



H&H Consulting (Pvt.) Ltd.

End of Project Evaluation

An innovative model for strengthening community based measures to curb violence against women and girls (VAWG) in Mansehra, Shaheed Benazirabad (formerly Nawabshah) and Mirpur Khas districts, Pakistan

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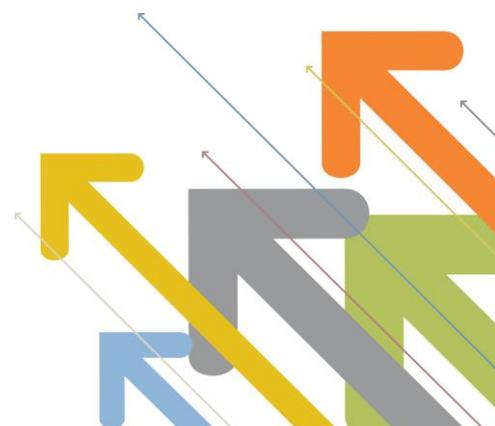


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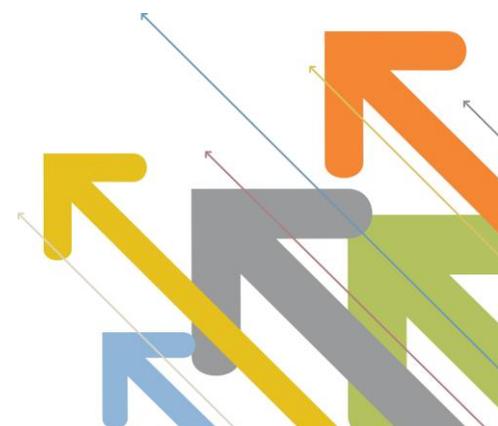
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List of Abbreviations

BB	Baanhn Beli
CII's	Council of Islamic Ideology
CNIC	Computerized National Identity Card
CSOs	Civil Society Organization
CWS	Community World Service Asia
DRR	Disaster Risk Reduction
DWG	District Watch Groups
DV	Domestic Violence
EU	European Union
FGDs	Focus Group Discussions
GBV	Gender Based Violence
KACC	Khwendo Kor Area Coordination Committee
KGM	Kot Ghulam Muhammad
KIIs	Key Informant Interviews
KK	Khwendo Kor
KPK	Khyber Pakhtunkhwa
LHW	Lead Health Worker
MTR	Mid Term Review
NCA	Norwegian Church Aid
ROM	Result Oriented Monitoring
SAPPK	South Asia Partnership Pakistan
SBA	Shaheed Benazirabad (Nawab Shah)
SO	Specific Objective
SoW	Scope of Work
SRHR	Sexual Reproductive Health Rights
SSSF	Shah Sachal Sami Foundation
TORs	Terms of References
VAWG	Violence Against Women and Girls
VCDO	Village Community Development Organization
VDO	Village Development Organization
WCC	Women Complaint Cell
WRI	Women's Right to Inheritance





Executive Summary

This report presents the final evaluation of the project titled “An innovative model for strengthening community based measures to curb violence against women and girls (VAWG) in Mansehra, Nawabshah and Mirpurkhas districts, Pakistan”. The three-year project was implemented by NCA and two co-applicants, Khwendo Kor (KK) in district Mansehra and South Asia Partnership Pakistan (SAPPK), in districts Benazirabad (formerly Nawabshah) and Mirpurkhas from December 1, 2014 to November 30, 2017. The project was implemented in 150 villages spread over the three districts, including Mansehra, Benazirabad and Mirpurkhas.

The **objective** of the evaluation was to:

Evaluate the project’s design and implementation of innovative methods, and overall progress with an emphasis on results, and achievements, focusing on:



- Providing all parties involved in the project with an understanding of achievements, challenges and successes;
- Assessing, to the extent possible, whether the project has had any positive or negative impact for the targeted communities, intended or unintended changes at policy level.
- Assessing learning from this project to capture opportunities and innovations that may be sustainable in terms of planning and implementing similar projects in the future;
- Assessing whether the project was optimally implemented with regard to the effective use of available resources;
- Assessing levels of coordination between funding partners, local partners and target groups and other stakeholders involved.

