informal processes--and decision-making during all phases of conflict prevention and resolution, and transition.	integration of women and gender perspectives in processes in which USAID/project is involved.		
	<ul style="list-style-type: none"> <li>Do USAID delegations serve as a model for the inclusion of women in talks and negotiations concerning conflict resolution, peace-building, and/or political transitions; and advocate for the integration of women and gender perspectives in processes in which USAID is involved?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does project staffing profile serve as a model for the inclusion of women in talks and negotiations concerning conflict resolution, peace-building, and/or political transitions; and advocate for the integration of women and gender perspectives in processes in which the project is involved?</li> </ul>		
	Support the participation and leadership roles of women from all backgrounds, including minorities and women with disabilities, in peace negotiations, donor conferences, security sector reform efforts, transitional justice and accountability processes, and other related decision-making forums including those led by the UN and other international and regional organizations, and including capacity building for such actors as female candidates, female members of government, women in the security sector, and women in civil society.		
	<ul style="list-style-type: none"> <li>Does USAID support the participation and leadership roles of women from all backgrounds, including minorities and women with disabilities, in peace negotiations, donor conferences, security sector reform efforts, transitional justice and accountability processes, and other related decision-making forums including those led by the UN and other international and regional and local organizations, and including capacity building for such actors as female candidates, female members of government, women in the security sector, and women in civil society?</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	<ul style="list-style-type: none"> <li>Does the project support the participation and leadership roles of women from all backgrounds, including minorities and women with disabilities, in peace negotiations, donor conferences, security sector reform efforts, transitional justice and accountability processes, and other related decision-making forums at local and other levels including those led by the UN and other international and regional and local organizations, and including capacity building for such actors as female candidates, female members of government, women in the security sector, and women in civil society?</li> </ul>		
	Assist partner governments in improving the recruitment and retention of women, including minorities and other historically marginalized women, into government ministries and the incorporation of women's perspectives into peace and security policy.		
	<ul style="list-style-type: none"> <li>Does USAID assist the Government of Pakistan in improving the recruitment and retention of women, including minorities and other historically marginalized women, into government ministries and the incorporation of women's perspectives into peace and security policy?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project assist the Government of Pakistan in improving the recruitment and retention of women, including minorities and other historically marginalized women, into government bodies (including ministries) and the incorporation of women's perspectives into regional/local peace and security policy and practices?</li> </ul>		
	Provide assistance to support women's political participation and leadership in fragile environments and during democratic transitions, including capacity building for such actors as female candidates, female members of government, women in the security sector, and women in civil society.		
	<ul style="list-style-type: none"> <li>Does USAID provide assistance to support women's political participation</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	and leadership in fragile environments and during democratic transitions, including capacity building for such actors as female candidates, female members of government, women in the security sector, and women in civil society?		
	<ul style="list-style-type: none"> <li>Does the project provide assistance to support women’s political participation and leadership in fragile environments and during democratic transitions, including capacity building for such actors as female candidates, female members of government, women in the security sector, and women in civil society?</li> </ul>		
	Provide common guidelines and training to assist partner nations to integrate women and their perspectives into their security sectors.		
	Provide support for NGOs to track, analyze, and advocate on behalf of the engagement of women and women’s organizations in peace processes.		
	<ul style="list-style-type: none"> <li>Does USAID provide support for NGOs to track, analyze, and advocate on behalf of the engagement of women and women’s organizations in peace processes?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project track, analyze, and advocate on behalf of the engagement of women and women’s organizations in peace processes?</li> </ul>		
	Expand emphasis on gender analysis and support to local organizations, including women’s peace-building organizations, in conflict mitigation and reconciliation programming.		
	<ul style="list-style-type: none"> <li>Has USAID expanded the emphasis on gender analysis and support to local organizations, including women’s peace-building organizations, in conflict mitigation and reconciliation programming?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project expanded the emphasis on gender analysis and support to local organizations, including women’s peace-building organizations, in conflict mitigation and reconciliation programming?</li> </ul>		
	Mobilize men as allies in support of women’s leadership and participation in security-related processes and decision-making.		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	<ul style="list-style-type: none"> <li>Has USAID mobilized men as allies in support of women’s leadership and participation in security-related processes and decision-making?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project mobilized men as allies in support of women’s leadership and participation in security-related processes and decision-making?</li> </ul>		
Outcome 2.2 Laws, policies, and practices in partner states promote and strengthen gender equality at national and local levels.	Through high level diplomacy and technical assistance, encourage nations to develop laws that promote and protect women’s rights, including through the criminalization of violence against women and girls and adoption of effective procedural laws, as well as through laws and policies that advance women’s participation in parliaments, the judicial sector, and other political, peace, and/or security decision-making bodies, including those calling for affirmative measures, where appropriate.		
	<ul style="list-style-type: none"> <li>Has USAID, through high level diplomacy and technical assistance, encouraged the Government of Pakistan to develop laws, policies and practices that promote and protect women’s rights, including through the criminalization of violence against women and girls and adoption of effective procedural laws, as well as through laws and policies that advance women’s participation in parliaments, the judicial sector, and other political, peace, and/or security decision-making bodies, including those calling for affirmative measures, where appropriate?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project, through engagement and technical assistance, encouraged the Government of Pakistan at the regional/local levels to develop laws, policies and practices that promote and protect women’s rights, including through the criminalization of violence against women and girls and adoption of effective procedural laws, as well as through laws and policies that advance women’s participation in parliaments, the judicial sector, and other political, peace, and/or security decision-making bodies, including those calling for affirmative measures, where appropriate?</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	Provide diplomatic, development, and technical assistance to build the capacity of legislative, judicial, and law enforcement actors to develop, implement, and enforce laws that promote and protect women's rights; and civil society to advocate for the development and implementation of such laws.		
	<ul style="list-style-type: none"> <li>Has USAID provided diplomatic, development and technical assistance to build the capacity of legislative, judicial, and law enforcement actors to develop, implement, and enforce laws that promote and protect women's rights; and civil society to advocate for the development and implementation of such laws?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project provided assistance to build the capacity of regional and local legislative, judicial, and law enforcement actors to develop, implement, and enforce laws that promote and protect women's rights; and civil society to advocate for the development and implementation of such laws?</li> </ul>		
Outcome 3.1 Risks of SGBV in crisis and conflict-affected environments are decreased through the increased capacity of individuals, communities, and protection actors to address the threats and vulnerability associated with Sexual and Gender Based Violence (SGBV).	Work to improve the capacity of the UN system and key protection and humanitarian actors, including members of the Humanitarian Cluster system, to prevent and respond to SGBV in conflict-affected and crisis settings, to include development and implementation of training, guidance, and other operational tools; and promote better coordination and sharing of information across UN country teams in order to develop and implement holistic strategies on SGBV.		
	<ul style="list-style-type: none"> <li>Has USAID worked to improve the capacity of the UN system and key protection and humanitarian actors, including members of the Humanitarian Cluster system, to prevent and respond to SGBV in conflict-affected and crisis settings, to include development and implementation of training, guidance, and other operational tools?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has USAID worked to promote better coordination and sharing of information across UN country teams in order to develop and implement holistic strategies on SGBV?</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	<ul style="list-style-type: none"> <li>Has the project worked to improve the capacity of the (UN) system and key protection and humanitarian actors, including members of the Humanitarian Cluster system, to prevent and respond to SGBV in conflict- affected and crisis settings, to include development and implementation of training, guidance, and other operational tools?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project worked to promote better coordination and sharing of information across (UN country) Implementing Partner teams in order to develop and implement holistic strategies on SGBV?</li> </ul>		
	Require U.S. Government humanitarian assistance implementing partners to have Codes of Conduct consistent with the Inter-Agency Standing Committee's (IASC) core principles on protection of beneficiaries from sexual exploitation and abuse, and monitor and promote partner compliance.		
	<ul style="list-style-type: none"> <li>Does USAID require humanitarian assistance implementing partners to have Codes of Conduct consistent with the Inter-Agency Standing Committee's (IASC) core principles on protection of beneficiaries from sexual exploitation and abuse, and monitor and promote partner compliance?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project have a Code of Conduct consistent with the Inter-Agency Standing Committee's (IASC) core principles on protection of beneficiaries from sexual exploitation and abuse, and monitor and promote compliance?</li> </ul>		
	Support education and awareness initiatives for US Government civilian contractors and aid workers on the prevention of sexual exploitation and abuse in crisis and conflict-affected environments.		
	<ul style="list-style-type: none"> <li>Does USAID support education and awareness initiatives for US Government civilian contractors and aid workers on the prevention of sexual exploitation and abuse in crisis and conflict-affected environments?</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	<ul style="list-style-type: none"> <li>Does the project support education and awareness initiatives for its aid workers on the prevention of sexual exploitation and abuse in crisis and conflict-affected environments?</li> </ul>		
	Support research, programming and learning on the use of technology with the potential to improve the safety of women and girls in conflict settings (e.g. solar lighting, solar or methane-conversion cook stoves, provision of cell phones as part of an early warning system, and mobile justice mechanisms), consistent with available best practices and international guidelines.		
	<ul style="list-style-type: none"> <li>Does USAID support research, programming and learning on the use of technology with the potential to improve the safety of women and girls in conflict settings (e.g. solar lighting, solar or methane-conversion cook stoves, provision of cell phones as part of an early warning system, and mobile justice mechanisms), consistent with available best practices and international guidelines?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project support context-specific research, programming and learning on the use of technology with the potential to improve the safety of women and girls in conflict settings (e.g., solar lighting, solar or methane-conversion cook stoves, provision of cell phones as part of an early warning system, and mobile justice mechanisms), consistent with available best practices and international guidelines?</li> </ul>		
	Provide support for a range of appropriate services and tools to assist and empower vulnerable women and girls, including medical services, psychosocial services, and legal services, as well as opportunities for livelihood training, education, and rest and recreation (e.g. athletics, art, and play); promote equitable access to these services for women and girls with disabilities.		
	Does USAID provide support for a range of appropriate services and tools to assist and empower vulnerable women and girls, including:		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	<ul style="list-style-type: none"> <li>• Medical services, psychosocial services, and legal services?</li> </ul>		
	<ul style="list-style-type: none"> <li>• Opportunities for livelihood training, education, and rest and recreation (e.g. athletics, art, and play)?</li> </ul>		
	<ul style="list-style-type: none"> <li>• Does USAID promote equitable access to these services for women and girls with disabilities?</li> </ul>		
	<ul style="list-style-type: none"> <li>• Does the project provide support for a range of appropriate services and tools to assist and empower vulnerable women and girls, including medical services, psychosocial services, and legal services, as well as opportunities for livelihood training, education, and rest and recreation (e.g. athletics, art, and play)?</li> </ul>		
	<ul style="list-style-type: none"> <li>• Medical services, psychosocial services, and legal services?</li> </ul>		
	<ul style="list-style-type: none"> <li>• Opportunities for livelihood training, education, and rest and recreation (e.g. athletics, art, and play)?</li> </ul>		
	<ul style="list-style-type: none"> <li>• Does the project promote equitable access to these services for women and girls with disabilities?</li> </ul>		
	Issue updated public guidance for U.S. Government partners on addressing SGBV in humanitarian assistance programming, including proposal guidance for SGBV prevention and response programming in disaster situations.		
	<ul style="list-style-type: none"> <li>• Does USAID issue updated public guidance for civilian contractors and aid workers on addressing SGBV in humanitarian assistance programming, including proposal guidance for SGBV prevention and response programming in disaster situations?</li> </ul>		
	<ul style="list-style-type: none"> <li>• Does the project ensure that its workers are updated on addressing SGBV in (humanitarian) assistance programming, including proposal guidance for SGBV prevention and response programming (in disaster situations)?</li> </ul>		
	Collaborate with U.S. personnel abroad, embassy staff, and Non-governmental and governmental international partners, as appropriate, to combat exploitation and violence against women and girls by sharing		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	training resources, public awareness tools, and victim referral assistance.		
	Develop an evidence base for context-specific risk factors for SGBV using robust, scientific, qualitative and quantitative methods; and translate research findings into programs and policies.		
	Evaluate the impact of programs and policies to prevent and respond to SGBV to ensure that available resources are being implemented as efficiently and effectively as possible.		
Outcome 3.2 Laws, policies, and reconciliation, transitional justice, and accountability mechanisms designed to combat exploitation, abuse, discrimination, and violence against women and girls are developed and implemented at national and local levels.	Support the development of effective accountability and transitional justice mechanisms that address crimes committed against women and girls and reduce impunity.		
	<ul style="list-style-type: none"> <li>Does USAID support the development of effective accountability and transitional justice mechanisms that address crimes committed against women and girls and reduce impunity?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project support the development of effective accountability and transitional justice mechanisms that address crimes committed against women and girls and reduce impunity?</li> </ul>		
	Support through diplomatic efforts and development and technical assistance the creation of effective measures to investigate SGBV promptly, effectively, independently, and impartially; and to bring those responsible for SGBV to justice. Support the establishment of mechanisms for survivors and witnesses of SGBV so that they can make complaints safely and confidentially, and build capacity so that there can be appropriate follow-up to these complaints. Where appropriate, support compensation or reparations for survivors and their families.		
	Does USAID support, through diplomatic efforts and development and technical assistance, the creation of effective measures to investigate SGBV promptly, effectively, independently, and impartially; and to bring those responsible for SGBV to justice?		
	<ul style="list-style-type: none"> <li>Does USAID support the establishment of mechanisms for survivors and witnesses of SGBV so that they can make complaints safely and confidentially, and build capacity so that there can be</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	appropriate follow-up to these complaints?		
	<ul style="list-style-type: none"> <li>Does USAID, where appropriate, support compensation or reparations for survivors and their families?</li> </ul>		
	Does the project support:		
	<ul style="list-style-type: none"> <li>Effective measures to investigate SGBV promptly, effectively, independently, and impartially; and to bring those responsible for SGBV to justice?</li> </ul>		
	<ul style="list-style-type: none"> <li>The establishment of mechanisms for survivors and witnesses of SGBV so that they can make complaints safely and confidentially, and build capacity so that there can be appropriate follow-up to these complaints?</li> </ul>		
	<ul style="list-style-type: none"> <li>Where appropriate, compensation or reparations for survivors and their families?</li> </ul>		
	Assist multilateral and international organizations in developing appropriate mechanisms for sexual assault prevention, response, and accountability, and combating sexual exploitation and abuse (SEA) among their own personnel. Establish standard operating procedures for U.S. Government to follow up on cases of SEA by international personnel to ensure accountability.		
	<ul style="list-style-type: none"> <li>Does USAID assist multilateral and international organizations in developing appropriate mechanisms for sexual assault prevention, response, and accountability, and combating sexual exploitation and abuse (SEA) among their own personnel?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has USAID established standard operating procedures for USAID to follow up on cases of SEA by international personnel to ensure accountability?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project follow USAID established standard operating procedures to follow up on cases of SEA by personnel to ensure accountability?</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
Outcome 3.3: Interventions are improved to prevent trafficking in persons and protect trafficking survivors in conflict and crisis-affected areas.	Promote establishment of local coalitions or taskforces comprised of relevant government authorities and civil society organizations to combat human trafficking as part of the justice reform measures in post-conflict areas.		
	<ul style="list-style-type: none"> <li>Has USAID promoted the establishment of local coalitions or taskforces comprised of relevant government authorities and civil society organizations to combat human trafficking as part of the justice reform measures in post-conflict areas?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project promoted the establishment of local coalitions or taskforces comprised of relevant government authorities and civil society organizations to combat human trafficking as part of the justice reform measures in post-conflict areas?</li> </ul>		
	Implement the USAID Counter Trafficking Code of Conduct holding personnel, contractors, sub-contractors, and grantees to the highest ethical standards with regard to trafficking, and develop a new Trafficking in Persons Policy with a focus on increasing anti-trafficking initiatives in conflict-affected areas.		
	<ul style="list-style-type: none"> <li>Has USAID implemented the USAID Counter Trafficking Code of Conduct holding personnel, contractors, sub-contractors, and grantees to the highest ethical standards with regard to trafficking?</li> </ul>		
	Has USAID developed a new Trafficking in Persons Policy with a focus on increasing anti-trafficking initiatives in conflict-affected areas?		
	<ul style="list-style-type: none"> <li>Does the project hold itself accountable to the USAID Counter Trafficking Code of Conduct?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project hold itself accountable to the USAID Trafficking in Persons Policy?</li> </ul>		
	Implement agency-wide training to educate staff on ethical standards related to the USAID Counter Trafficking Code of Conduct and provide technical assistance to personnel to design, implement, monitor and evaluate effective anti-trafficking interventions, including in conflict-affected areas.		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	<ul style="list-style-type: none"> <li>Has USAID implemented mission-wide training to educate staff on ethical standards related to the USAID Counter Trafficking Code of Conduct?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has USAID provided technical assistance to personnel to design, implement, monitor and evaluate effective anti-trafficking interventions, including in conflict-affected areas?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project implemented project-wide training to educate staff on ethical standards related to the USAID Counter Trafficking Code of Conduct?</li> </ul>		
	Coordinate implementation of the anti-trafficking-related items of the NAP with the ongoing work of the U.S. Presidential Interagency Task Force to Monitor and Combat Trafficking in Persons and the Senior Policy Operating Group on Trafficking in Persons.		
	<ul style="list-style-type: none"> <li>Has USAID coordinated implementation of the anti-trafficking-related items of the NAP with respective U.S. Government entities involved in combating trafficking?</li> </ul>		
Outcome 3.4 Men and boys are themselves better protected from SGBV, and are mobilized as partners in the prevention of SGBV and other risks of harm, exploitation, and abuse in their communities.	Provide support for advocacy campaigns and programs designed to reduce family and community level violence.		
	<ul style="list-style-type: none"> <li>Has USAID provided support for advocacy campaigns and programs designed to reduce family and community level violence?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the project provide support for advocacy campaigns and programs designed to reduce family and community level violence?</li> </ul>		
	Increase attention to the needs of male survivors in SGBV prevention and response programs.		
	<ul style="list-style-type: none"> <li>Has USAID increased attention to the needs of male survivors in SGBV prevention and response programs?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project increased attention to the needs of male survivors in SGBV prevention and response programs?</li> </ul>		
	Develop programs that address harmful Norms and practices contributing to SGBV and other forms of exploitation and abuse, through the engagement of a broad range of potential allies,		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	including religious and tribal leaders, youth, the business community, and men and boys.		
	<ul style="list-style-type: none"> <li>Has USAID developed programs that address harmful Norms and practices contributing to SGBV and other forms of exploitation and abuse, through the engagement of a broad range of potential allies, including religious and tribal leaders, youth, the business community, and men and boys?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project developed activities/interventions that address harmful norms and practices contributing to SGBV and other forms of exploitation and abuse, through the engagement of a broad range of potential allies, including religious and tribal leaders, youth, the business community, and men and boys?</li> </ul>		
Outcome 4.1 Conflict early warning and response systems include gender-specific data and are responsive to SGBV, and women participate in early warning, preparedness, and response initiatives.	Integrate protocols and support opportunities to share best practices for gender analysis in conflict mapping and reporting, including for mass atrocity prevention and stabilization funding. Review conflict early warning systems and conflict assessment methodologies, including the Interagency Conflict Assessment Framework, to assess and strengthen the integration of gender in these tools.		
	<ul style="list-style-type: none"> <li>Has USAID integrated protocols and supported opportunities to share best practices for gender analysis in conflict mapping and reporting, including for mass atrocity prevention and stabilization funding?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has USAID reviewed conflict early warning systems and conflict assessment methodologies, including the Interagency Conflict Assessment Framework, and assessed and strengthened the integration of gender in these tools?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project integrated protocols and supported opportunities to share best practices for gender analysis in conflict mapping and reporting, including for mass atrocity prevention and stabilization funding?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project reviewed its conflict early warning systems and conflict assessment methodologies, including the Interagency Conflict Assessment Framework, and</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	assessed and strengthened the integration of gender in these tools?		
	Ensure the inclusion of a broad range of perspectives from women and youth to inform policy, strategy and programming decisions.		
	Share and utilize relevant data from the Women's Agriculture Empowerment Index and the Demographic and Health Survey in support of conflict prevention, early warning, and response activities.		
	<ul style="list-style-type: none"> <li>Has USAID shared and utilized relevant data from the Women's Agriculture Empowerment Index and the Demographic and Health Survey in support of conflict prevention, early warning, and response activities?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project shared and utilized relevant data from the Women's Agriculture Empowerment Index and the Demographic and Health Survey in support of conflict prevention, early warning, and response activities?</li> </ul>		
	Actively engage women in planning and implementing disaster and emergency preparedness and risk reduction activities, including regarding how police can better interact with women in their role as first responders.		
	<ul style="list-style-type: none"> <li>Has USAID actively engaged women in planning and implementing disaster and emergency preparedness and risk reduction activities, including regarding how police can better interact with women in their role as first responders?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project actively engaged women in planning and implementing disaster and emergency preparedness and risk reduction activities, including regarding how police can better interact with women in their role as first responders?</li> </ul>		
	Provide diplomatic and development support for community-based early warning and response activities, such as empowering local communities to develop strategies to prevent and respond to outbreaks or escalations of violence and conflict.		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	<ul style="list-style-type: none"> <li>Has USAID provided diplomatic and development support for community-based early warning and response activities, such as empowering local communities to develop strategies to prevent and respond to outbreaks or escalations of violence and conflict?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project provided development support for community-based early warning and response activities, such as empowering local communities to develop strategies to prevent and respond to outbreaks or escalations of violence and conflict?</li> </ul>		
	Provide diplomatic and development support for women's coalitions working to mitigate conflict and related activity, helping to ensure active participation by minorities and other particularly marginalized women.		
	<ul style="list-style-type: none"> <li>Has USAID provided diplomatic and development support for women's coalitions working to mitigate conflict and related activity, helping to ensure active participation by minorities and other particularly marginalized women?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project provided development support for women's coalitions working to mitigate conflict and related activity, helping to ensure active participation by minorities and other particularly marginalized women?</li> </ul>		
	Identify and share relevant multilateral development bank databases, such as the World Bank's Gender Stats, a one-stop source of information on gender at the country level, drawn from national statistics agencies, UN databases, World Bank surveys, and other sources.		
Outcome 4.2 Women and girls participate in economic recovery, and have increased access to health care and education services.	Provide diplomatic and development support to advance women's economic empowerment, including through cash for work programs, increased access to land, credit, and other enterprise support activities.		
	<ul style="list-style-type: none"> <li>Has USAID provided diplomatic and development support to advance women's economic empowerment, including through cash for work programs, increased access to land,</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	credit, and other enterprise support activities?		
	<ul style="list-style-type: none"> <li>Has the project provided development support to advance women's economic empowerment, including through cash for work programs, increased access to land, credit, and other enterprise support activities?</li> </ul>		
	Promote access to primary, secondary and vocational education for children and youth in countries affected by violence or conflict, with special incentives for the attendance and retention of girls, taking into account related special protection needs.		
	<ul style="list-style-type: none"> <li>Has USAID promoted access to primary, secondary and vocational education for children and youth in countries affected by violence or conflict?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has USAID promoted special incentives for the attendance and retention of girls, taking into account related special protection needs?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project promoted access to primary, secondary and vocational education for children and youth in countries affected by violence or conflict?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project promoted special incentives for the attendance and retention of girls, taking into account related special protection needs?</li> </ul>		
	Support women's and girls' increased access to health services, including reproductive and maternal health care.		
	<ul style="list-style-type: none"> <li>Has USAID supported women's and girls' increased access to health services, including reproductive and maternal health care?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project supported women's and girls' increased access to health services, including reproductive and maternal health care?</li> </ul>		
	Advocate for the operationalization within the multilateral development banks of the relevant information from the 2011 and 2012 World Development Reports on the role women can play both in preventing conflict and in promoting stability in post-conflict situations.		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	Create and strengthen private sector activities and new market opportunities through U.S. trade and investment programs, such as preference programs and Trade and Investment Framework Agreements, to assist women entrepreneurs grow their businesses.		
Outcome 5.1: Gender and protection issues are explicitly and systematically integrated and evaluated as part of responses to crisis and disaster.	Promote women's, men's, and children's access to aid distribution mechanisms and services, including establishing or strengthening protocols for the safe and equitable delivery of humanitarian assistance.		
	<ul style="list-style-type: none"> <li>Has USAID promoted women's, men's, and children's access to aid distribution mechanisms and services, including establishing or strengthening protocols for the safe and equitable delivery of humanitarian assistance?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project promoted women's, men's, and children's access to aid distribution mechanisms and services, including establishing or strengthening protocols for the safe and equitable delivery of humanitarian assistance?</li> </ul>		
	Support capacity building for local and international NGOs and multilateral organizations involved in disaster and crisis response to address the specific protection needs of women and girls, including preventing and responding to SGBV.		
	<ul style="list-style-type: none"> <li>Has USAID supported capacity building for local and international NGOs and multilateral organizations involved in disaster and crisis response to address the specific protection needs of women and girls, including preventing and responding to SGBV?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project supported capacity building for organizations involved in disaster and crisis response to address the specific protection needs of women and girls, including preventing and responding to SGBV?</li> </ul>		
	Support access to reproductive health in emergencies and humanitarian settings.		
	<ul style="list-style-type: none"> <li>Has USAID supported access to reproductive health in emergencies and humanitarian settings?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project supported access to reproductive health in emergencies and</li> </ul>		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	humanitarian settings?		
	Promote access to education in emergencies consistent with international guidelines and best practices.		
	Has USAID promoted access to education in emergencies consistent with international guidelines and best practices?		
	<ul style="list-style-type: none"> <li>Has the project promoted access to education in emergencies consistent with international guidelines and best practices?</li> </ul>		
	Support measures for the social and economic empowerment of women as part of crisis and disaster response, including support for livelihood activities.		
	<ul style="list-style-type: none"> <li>Has USAID supported measures for the social and economic empowerment of women as part of crisis and disaster response, including support for livelihood activities?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project supported measures for the social and economic empowerment of women as part of crisis and disaster response, including support for livelihood activities?</li> </ul>		
	Ensure that U.S. Government crisis response and recovery teams have access to appropriate gender expertise, such as a designated gender advisor, to integrate gender considerations in U.S. Government-supported relief and recovery efforts.		
	<ul style="list-style-type: none"> <li>Has USAID ensured that crisis response and recovery teams have access to appropriate gender expertise, such as a designated gender advisor, to integrate gender considerations in U.S. Government-supported relief and recovery efforts?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project ensured that crisis response and recovery teams have access to appropriate gender expertise, such as a designated gender advisor, to integrate gender considerations in U.S. Government-supported relief and recovery efforts?</li> </ul>		
	Ensure that USAID Disaster Assistance Response Team (DART) members deployed to crisis situations have been trained on the		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	protection of women and girls in humanitarian operations.		
	<ul style="list-style-type: none"> <li>Has USAID ensured that USAID Disaster Assistance Response Team (DART) members deployed to crisis situations have been trained on the protection of women and girls in humanitarian operations?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project ensured that team members deployed to crisis situations have been trained on the protection of women and girls in humanitarian operations?</li> </ul>		
	Advocate that multilateral development banks' post-conflict assessments, country assistance strategies, and operational programs in countries prone to or emerging from conflict reflect sound gender analysis and address the specific needs of women and girls.		
Outcome 5.2 Relief and recovery assistance includes enhanced measures to prevent and respond to SGBV in conflict and post-conflict environments.	Provide support for survivors of conflict, torture, and sexual violence, to include persons with disabilities, their families, and communities, through direct services, including trauma-informed services and sexual and reproductive healthcare.		
	<ul style="list-style-type: none"> <li>Has USAID provided support for survivors of conflict, torture, and sexual violence, to include persons with disabilities, their families, and communities, through direct services, including trauma-informed services and sexual and reproductive healthcare?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project provided support for survivors of conflict, torture, and sexual violence, to include persons with disabilities, their families, and communities, through direct services, including trauma-informed services and sexual and reproductive healthcare?</li> </ul>		
	Encourage international organizations and NGO partners to provide gender and SGBV training to staff members on existing international guidelines, such as the IASC Guidelines on GBV in Humanitarian Settings, the Sphere Project, and Standards Recommended by the IASC Task Force on Protection from Sexual Exploitation and Abuse (PSEA) in Humanitarian Crises.		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	<ul style="list-style-type: none"> <li>Has USAID encouraged international organizations and NGO partners to provide gender and SGBV training to staff members on existing international guidelines, such as the IASC Guidelines on GBV in Humanitarian Settings, the Sphere Project, and Standards Recommended by the IASC Task Force on Protection from Sexual Exploitation and Abuse (PSEA) in Humanitarian Crises?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project provided training to staff and encouraged partners to provide gender and SGBV training to staff members on existing international guidelines, such as the IASC Guidelines on GBV in Humanitarian Settings, the Sphere Project, and Standards Recommended by the IASC Task Force on Protection from Sexual Exploitation and Abuse (PSEA) in Humanitarian Crises?</li> </ul>		
	Make available to the public information and analysis on U.S. Government-supported gender-based violence programming in disaster contexts, post-conflict situations, and political transitions in order to promote learning and dissemination of best practices.		
	<ul style="list-style-type: none"> <li>Has USAID made available to the public information and analysis on U.S. Government-supported gender-based violence programming in disaster contexts, post-conflict situations, and political transitions in order to promote learning and dissemination of best practices?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project captured and shared information and analysis on its U.S. Government-supported gender-based violence programming in disaster contexts, post-conflict situations, and political transitions in order to promote learning and dissemination of best practices?</li> </ul>		
	Provide humanitarian protection through the administration of immigration benefits programs and other immigration mechanisms, as appropriate, to eligible individuals, including		