Methodology

The methodology for the evaluation was mainly qualitative. Both secondary and primary data were collected, with primary data collected using Focus Group Discussions (FGD), individual interviews and small group interviews. Some of the interviews were done by phone.





An inception meeting with NCA was held in Islamabad on 16 October, 2017. Fieldwork took place between November 14 and 21, 2017. Second round of data collection took place between February 16 and 18 2018, to fill some of the data gaps. Data was analyzed using content analysis and inductive analysis methods. OECD/Development Assistance Committee criteria for evaluation of humanitarian interventions were used for analysis and organizing the findings.

The evaluation was conducted by a team consisting of two senior consultants (one male and female), including a senior evaluation specialist and evaluations specialist with expertise in assessments of Gender Based Violence (GBV) project. They were assisted in the field by three female and two male field researchers.

Key Findings

- The project was highly relevant to the needs of community members (men, women, girls and boys). The interventions were relevant and timely because the project focused on early marriages, forced marriages (including those resulting from forced conversions), domestic violence and the denial of women's right to inheritance.
- The project design, with a multi-pronged approach, including awareness raising and sensitization of communities and duty bearers, linkage building and referral mechanism and advocacy, was highly relevant, although structural issues underlying the patriarchal culture responsible for VAWG were not addressed.. These issues pertain to the socio-economic factors that contribute to violence against women and girls e.g. poverty, illiteracy, unequal distribution of wealth. They may also include unequal access to determinants of health (housing, good quality health care, unemployment, education) which creates conditions where interpersonal violence can occur and shape gendered forms of violence that place women in vulnerable positions.
- The project significantly contributed to providing enhanced access to services for survivors of VAWG. It has done so in three important ways: 1) by sensitizing communities about domestic violence, forced marriages and early marriage by creating a demand for these services; 2) by sensitizing service providers and making them more responsive to VAWG survivors; 3) by providing information about referral pathways so that survivors (demand for services) could be connected with the services providers (suppliers of services).
- The project has provided services to 671 survivors, of which 225 (33.77 percent) were in Sindh and 446 (66.47 percent) were in Mansehra. The single biggest



category of survivors was victims of domestic violence, with 29.41 percent, followed by 'other family matters' with 26.71 percent, and forced marriages with 19.87 percent. Of 446 GBV cases identified in Mansehra, 230 (52 percent) cases were resolved, 42 (9%) were referred to referral partners, and 174 (39 percent) were still outstanding when the project came to an end¹. Of the 230 resolved cases, 143 (62.17 percent) were resolved through counseling, 87 (37.83 percent) were resolved through the legal process. Of the 225 cases identified in Sindh, 51 (23 percent) were resolved directly by the project team and 174 (77 percent) were referred to other referral partners, including the Police Department, Revenue Department and Women Complaint Cell.

- Feedback from survivors, recorded by the project implementers, show that 168 (30.66 percent) survivors were satisfied with the services they received. In Sindh 45 survivors (42.85 percent) and in Mansehra 123 (27.57 percent) survivors showed satisfaction with the services. Of the 19 survivors interviewed for the evaluation, 18 survivors (94.36 percent) expressed satisfactions with the services they had received.
- The project successfully developed referral pathways and disseminated information to community members in the form of brochures to all the community groups in 150 target villages. According to some key informants, although the purpose of developing referral pathways was to facilitate reporting of cases related to VAWG, the information has helped communities to understand that as the rights holders, it is their right to demand services of government agencies.
- The project successfully engaged with a number of duty bearers including revenue officers, police, Nikkah Khwan and Marriage Registrars to sensitize them about pro-women laws and make their services more women friendly. It also engaged with other stakeholders who could contribute to build community awareness about VAWG. They included religious leaders, LHWs and journalist in their own way promoted the key messages of the project.
- Through a range of advocacy activities, including one-to-one meetings with key stakeholders, small group meetings, large seminars and stories in the print media, the project advocated for implementation of pro-women legislation and creating structures which help fight against GBV. In Sindh, possible advocacy success (in partnership with a range of civil society actors) eluded the project as the Sindh government failed to sign the Minorities Protection Bill passed by the Sindh Assembly

¹ According to NCA, these cases were taken up by another project on "Gender Responsive Policing" with the financial support of Norad funds.



into law. In KP, KK focused on district level advocacy and won an important advocacy success by establishing Women Complaint Cell.