Title and Sector of Respondent:			
Outcome	Actions	Yes, No, N/A	Comments/Specific Examples
	women and girls, in need of relief from persecution or urgent circumstances.		
Outcome 5.3 Reintegration and early recovery programs address the distinct needs of men and women.	Support return and reintegration programs for refugees and internally displaced persons (IDPs) that address the needs of female returnees.		
	<ul style="list-style-type: none"> <li>Has USAID supported return and reintegration programs for refugees and internally displaced persons (IDPs) that address the needs of female returnees?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project supported return and reintegration initiatives/activities for refugees and internally displaced persons (IDPs) that address the needs of female returnees?</li> </ul>		
	Support demobilization, disarmament, and reintegration (DDR) programs, including sustainable livelihood alternatives that address the distinct needs of male and female ex-combatants and those associated with armed forces in other capacities.		
	<ul style="list-style-type: none"> <li>Has USAID supported demobilization, disarmament, and reintegration (DDR) programs, including sustainable livelihood alternatives that address the distinct needs of male and female ex-combatants and those associated with armed forces in other capacities?</li> </ul>		
	<ul style="list-style-type: none"> <li>Has the project supported initiatives/activities that address the distinct needs of male and female ex-combatants and those associated with armed forces in other capacities?</li> </ul>		