- The project successfully established community groups for men and women in all the 150 target villages. The FGDs held with male community members displayed awareness and commitment to eradicating VAWG. These characteristics were more noticeable in Mansehra than those in Benazirabad. The members met monthly or on a needs basis and were well aware of issues women confront, including those specific to this project. They were motivated to address these issues and were aware of the necessary legal complaint process. Collectively group members were able to explain the health and psychological risks associated with early marriage and forced marriage.

Efficiency

- Overall the project had an efficient management structure. The strong presence of the co-applicants and local partners in the project areas allowed the co-applicants to build on existing linkages and to complete project activities efficiently.
- After some initial delays, the project picked up pace and completed its activities on time and exceeded the revised targets. In terms of inputs, budget allocated for legal aid was not quite sufficient to meet the demand for free legal aid. As a result, a number of cases were still “under process” when the project came to an end.
- Although overall monitoring and documentation of project activities were found to be satisfactory, whereas lack of a monitoring framework, tools and dedicated personnel for monitoring were major weaknesses. These weaknesses were more associated with design phase because personnel for monitoring were not budgeted.

Impact

- For issues like VAWG that are rooted in the culture and customs of a patriarchal society, a three-year project on its own can only begin to affect attitudes and practices. The project does not address the underlying structural VAWG issues that exist both at the broad societal level and the household level. These issues pertain to the socio-economic factors that contribute to violence against women and girls e.g. poverty, illiteracy, unequal distribution of wealth. They may also include unequal access to determinants of health (housing, good quality health care, unemployment, education) which creates conditions where interpersonal violence can occur and shape gendered forms of violence that place women in vulnerable positions.
- Key impacts of the project are making the duty bearers more approachable by developing awareness of rights and duties among community members as well as duty bearers, developing deeper understanding of what constitutes VAWG. The





project has also developed significant amounts of social capital in each district by creating a network of key stakeholders committed to end VAWG.

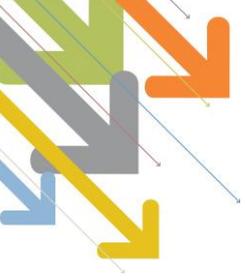
Sustainability

- After the closure of EU-supported project activities, NCA designed and implemented a similar action from July-December 2017 in the target districts to ensure that services provided by the partners are taken over by the government. However, there was no clear sign of government taking over services provided by the project. Determining how the project will be sustained is a big challenge for NCA and the co-applicants because it will require more resources to support the survivors of violence.
- Community Groups as specific forms of community institutions are less likely to be sustainable for their existence was dependent on the project activities. For example, the Community Groups only met when the project team visited them.
- However, attitudes and awareness created by the project can sustain beyond the project period, at least among more active members of the group. Communities consulted were of the view that the awareness created is sustainable as what they have learned through this project cannot be erased and said they will continue informing others.

Recommendations

- There are 59 UCs in Mansehra and the communities expect that the project will be expanded beyond the 5 UCs for greater impact. Also in view of caseload shifting to Mansehra the facilities and interventions can be extended to other districts.
- The project/model should be expanded the beyond existing UCs in the target districts.
- NCA and its partners should try to mainstream the project in the government system by transferring ownership of the model to the most relevant government agencies: these could be the Women Protection Centers (in Sindh) and Social Welfare Department in Mansehra. The district Watch Group established by the project in KP is also being mainstreamed by registering it as a legal entity.
- The current model of community engagement is premised on transfer of knowledge from “expert” organizations to communities with traditional belief systems. The community groups should be given opportunities by way of small grants to implement small community-based projects that counter VAWG. Each group (male, female, young men and young women) should be given separate grants so that they can implement separate or joint projects.
- In the same vein, community groups of each type (male, female and youth) should be





networked together at UC, Tehsil and District level. This can give communities stronger voice vis-à-vis other stakeholders including the project.

- After the 18th Constitutional Amendment, policy and legislation related to women empowerment, education, and health are provincial subjects. To influence policy change the project in future should establish its advocacy strategy on VAWG and plan clear linkages with decision makers, legislators and other like-minded civil society organizations at the provincial level. It will be useful to include specific objectives on building political will through upstream interventions.
- The project can demonstrate its successes, learning and good practices at the national level and the implementing partner can be a part of the gender network of civil society organizations including organizations doing work on gender justice to learn from experiences and see the possibility of a fit-in that can have a significant impact on policy making. Organizations like Aurat Foundation are already working on identifying lacunas in the domestic violence bill.
- A project of this significance not having an effective M&E system can have a huge opportunity cost. A robust M&E system could have improved the performance and also offered many lessons for future programming. In case the project is replicated, technical and Human resources support for implementing partner in M&E will critical. In fact, the system should even go beyond traditional M&E to include strong research components to generate evidence that can inform future programmes and policies.





1. Introduction

This report presents the final evaluation of the project titled “An innovative model for strengthening community based measures to curb violence against women and girls (VAWG) in Mansehra, Shaheed Benazirabad (formerly Nawabshah) and Mirpurkhas districts, Pakistan”. The project was implemented from 01 December 2014 to 30 November 2017. The total budget of the project was €509,091, with a contribution of €280,000 (55 percent) the from European Union.

The project was implemented by NCA in partnership with two co-applicants for the grant, Khwendo Kor (KK) in district Mansehra (KP) and South Asia Partnership Pakistan (SAP-PK) in districts Nawabshah (now named Benazirabad) and Mirpurkhas (Sindh). The project was implemented in 15 Union Councils (UCs) and 150 villages, five UCs and 50 villages per district.

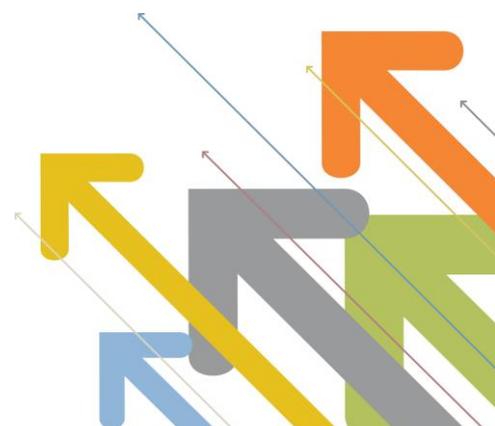
1.1 Geographic Context

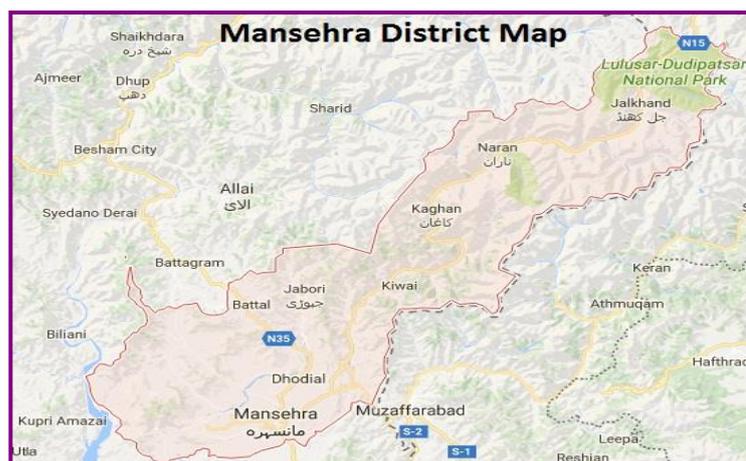
All the three districts selected for the project were affected by disasters in the past (Mansehra by the 8th October 2005 earthquake and Benazirabad and Mirpurkhas by the floods of 2010). These districts have high level of poverty and illiteracy.