Adapted by V. Haugen, Y. Zaidi and A. Abdullah. (2012). Original Source: US National Action Plan: Women, Peace and Security (2011).

## Project Gender Review Checklist

This checklist was used with USAID Pakistan Personnel and Implementing Partners to provide a baseline for the extent to which current programming is gender-sensitive in conflict- and crisis-affected contexts. The tool was developed by the team based on the Inter-Agency Standing Committee (IASC) checklists for integrating gender in humanitarian interventions and the harmonized guidelines for gender and development from an Asian Development Bank (ADB) and United Nations Development Program (UNDP)-funded project in the Philippines.<sup>198</sup> The tool was administered to around 25 USAID/Peshawar personnel and implementing partners. The team then collated their responses to provide a picture of how USAID/Peshawar personnel and implementing partners viewed the gender sensitivity of a range of programs.

**TABLE 14: CHECKLIST FOR PROJECT REVIEWS OF CONFLICT-SENSITIVE GENDER-RESPONSIVENESS**

Dimensions and Questions		Response			If Yes, give examples of how
		No	Partly Yes	Yes	
					If No or Partly Yes, say why not
<b>I. Conflict-Sensitivity Analysis</b>					
1.1	During the design stage, was a conflict sensitivity analysis that took into account special considerations needed for women's (and girls'/female youths') involvement as implementers, change agents and partners undertaken?				
1.2	Does the project undertake periodic gender-responsive conflict sensitivity analyses to adjust implementation practices?				
1.3	Is gender-responsive conflict sensitive analysis part of any monitoring and evaluation exercises?				
<b>2. Participation in Project Identification and Implementation</b>					
2.1	Has the project consulted and involved women in identification of the problem or issue that the intervention must solve and in the development of the solution (at concept, design and implementation stages)?				
2.2	Does the project incorporate measures to address constraints to both women's and men's participation?				

<sup>198</sup> The checklist combined material from two sources: i) Harmonized Gender And Development Guidelines For Project Development, Implementation, Monitoring And Evaluation, 2007. Project Of The National Economic And Development Authority, The National Commission On The Role Of Filipino Women, And The Official Development Assistance Gender And Development Network (Oda-Gad Network) and ii) Women, Girls, Boys and Men: Different Needs – Equal Opportunities. Gender Handbook in Humanitarian Action, Inter-agency Standing Committee, IASC. 2006

2.3	Are women and men and girls and boys seen as agents of change, partners and beneficiaries?				
2.4	Are women predominantly involved as more than beneficiaries?				
2.5	Are young women and men involved as more than beneficiaries?				
<b>3. Conduct of Gender Analysis and Identification of Gender Issues</b>					
<b>Overall Analysis</b>					
3.1	Has a gender analysis been carried out to identify gender issues at any point in time in the project cycle (concept, design, procurement, implementation, evaluation)?				
3.2	Does project-related documentation provide a credible discussion of gender issues?				
3.3	Has consideration been given to prevailing attitudes, religious and cultural norms/practices that affect women's ability to contribute to and benefit from stabilization efforts?				
3.4	Has consideration been given to how social-cultural (including religious) and economic factors influence gender relations in stabilization activities?				
3.5	Has consideration been given to any unanticipated consequences of project implementation in order to build on positive consequences or mitigate negative consequences?				
3.6	Have the different coping mechanisms used by men, women, girls and boys to manage their situation been identified?				
<b>Gender Based Violence</b>					
3.5	Have the specific threats or risks related to gender based violence for women and girls been identified?				
3.6	Have the specific threats or risks related to gender-based violence for boys and young men been identified?				
<b>Trafficking in Persons</b>					
3.7	Have threats or risks of trafficking in women and girls in the current environment been identified?				
3.8	Have threats or risks of trafficking in boys and young men in the current environment been identified?				
<b>Gender Division of Labor</b>					

3.9	Has consideration been given to women's productive, reproductive, and community service and management/political roles prior to the conflict or displacement?				
3.10	Does the project provide opportunities for women to take on nontraditional roles, for instance, peace negotiations and leadership in organizations?				
<b>Access to and Control of Resources</b>					
3.11	Have appropriate strategies been identified to ensure that both women and men will participate in and benefit from humanitarian assistance or income generation and vocational training?				
3.12	Does the project include measures to mitigate the adverse effects on women's livelihood or access to resources?				
<b>4. Sustainability</b>					
4.1	Is the budget allotted by the project sufficient for gender equality promotion or integration?				
4.2	Has an exit plan that will ensure the sustainability of gender and development efforts and benefits been articulated from the start of the project?				
4.3	Does the project have the expertise to promote and integrate gender equality and women's empowerment? OR IF IT DOES NOT, has the project committed to investing project staff time in building capacity for integrating gender and development or promoting gender equality?				
<b>5. Gender Equality Goals, Outcomes, Outputs and Data</b>					
5.1	Do project objectives explicitly refer to women and men as change agents, partners or beneficiaries of the project? To the immediate and assistance needs of women and men?				
5.2	Have the project objectives taken account of changes in the population profile as a result of the conflict or crisis?				
5.3	Does the project have gender equality outputs or outcomes?				
5.4	Has the project tapped into sex-disaggregated data and gender-related information from primary or secondary sources? OR, does the project document include sex-disaggregated and gender information in the analysis of the development issue or problem?				

5.5	Does the project include gender equality targets and indicators for welfare, access, consciousness-raising, participation, and control? Examples of gender differences that may be monitored: Recipients of humanitarian and other forms of assistance; Participation in peace negotiations and similar activities; Membership and leadership in organizations to be created by the project; Employment generated by the project; Loss of livelihood as a result of the project.				
5.6	Does the project have a database (or access to a Govt. database) that allows data disaggregation by sex, age, ethnicity (or language), disability?				
5.7	Does the project report consistently against these variables?				
5.8	Is the evidence base credible (data derived from multiple sources, including marginalized groups)?				
<b>6. Matching of Strategies with Gender Issues</b>					
6.1	Does the project have a clearly articulated, written gender strategy that is reviewed, revised and reported against at regular intervals?				
6.2	Does the strategy match the gender issues and gender equality goals identified? That is, will the activities or interventions reduce gender gaps and inequalities?				
<b>7. Relationship with Broader Gender Mainstreaming Efforts</b>					
7.1	Is the project informed by key U.S. Government (including USAID) guidance on gender and on the advancement of women?				
7.2	Is the project informed by key GOP guidance on gender and on the advancement of women?				
7.3	Does the project build on and/or strengthen the GOP, GOKP and the FATA Secretariat's commitment to the advancement of women?				
7.4	Does the project build on the gender equality and women's empowerment initiatives or actions of other organizations in the area?				
<b>8. Personnel Knowledge and Skills</b>					
8.1	I believe that I am very knowledgeable about gender relations, roles and norms at the local level.				
8.2	I believe that I am very knowledgeable about gender and development on a general level.				

8.3	I believe that I am very knowledgeable about gender and development on a specific level.				
8.4	I believe that I am very knowledgeable about United States Government (including USAID) policies and key documentation on gender equality and women's empowerment.				
8.5	I believe that I am very knowledgeable about Government of Pakistan policies and commitments on gender equality and women's empowerment.				
<b>9. Organizational Commitment</b>					
9.1	I believe that USAID Pakistan shows a strong commitment to gender and development.				
9.2	I believe that USAID Pakistan/KP/FATA shows a strong commitment to gender and development.				
9.3	I believe that the GOP/KP and FATA Secretariat show a strong commitment to gender and development.				
9.4	I believe that local level government officials show a strong commitment to gender and development.				
<b>10. Community Commitment</b>					
10.1	I believe that within target communities there is a strong commitment to gender and development.				
10.2	I believe that key authority figures in communities show a strong commitment to gender and development.				
<b>11. Adjustments</b>					
11.1	If you are still in the design phase of your project, you should incorporate your gender analysis findings into the design. If, however, you are well into the process, then you should consider amending your project design or implementation. As part of this evaluation process, you should consider the following questions:				
11.2	Have any key gender issues been identified that will impact the ability of the project to achieve its goals or prevent women and men from benefitting equally?				
11.3	If yes, does the gender analysis suggest that proactive intervention is needed to ensure that participation in the project will be gender-balanced?				
11.4	If yes, do the identified gender issues require the re-conceptualization and editing of over-arching objectives and the activity or project goals?				

11.5	Are the needs of men and women, in relation to this project, different enough that a separate project component focusing on women (or a sub-group of women) or men (or a sub-group of men) is necessary?				
11.6	Are there types of data that have not yet been collected but that should be collected in order to track the gender-related project impacts?				
11.7	Have any potential or actual unintended negative consequences been identified that require project adjustment in order to counteract them? , should the project or activity be adjusted to counteract the negative unintended consequences or to build on the positive unintended consequences?				
11.8	Have any potential or actual unintended positive consequences been identified that have not been exploited to the extent possible?				
11.9	Are there any new entry points or opportunities for empowering especially vulnerable groups of women or men through this project?				
<b>TOTALS</b>					

Adapted by V. Haugen, Y. Zaidi, A. Abdullah (2012). Original source: IASC Handbook on Humanitarian Assistance.

## Responsibility and Compliance Checklist for Gender Integration

This checklist was produced by taking the Gender Integration Matrix visual (in the ADS Supplementary Guidance) and turning it into a table that will enable USAID/Pakistan to guide and track compliance with all aspects of gender integration responsibilities.

**TABLE 15: RESPONSIBILITY AND COMPLIANCE CHECKLIST FOR GENDER INTEGRATION**

Life of Project Cycle	Responsible Agent					
	Mission Management Team	Procurement Design Team	Contract Officer/Agreement Officer (CO/AO)	Technical Evaluation Committee	AOTR/COTR/ Technical Advisor(s)	Implementing Partner
<b>Strategic Planning</b>						
<b><i>Mission strategy development and planning</i></b>						
<i>Conduct a gender assessment of USAID’s portfolio and/or a gender analysis of the country context</i>	X					
<i>Ensure Mission strategies and plans integrate findings of gender assessment and/or analysis—i.e., address gender constraints and opportunities</i>	X					
<i>Actively promote Mission’s gender objectives and/or strategy</i>	X					
<i>Support gender integration by strengthening gender training of Mission Staff.</i>	X					
<i>Ensure that conclusions of any gender assessment and/or analysis are integrated in project/activity planning such as PADs.</i>	X					

Life of Project Cycle	Responsible Agent					
	Mission Management Team	Procurement Design Team	Contract Officer/Agreement Officer (CO/AO)	Technical Evaluation Committee	AOTR/COTR/ Technical Advisor(s)	Implementing Partner
<b>Procurement Development</b>						

**Conceptualization and procurement planning**

Review Mission gender assessment and/or analysis.		X				
Review gender aspects of previous USAID projects for implications.		X				
Conduct project-level gender analysis – analyze how gender constraints and opportunities will affect the project and how the project will affect men and women differently.		X				
If necessary, seek assistance from your Mission gender POC, GH Bureau Gender Advisors, and/or the Office of Women in Development (WID).		X				

**Creating the program description/statement of work and evaluation/selection criteria**

Integrate findings from gender analysis into statements of work/program descriptions.		X				
Incorporate quantitative and qualitative gender-sensitive indicators and sex-disaggregated data.		X				

Life of Project Cycle	Responsible Agent					
	Mission Management Team	Procurement Design Team	Contract Officer/Agreement Officer (CO/AO)	Technical Evaluation Committee	AOTR/COTR/ Technical Advisor(s)	Implementing Partner
Specify gender-related qualifications for management and/or technical personnel.		X				
Integrate gender into evaluation/selection criteria to correspond with applicable technical components.		X				
Confirm that conclusions of project-level gender analysis are integrated into the procurement request:			X			
▪ statement of work or program description			X			
▪ project indicators			X			
▪ corresponding evaluation/selection criteria			X			
<b>Technically evaluating proposal/application &amp; creating proposal/application</b>						
Integrate gender into application/proposal per procurement guidelines:						X
▪ statement of work or program description						X
▪ project indicators						X

Life of Project Cycle	Responsible Agent					
	Mission Management Team	Procurement Design Team	Contract Officer/Agreement Officer (CO/AO)	Technical Evaluation Committee	AOTR/COTR/ Technical Advisor(s)	Implementing Partner
<ul style="list-style-type: none"> <li>personnel with gender expertise</li> </ul>						X
As indicated in procurement request, review proposals/ applications for integration of gender into:				X		
<ul style="list-style-type: none"> <li>statement of work or program description</li> </ul>				X		
<ul style="list-style-type: none"> <li>project indicators</li> </ul>				X		
<ul style="list-style-type: none"> <li>management and/or technical personnel qualifications</li> </ul>				X		
Evaluate applications/proposals for how they address gender, as indicated in evaluation/selection criteria.				X		
<b>Implementation</b>						
<b>Start-up phase</b>						
Review award for gender components.					X	
Ensure gender is integrated into project results framework, benchmarks, and indicators.					X	

Life of Project Cycle	Responsible Agent					
	Mission Management Team	Procurement Design Team	Contract Officer/Agreement Officer (CO/AO)	Technical Evaluation Committee	AOTR/COTR/ Technical Advisor(s)	Implementing Partner
<i>Ensure that life-of-project work plan integrates gendered activities – activities that alleviate gender-related constraints and capitalize on gender-related opportunities.</i>					X	
<i>If necessary, seek assistance from your Mission gender POC, GH Bureau Gender Advisors, and/or the Office of Women in Development.</i>					X	
<i>Incorporate gender life-of-project work plan - design activities that alleviate gender-related constraints and capitalize on gender-related opportunities.</i>						X
<i>Include indicators in M&amp;E plan to evaluate gender impact.</i>						X
<b>Ongoing, project oversight</b>						
<i>Ensure gendered activities are integrated into annual work plans.</i>					X	
<i>Provide TA to Implementing Partner/CA to strengthen gendered activities.</i>					X	
<i>Require reporting on progress towards alleviating gender-related</i>					X	

Life of Project Cycle	Responsible Agent					
	Mission Management Team	Procurement Design Team	Contract Officer/Agreement Officer (CO/AO)	Technical Evaluation Committee	AOTR/COTR/ Technical Advisor(s)	Implementing Partner
<i>constraints and capitalizing on gender-related opportunities.</i>						
<i>Monitor gender activities and include gender focus in site visits/trip reports.</i>					X	
<i>Ensure attention to gender at annual/mid-term and results reviews as well as project evaluation(s).</i>					X	
<i>Integrate gender into each annual work plan – design and implement activities that address gender constraints and opportunities.</i>						X
<i>Review, monitor, evaluate, and report on ongoing impact of gender on project; respond by making changes to programming, if necessary.</i>						X
<b>End of project</b>						
<i>Ensure evaluation on basis of progress toward reducing gender-related constraints and capitalizing on gender-related opportunities.</i>					X	

Life of Project Cycle	Responsible Agent					
	Mission Management Team	Procurement Design Team	Contract Officer/Agreement Officer (CO/AO)	Technical Evaluation Committee	AOTR/COTR/ Technical Advisor(s)	Implementing Partner
<i>Ensure that gender is highlighted in end-of-project reporting and dissemination activities.</i>					X	
<i>Share gender results and “lessons learned” internally with USAID community.</i>					X	
<i>Value gender equality as an outcome and as a determinant of health outcome.</i>						X
<i>Highlight gender outcomes in end-of-project reporting and dissemination activities.</i>						X

## USAID Gender Integration Matrix: Individual Opportunities and Responsibilities

**TABLE 16: USAID GENDER INTEGRATION MATRIX: INDIVIDUAL OPPORTUNITIES AND RESPONSIBILITIES**

USAID staff and partners have many opportunities to implement Agency gender-integration policy directives. Below are examples of the possible actions that can occur at of the program cycle. Please also consider including some if not all of these actions into your individual work objectives at each stage.						
Mission Management Team: Contract Officer/Agreement Officer (CO/AO)						
Project/Procurement Design Team Technical Evaluation Committee (TEC)						
Strategic Planning	Procurement Development			Implementing Partner, USAID Agreement/Contract Management Team: AOTR/COTR and Technical Advisor(s)		
Mission strategy development and planning	Conceptualization and procurement planning	Creating the program description/state ment of work and evaluation/select ion criteria	Technically evaluating proposal/application & creating proposal/application	Start-up phase	Ongoing, project oversight	End of project
Conduct a gender assessment of USAID’s portfolio and/or a gender analysis of the country context.	Review Mission gender assessment and/or analysis.	Integrate findings from gender analysis into statements of work/program descriptions.	As indicated in procurement request, review proposals/ applications for integration of gender into: <ul style="list-style-type: none"> <li>• statement of work/program description; -</li> <li>• project indicators; and</li> <li>• management and/or technical personnel qualifications.</li> </ul>	Review award for gender components.	Ensure gendered activities are integrated into annual work plans.	Ensure evaluation on basis of progress toward reducing gender-related constraints and capitalizing on gender-related opportunities.

Ensure Mission strategies and plans integrate findings of gender assessment and/or analysis – i.e., address gender constraints and opportunities.	Review gender aspects of previous USAID projects for implications.	Incorporate quantitative and qualitative gender-sensitive indicators and sex-disaggregated data.	Evaluate applications/proposals for how they address gender, as indicated in evaluation/selection criteria.	Ensure gender is integrated into project results framework, benchmarks, and indicators.	Provide TA to Implementing Partner/CA to strengthen gendered activities.	Ensure that gender is highlighted in end-of-project reporting and dissemination activities.
Actively promote Mission's gender objectives/strategy.	Conduct project-level gender analysis – analyze how gender constraints and opportunities will affect the project and how the project will affect men and women differently.	Specify gender-related qualifications for management and/or technical personnel.	Integrate gender into application/proposal per procurement guidelines: <ul style="list-style-type: none"> <li>• Statement of work/program description;</li> <li>• Project indicators; and</li> <li>• Personnel with gender expertise.</li> </ul>	Ensure that life-of-project work plan integrates gendered activities – activities that alleviate gender-related constraints and capitalize on gender-related opportunities.	Require reporting on progress towards alleviating gender-related constraints and capitalizing on gender-related opportunities.	Share gender results and “lessons learned” internally with USAID community.
Support gender integration by strengthening gender training of Mission Staff.	If necessary, seek assistance from your Mission gender POC, GH Bureau Gender Advisors, and/or the Office of Women in Development (WID).	Integrate gender into evaluation/selection criteria to correspond with applicable technical components.		If necessary, seek assistance from your Mission gender POC, GH Bureau Gender Advisors, and/or the Office of Women in Development.	Monitor gender activities and include gender focus in site visits/trip reports.	Value gender equality as an outcome and as a determinant of health outcome.
Ensure that conclusions of any gender assessment		Confirm that conclusions of project-level		Incorporate gender life-of-project work	Ensure attention to gender at annual/mid-term	Highlight gender outcomes in end-of-project reporting and

and/or analysis are integrated in project/activity planning such as AADs.		<p>gender analysis are integrated into the procurement request:</p> <ul style="list-style-type: none"> <li>• Statement of work/program description;</li> <li>• Project indicators; and</li> <li>• Corresponding evaluation and selection criteria.</li> </ul>		plan - design activities that alleviate gender-related constraints and capitalize on gender-related opportunities.	and results reviews as well as project evaluation(s).	dissemination activities.
				Include indicators in M&E plan to evaluate gender impact.	Integrate gender into each annual work plan – design and implement activities that address gender constraints and opportunities.	
					Review, monitor, evaluate, and report on ongoing impact of gender on project; respond by making changes to programming, if necessary.	





## Annex I5: Key Participant Interview Guide

A set of questionnaires was developed and used during interviews with stakeholders from GOP national, sub-national and local levels, USAID/Pakistan and USAID/Peshawar, donor/development partners and implementing partners. These questionnaires were largely and intentionally generic to enable the team to identify patterns in the qualitative data. Follow-up probe questions were asked when and as needed.

### USAID

Introduction (why we are here and tell us about your role and portfolio)

We would like to start off with some broad areas of discussion and then, depending on what emerges from that discussion; we may follow up with some more specific questions.

We would like your perspective on:

- The way in which gender is addressed within USAID/Pakistan and in your programs/projects, specifically X/Y program/project, including what is working well in integrating gender and what isn't and why.
- Practical and strategic gender needs of women and men that the project addresses (or should address).
- The major concerns and challenges associated with gender integration/mainstreaming
- Strategies that have and have not worked in integrating gender into activities.
- Changes in gender relations as a result of instability, military operations, the July 2010 flooding, and any other major recent events you identify. Specifically consider gender-based violence, trafficking in persons, involvement of women in peace-building and conflict resolution and gender dimensions in violent extremism.)
- The ways in which you work with the GOP in general and specifically around gender integration/mainstreaming and any insights on that relationship - what works, what doesn't, concerns, opportunities and whether there are complementary GOP projects or programs?
- The ways in which USAID does or might partner with CSOs, academics/research institutions, etc. to achieve gender goals.

We would like any specific suggestions for other development partners, projects, individuals it would be important for us to meet and why. For example, is there is the complementary GOP project or program? Are there other donor -funded program/projects closely aligned to this project?

We would also like any specific suggestions for:

- What types of studies and/or additional data collection are needed?
- Where could capacity building have the highest impact?
- What types of policy changes are needed?

## **GOP**

Introduction (why we are here and tell us about your role)

We would like to start off with some broad areas of discussion and then, depending on what emerges from that discussion; we may follow up with some more specific questions.

We would like your perspective on:

- The way in which gender is addressed within the GOP, and particularly in your office.
- Which development partners/programs/projects are working especially well in integrating gender and which aren't and why.
- The way in which gender is addressed within USAID/Pakistan and in its programs/projects, specifically the following programs/projects and what is working well and what isn't and why.
- The GOP's working relationship with donors/development partners, including with USAID/Pakistan and what is working well, what isn't and any suggestions for changes.
- The major concerns and challenges associated with gender integration/mainstreaming.
- Strategies that have and have not worked in integrating gender into activities.
- Changes in gender relations as a result of instability, military operations, the July 2010 flooding, and any other major recent events you identify. Specifically consider gender-based violence, trafficking in persons, involvement of women in peace-building and conflict resolution and gender dimensions in violent extremism.

We would like any specific suggestions for other development partners, projects, individuals it would be important for us to meet and why. For example, is there is the complementary GOP project or program? Are there other donor -funded program/projects closely aligned to this project?

We would also like any specific suggestions for:

- What types of studies and/or additional data collection are needed?
- Where could capacity building have the highest impact?
- What types of policy changes are needed?

## **Academics**

Introduction (why we are here)

We would like to start off with some broad areas of discussion and then, depending on what emerges from that discussion; we may follow up with some more specific questions.

We would like your perspective on:

- The way in which gender is addressed within the GOP, and particularly in your office.
- Which development partners/programs/projects are working especially well in integrating gender and which aren't and why.
- The way in which gender is addressed by development partners in their programs/projects, specifically the following programs/projects and what is working well and what isn't and why.

- The GOP's working relationship with development partners and what is working well, what isn't and any suggestions for changes.
- Changes in gender relations as a result of instability, military operations, the July 2010 flooding, and any other major recent events you identify. Specifically consider gender-based violence, trafficking in persons, involvement of women in peace-building and conflict resolution and gender dimensions in violent extremism.
- The major concerns and challenges associated with gender integration/mainstreaming.
- Strategies that have and have not worked in integrating gender into activities.
- The ways in which academics might be used to help inform design and implementation of programs/projects.

We would like any specific suggestions for other development partners, projects, individuals it would be important for us to meet and why.

We would also like any specific suggestions for:

- What types of studies and/or additional data collection are needed?
- Where could capacity building have the highest impact?
- What types of policy changes are needed?

## **Development Partners**

Introduction (why we are here)

We would like to start off with some broad areas of discussion and then, depending on what emerges from that discussion; we may follow up with some more specific questions.

We would like your perspective on:

- The way in which gender is addressed within your organization and in your programs/projects, including what is working well in integrating gender and what isn't and why.
- Changes in gender relations as a result of instability, military operations, the July 2010 flooding, and any other major recent events you identify. Specifically consider gender-based violence, trafficking in persons, involvement of women in peace-building and conflict resolution and gender dimensions in violent extremism.
- The major concerns and challenges associated with gender integration/mainstreaming.
- Strategies that have and have not worked in integrating gender into activities.
- The ways in which you work with the GOP in general and specifically around gender integration/mainstreaming and any insights on that relationship—what works, what doesn't, concerns, opportunities.

We would like any specific suggestions for other development partners, projects, individuals it would be important for us to meet and why. For example, is there is the complementary GOP project or program? Are there other donor -funded program/projects closely aligned to this project?

We would also like any specific suggestions for:

- What types of studies and/or additional data collection are needed?

- Where could capacity building have the highest impact?
- What types of policy changes are needed?

## **INGOs/LNGOs/CSOs**

Introduction (why we are here)

We would like to start off with some broad areas of discussion and then, depending on what emerges from that discussion; we may follow up with some more specific questions.

We would like your perspective on:

- The way in which gender is addressed within your organization and in your programs/projects, including what is working well in integrating gender and what is not, and why.
- Changes in gender relations as a result of instability, military operations, the July 2010 flooding, and any other major recent events you identify. Specifically consider gender-based violence, trafficking in persons, involvement of women in peace-building and conflict resolution and gender dimensions in violent extremism.
- The major concerns and challenges associated with gender integration/mainstreaming.
- Strategies that have and have not worked in integrating gender into activities.
- The ways in which you work with the GOP in general and specifically around gender integration/mainstreaming and any insights on that relationship—what works, what doesn't, concerns, opportunities.
- The ways in which donors (including USAID) work with the GOP in general and specifically around gender integration/mainstreaming and any insights on that relationship - what works, what does not work, concerns, opportunities.

We have a questionnaire that we would like you to fill out and we will use your responses as the basis of our discussion.

We would like any specific suggestions for other development partners, projects, individuals it would be important for us to meet and why. For example, is there is the complementary GOP project or program? Are there other donor -funded program/projects closely aligned to this project?

We would also like any specific suggestions for:

- What types of studies and/or additional data collection are needed?
- Where could capacity building have the highest impact?
- What types of policy changes are needed?

## Annex 16: Focus Group Discussion Guide

The team developed questionnaires for 11 FGDs with 187 individuals (95 males/92 females of different ages and backgrounds) in Jalozaï Camp for IDPs, Swat (KP) and Islamabad. The FGDs produced primary source data on changes in gender relations, roles and norms. The questionnaires focused on getting to the heart of changes in gender relations, roles and norms as a result of the conflict and the natural disasters. Another questionnaire was developed specifically for civil society organization personnel.

### Objective of the FGD:

1. Assess gender roles and needs in KP and FATA
2. To assess the situation and opportunities in the 6 domains getting the perspectives of men and women separately.

**Note:** While collecting this information, you should remember that particular sub-categories of women or men (for example youth, those living in poverty, people with disabilities, members of minority or ethnic groups, those who live in rural areas, pensioners, individuals living in certain geographic areas of a country) can face unique barriers or obstacles that could potentially prevent them from participating in your project/activity and/or experiencing the same outcomes as other men and women. While conducting your gender analysis, look for these potential differences among sub-groups, and consider whether an alteration in your project design is necessary.

The questions in the guide assess the practices and opportunities in the six domains (top row) against different aspects. It also intends to look for opportunities to improve or enhance women's status in each of the domains and sectors. The table below provides a mental map to keep the focus group on track.

**TABLE 19: FOCUS GROUP MENTAL MAP**

Topic	Current Practices	Access	Knowledge, Beliefs, and Perception	Practices and Participation	Time and Space	Power and Decision Making	Legal Rights and Status	Opportunities
Work								
Livelihoods								
Education								
Health								
Political Participation								
GBV								
Aspirations								

**TABLE 20: FGD DATA TABLE**

Location	
Date of FGD	
Duration (start time and end time)	
Participant Summary (include # of women or men)	
Age Range of Respondents	
Name of Moderator	
Name of Note Taker	
Name of Translator	

**INTRODUCTORY REMARKS:**

“My name is \_\_\_\_\_ and this is my colleague \_\_\_\_\_; I work for \_\_\_\_\_ and she/he works for \_\_\_\_\_. We would like to ask you some questions about the issues affecting men, women and children in your community so that we can better understand your needs and concerns about these groups. We are not asking for your specific stories; please do not use any names. We are asking about things that you have heard of or know to be happening. The questions we are going to be asking you today are about the way that you live every day. If you feel uncomfortable at any time you can leave. Participation in the discussion is completely voluntary and you do not have to answer any questions that you do not want to answer. We have nothing to offer other than listening; there will be no other direct benefits related to this time we spend together today. We do not want your names, and will not be writing your names down. We also will not present any other potentially identifying information in anything that we produce based on this conversation. We will treat everything that you say today with respect, and we will only share the answers you give as general answers combined from all of the people that speak to us. If personal stories are shared by someone, please keep it confidential and do not tell others what was said here today.

\_\_\_\_\_ is taking notes to make sure that we do not miss what you have to say. I hope that this is ok with you? I would also like to record this discussion so we do not miss anything you say. We really want to hear what you have to say, and I want you to answer my questions however you want. There is no wrong answer to any question. I expect our discussion to last for a maximum time of two hours. Do you have any questions before we begin?”

***I would like to understand a bit about our group first. (Facilitator notes)***

- i. Ask how many are over the age of 30 (for Group 1) and under the age of 30 for Group 2. Age cut off for Group 1 is max 30 and for Group 2 is minimum 30. (Record exact numbers.)*
- ii. Ask name of tribes and areas to get an idea of how many different communities are represented. (Record exact numbers.)*
- iii. Ask how many have been here for less than 2 weeks. Less than 3 months? For a year? More than a year. (Record exact numbers.)*
- iv. Ask how many are married. (Record exact numbers.)*
- v. Ask how many have one or more children. (Record exact numbers.)*

**Questionnaire:**

***Now, I would like to ask you some general questions about the way you lived in your community before the crisis in your area.***

1. How many houses were there in your community?
2. How many people lived with you in your house? (Men? Women? Boys? Girls? Elderly?)
3. What work did the men in your community do? *List. Probe & make sure that a list of productive and reproductive activities is generated.*
4. What work did the womenfolk of your community do? *List. Probe & make sure that a list of productive and reproductive activities is generated.*
5. What work did the girls do? Boys?
6. Were there any schools in or near your community? Boys' schools? Girls' schools [*Ask whether primary or secondary.*]
7. Did your boys/girls go to school? And now? *Note: If some have started sending girls to school now, probe why they changed their minds and if they would continue.*

***What has changed in terms of women's work and lives as result of the crisis?*** [*Probe for examples in health, education, livelihoods, agricultural practices, living and social arrangements. Note positive or negative changes.*]

***What has changed in terms of men's work and lives as result of the crisis?*** [*Probe for examples in health, education, livelihoods, agricultural practices, living and social arrangements. Note positive or negative changes.*]

**Now, I'd like to ask you some questions about marriage.**

1. At what age do boys get married in your community? Girls? Has this changed as compared to previous years?
2. How is the marriage partner selected? [*i.e., practices*]
3. Who is involved in making the decisions about marriage? [*Identify men/women and relationship to girl/boy*].
4. What are the marriage arrangements? Dowry? Bride price? Average amount for each?
5. Where does the new couple reside after marriage? Build separate room in family compound? Make separate house, etc.?
6. Do men often have more than one wife? If yes, what is the reason for it?
7. Are there cases of separation and divorce, remarriage in your community? How are these handled? What are the causes of this phenomenon? What are the consequences of this?
8. Are marriages and divorces registered anywhere?
9. What happens with separated, divorced or widowed women i.e. who supports them? Do they have any property rights?
10. Is there domestic violence against women and how is it viewed?

**Now, I'd like to ask you some questions about health.**

1. How is the health of women, girls, boys and men affected differently by the crisis?
2. What are the cultural and religious aspects related to the provision of health care?
3. Who provides health care in your village? [*Not in the camp; note all sources of health care, including traditional/ dais/ LHVs/LHVs, etc. for women and men separately.*]
4. Which sources of healthcare are women able to access easily? Why? Which sources are not accessible to womenfolk and girls in particular? Why? [*Purpose is to identify barriers to healthcare for women, e.g., cultural? Financial?*]

5. What would support women in accessing healthcare? [*Ask same question for girl, boys, men*]
6. Who makes the decision to seek healthcare? What considerations influence the decision?
7. Are there women in the community who can be trained to provide basic healthcare? Would they face any hindrance in receiving the training? And working in the community after getting training?
8. What do you know about child spacing practices? Are there services that men and women can access for child spacing? [*The intent is to identify whether there are modern or traditional methods of contraception being practiced.*]
9. What happens when women face complications in childbirth? Are they taken to a medical facility? Hospital? Clinic? Any barriers to taking them to a medical facility? Who do you think from the community should a role in the decision, design, and construction of health facilities? [*Probe women? Which ones? Men? Which ones?*].

**Now, I'd like to ask you some questions about education.**

1. What education do girls and boys receive in the community? [*Include formal/informal/ madrassa*] Do they pay a fee for it? Or receive a stipend for it?
2. Are girls/boys able to access the different sources of education?
3. Who makes the decision of sending the girl/ boy to school? And who decides if it is to be discontinued and why?
4. What hinders girls' access to education? Boys access to education?
5. What has been the impact of the crisis on education, including teachers? [*Note especially for girls and boys?*]
6. How has it affected their responsibilities and access to education?
7. What would support girls and boys access to education? [*Probe for who should provide the support-community? GOP? NGOs?*]
8. Who do you think from the community should a role in the decision, design, and construction of school facilities? [*Probe women? Which ones? Men? Which ones?*].

**Now, I'd like to ask you some questions about livelihoods.**

1. What are the main sources of livelihoods? For men? For women?
2. Are there views about what work is considered more appropriate for women or men? If yes, do these stereotypes limit women/men from earning more? Has this changed due to the crisis?
3. Who decides whether a woman can earn a livelihood? What factors influence this decision?
4. Do men and women have unequal education or knowledge in areas that are important for availing of livelihood opportunities? [*Use the examples of livelihood and earning opportunities they have given earlier?*] If yes, in what areas?
5. Do men and women have equal access to and knowledge of what income generating opportunities and markets are available for the products/services they produce?
6. What are the obstacles to accessing livelihoods? - For women/ men.
7. What would support women/men to improve their livelihoods?
8. Would women be able to avail of skills training/ credit/ tools to improve livelihoods?
9. How is the income of men used? Who decides how it will be used?
10. How is the income of women used? Who decides how it will be used?
11. Are women and men equally likely to be owners of property that might serve as collateral for a loan (for example, land, jewelry)?

**Now, I'd like to ask you some questions about political participation.**

1. How are community level decisions made? What is the mechanism for making sure that everyone's voice is included?
2. How are women included in these processes? Do women actively participate in formal/ informal decision-making structures/bodies

3. If the answer is No, are there examples of when they have participated? Or are there aspects of community life in which they can participate in decision making? [*Probe for entry points for women into the process.*]
4. Do men have CNICs? Do women have CNICs? Does it make a difference if you have a CNIC?
5. Did you vote in the last elections? Did (other) women vote?
6. If there was a local government system, would women be able to vote? Run for office?

**Now, I'd like to ask you some questions about power and decision-making.**

1. Are there differences between women and men in the community/households in relation to their roles, responsibilities and decision-making power? What are they?
2. Do women and men have equal rights to inheritance – both by law and by custom?

**Now, I'd like to ask you some questions about safety. (GBV/Violence)**

1. What are the problems/challenges that women and girls face when they move around in the community? [*Probe: Where women and girls are at increased risk for violence--water points, bus terminus, homes, going to the field, going to and from school, or in schools, etc.*] Are there different danger zones for women than for girls? If yes, what are they?
2. How safe are women and young girls when they leave the community? What kinds of things might put women at risk when they leave the community? What about girls? [*Probe: going to and from school, crossing borders, going to town, visiting another area*] What about boys? Are there specific types of violence that they experience? What examples can you provide? Where does it happen?
3. **[If the issue of GBV has not come up use the following]** Without mentioning any names or indicating anyone, can you tell me what kinds of incidents of violence against women and girls take place in your community? (*Ask for specific examples*) [*Probe: When and where does violence occur in this community/ area? Probe: How is the problem of violence now? How is it different from last year and previous years?*]
4. Without mentioning any names or indicating anyone specific, who are the perpetrators of this kind of violence? [*Probe: people in authority, family members, others?*]
5. Without mentioning any names or indicating anyone specific, which groups do you think are most at risk for violence? And, why do you think these groups are more at risk? (*Ask for specific examples*)
6. What do you think would improve the safety of women and girls in this community?
7. What groups are there that women, girls, men or boys can go to for support in this community?
8. What kinds of cultural practices exist that you think might be harmful to women and girls in this community?
9. Who is considered powerful in this community? What gives people power in this community? [*Probe: property, spiritual leadership, position of authority, money, having a job, other?*]
10. How comfortable are women and girls in seeking help from service providers (PROBE: health workers, police etc...)? If you were going to seek health services in this area where would you go? [*Probe: health center, traditional healer, faith healer?*] Can you describe any barriers that someone might face could these services be improved?

**Now, I'd like to ask you some questions about well-being.**

1. When do you think a person is doing well?
2. How does a person improve her/his life, so that "things" go better?
3. According to you, what do women contribute so that "things go better"? Has the contribution of women changed since 10 years?
4. What role should women play in your opinion? Are the women ready/prepared to play this role?
5. According to you, what do men contribute so that "things go better"? Has the contribution of men changed since 10 years?
6. What role should men play in your opinion? Are the men ready/prepared to play this role?

***Now, I'd like to ask you some questions about well-being.***

1. What do you wish for the future generation (of your children)? [list what they say]
2. Which is more important? Why? Which is less important? Why?

**CLOSING REMARKS**

That is all of my questions for now. Do you have anything you would like to add? Do you have any questions for us? As I told you in the beginning, our discussion today is meant to help us learn about the concerns that you have for women and children in your community. Please remember that you agreed to keep this discussion to yourself. THANK YOU FOR YOUR HELP.

## Annex 17: Glossary of Terms

Term	Description
Access	This domain refers to a person's ability to use the resources necessary to be a fully active and productive participant (socially, economically, and politically) in society. It includes access to resources, income, services, employment, information, and benefits.
<i>Badal</i>	Revenge for damages, deaths or insult to the Pakhtunwali honor code.
Capacities	Describes the existing strengths of individuals and social groups. They are related to people's material and physical resources, their social resources, and their beliefs and attitudes. Capacities are built over time and determine people's ability to cope with and recover from crisis.
<i>Deeni Madrassah</i>	A religious school, college or university, often linked to a mosque.
Domestic Violence (DV)	DV is a form of violence against women perpetrated by intimate partners (including cohabitating partners as well as former partners) and other family members. Other terms used to describe DV are "intimate-partner violence" or the more neutral "family violence." DV includes physical abuse (e.g., slapping, beating, murder), sexual abuse (e.g., coerced sex through intimidation or threats), psychological abuse (e.g., verbal aggression, intimidation) or economic abuse (e.g., denial of funds or controlling access to employment). In violent relationships, victims may experience several forms of abuse.
Female Empowerment <sup>3</sup>	Female empowerment <sup>3</sup> is achieved when women and girls acquire the power to act freely, exercise their rights, and fulfill their potential as full and equal members of society. While empowerment often comes from within, and individuals empower themselves, cultures, societies, and institutions create conditions that facilitate or undermine the possibilities for empowerment.
Gender	Gender is a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed, but investigated. Note that "gender" is not interchangeable with "women" or "sex."

Term	Description
Gender Analysis	A gender analysis “refers to the systematic gathering and analysis of information on gender differences and social relations to identify and understand the different roles, divisions of labor, resources, constraints, needs, opportunities/capacities, and interests of men and women (and girls and boys) in a given context. USAID requires that the findings of a gender analysis be used to inform the design of country strategic plans, Assistance Objectives, and projects/activities. A gender analysis can be conducted at the macro level, analyzing socio-cultural, economic, health, or demographic trends and legal policies and practices at the national or regional level within the context provided by the macro analysis. Taking a macro or micro focus depends on the purpose for which the analysis is being undertaken. For example, a gender analysis conducted to inform a country strategic plan will most likely assess the issues from a broader, more macro level, whereas a gender analysis conducted for the design of a project/activity, may look at the issues from both a macro and a micro perspective... USAID uses gender analysis to identify, understand, and describe gender differences and the impact of gender inequalities on a sector or program at the country or project level. Gender analysis is a mandatory element of strategic planning and project design, and is the basic foundation of gender integration. A gender analysis must be conducted at the strategic planning level as well as the project/activity design levels.”[1]
Gender Assessment	“...involves carrying out a review, from a gender perspective, of an organization’s programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices. USAID Missions often carry out a gender assessment of their portfolio to determine whether gender issues are being effectively addressed in Mission-supported programs and projects. A gender assessment is a very flexible tool, based on the needs of the Mission, and may also include a gender analysis at the country level. If a gender analysis is included in a gender assessment.”[2]
Gender Equality <sup>2</sup>	Gender equality concerns women and men, and it involves working with men and boys, women and girls to bring about changes in attitudes, behaviors, roles and responsibilities at home, in the workplace, and in the community. Genuine equality means more than parity in numbers or laws on the books; it means expanding freedoms and improving overall quality of life so that equality is achieved without sacrificing gains for males or females.
Gender Equity	The process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on an equitable basis, or a “level playing field.” Equity leads to equality.
Gender Integration	Involves identifying and then addressing gender differences and inequalities during program and project design, implementation, monitoring, and evaluation. Since the roles and relations of power between men and women affect how an activity is implemented, it is essential that project and activity planners address these issues on an ongoing basis. USAID uses the term gender integration in planning and programming.

Term	Description
Gender-Responsive Conflict Sensitivity/Sensitive Lens	Programming is informed by a sound understanding of the context and interaction between aid interventions and context/group relations. It strives to avoid the negative impacts and maximize positive impacts. Available analytical instruments specific to conflict settings and programming are used systematically at different points in the project life-cycle and for strategy development. These analyses must be informed by a sound gender analysis as well to ensure equitable access for women, men, girls and boys. Programming is undertaken only after a conflict lens has been applied and continues to be applied at regular intervals to enable programming to accommodate the dynamic nature of a conflict- and crisis-affected context.
<i>Hujra</i>	It is a room or area within the compound reserved as a gathering space for men. It may belong to a Malik or be the common property of the village. As a social space it is used to host ceremonies, meetings, and <i>jirgas</i> .
<i>Imam</i>	Prayer leader; usually is also the person in charge of the mosque.
<i>Jirga</i>	Refers to a practice, an institution and a traditional dispute resolution mechanism. Members of the <i>jirga</i> are almost always male elders. It has traditionally been basically secular; religious leaders can advise, but are not leaders of the <i>jirga</i> .
Knowledge, Beliefs, and Perception	This domain refers to the types of knowledge that men and women possess; the beliefs that shape gender identities and behavior, and the different perceptions that guide people's understanding of their lives, depending upon their gender identity.
Legal Rights and Status	This domain involves assessing how people are regarded and treated by customary legal codes, formal legal codes, and judicial systems. The domain encompasses legal documentation such as identification cards, voter registration, and property titles. Additionally, the domain includes the right to inheritance, employment, atonement of wrongs, and legal representation.
<i>Madrasah</i>	School, college or university often linked to a mosque. A place of learning. Also used for smaller, informal schools that impart religious education solely.
<i>Mahram</i>	A 'mahram' is a male who is a close relative (father, brother, sibling) whom a woman cannot marry. The mahram can be thought of as a guardian the woman can call on if she is not married or is her husband if she is married.
<i>Malik</i>	A male representative of the tribe who is recognized by the Political Agent.
<i>Mashar/Masharan</i>	Pashtun word that means respected elders male or female of the community. Using "masher/masharan" instead of "malik" to denote tribal elders is possibly more politically correct since a malik, unlike a masher, can only be male.
<i>Mullah</i>	Head of the mosque. Often not a religious scholar
<i>Musalehati Anjuman</i>	An alternate dispute resolution mechanism set up under local government in Pakistan.
<i>Panchayat</i>	Community decision making and arbitration forum of (almost always) men, whose decisions are binding on the concerned parties. Akin to <i>jirgas</i> amongst the Pakhtun.
<i>Purdah</i>	'Purdah' is social gender segregation although the term is often used more restrictively, especially by outsiders, to refer to physical segregation of the sexes.
Power and Decision Making	These domains pertain to the ability of people to decide, influence, control, and enforce personal and governmental power. It refers to one's capacity to make decisions freely, and to exercise power over one's body, within an individual's household, community, municipality, and state. This domain also details the capacity of adults to make household and individual economic decisions including the use of household and individual economic resources, income, and their choice of employment. Additionally, this domain describes the decision to vote, run for office,

Term	Description
	enter into legal contracts, etc.
Practices and Participation	This domain refers to people’s behaviors and actions in life – what they actually do – and how this varies by gender roles and responsibilities. The questions include not only current patterns of action, but also the ways in which men and women may engage differently in development activities. Some of these types of action include attendance at meetings and training courses, and accepting or seeking out services. Participation can be both active and passive.
Protection	Encompasses all activities aimed at securing full respect for the rights of individuals — women, girls, boys and men — in accordance with the letter and the spirit of the relevant bodies of human rights, humanitarian and refugee law. Protection activities aim to create an environment in which human dignity is respected, specific patterns of abuse are prevented or their immediate effects alleviated, and dignified conditions of life are restored through reparation, restitution and rehabilitation
<i>Purdah</i>	The practice of social gender segregation and veiling by women. It takes many forms—from just covering the head to enveloping the entire body in a head toe “burqa” with only a mesh for the eyes. The militants enforced the most extreme and restrictive form.
Sex	Sex is a biological construct that defines males and females according to physical characteristics and reproductive capabilities. USAID policy calls for the collection and analysis of sex-disaggregated data (male vs. female) for individual-level indicators and targets. Gender and sex are not synonyms.
<i>Swara/Vanni</i>	A tribal custom in which the accused family gives its girl or girls in marriage to an aggrieved family as compensation to settle a blood feud between them, instead of the practice of giving blood money as compensation..
<i>Tehsil</i>	The sub district administrative tier. Every district has several tehsils, and each tehsil includes several union councils composed of a number of villages.
Time and Space	This domain recognizes gender differences in the availability and allocation of time and the locations in which time is spent. It considers the division of both productive and reproductive labor; the identification of how time is spent during the day (week, month, or year, and in different seasons); and determines how men and women each contribute to the welfare of the family, community, and society. The objective of this domain is to determine how men and women spend their time and what implications their time commitments have on their availability for program activities.
Vulnerabilities	These are long-term factors, which weaken people's ability to cope with the sudden onset of disaster or with drawn-out emergencies. They also make people more susceptible to disasters. Vulnerabilities exist before disasters, contribute to their severity, make effective disaster response harder and continue after the disaster.
<i>Wali</i>	Arabic word for male guardian - of women or of children.

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