District Mansehra is located in the Khyber Pakhtunkhwa (KP) province of Pakistan. It is situated on the eastern border of the KP province, four hours away from Peshawar and three hours away from Islamabad. The district is located at 34° - 12' and 35° - 50' and 47° - 07' longitude. This district is comprised of three Tehsils i.e. Balakot, Mansehra and Oghi, which are divided into 59 Union Councils. The main languages of the district are Chhachi/Hindko, and Gojri. Other languages include Pahari, Potohari, Majhi and Pashto².

Figure 1: Map of District Mansehra

² <http://kpktribune.com/index.php/en/mansehra>





District Mirpurkhas lies between 68° 59' 3" to 69° 16' 53" east longitudes and 24° 48' 33" to 25° 48' 7" north latitude. This district borders district Umerkot in the east, district Sanghar in the North, district Tando Allahyar in the west, district Badin in the south-west and district Tharparkar & Badin in the South. This district consists of six talukas (Tehsils), i.e., Mirpurkhas, Sindhri, Digri, Hussain Bux Mari, Kot Ghulam Muhammad and Jhuddo. The district is comprised of 41 UCs and 416 mouzas (revenue villages): 398 rural, three urban and 15 partly urban. Most of the residents speak Sindhi (62.5 percent) and 25.9% speak Urdu. A sizable percentage of the (10.1 percent) residents speak Punjabi. In this district, 80.37 percent of the population is Muslim, followed by 17.7 percent Hindus and a small minority of Christians³.

Shaheed Benazirabad⁴ district lies on 67° 52" to 68° 27" 2' east longitudes to 25° 59" to 26° 38" 5' north latitudes. The district is bounded by district Khairpur and Sanghar on the east, district Jamshoro on the west, district

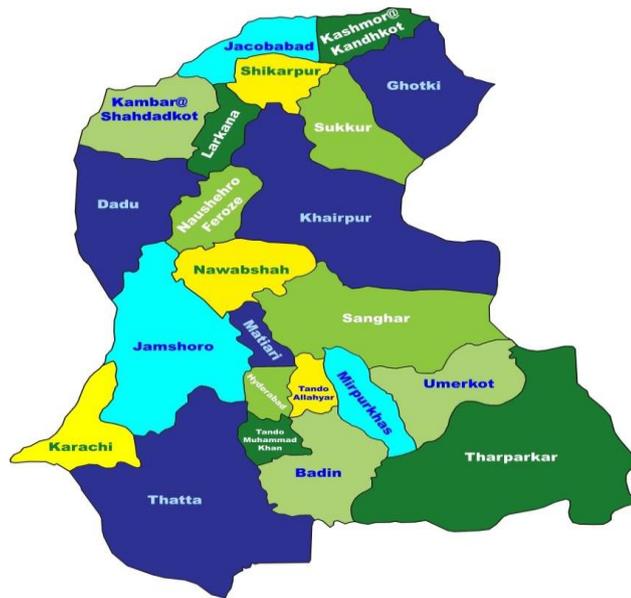
Khairpur and Naushehro Feroze on the north and district Matiari on the south. This district is located in the center of the Sindh province of Pakistan, so is usually known as the heart of Sindh. District Shaheed Benazirabad has its district headquarters in Nawabshah city. This district consists of four talukas named Nawabshah, Sakrand, Kazi Ahmad and Daur. There are 51 union councils and 321 mouzas (revenue village). Out of the total mouzas, 291 are rural mouzas, 10 are urban, 14 are partly urban, 4 are forests and two mouzas are un-populated⁵.

Figure 2: Map of Sindh Showing Target Districts

³ <https://reliefweb.int/sites/reliefweb.int/files/resources/PESA-District-Mirpurkhas-Sindh.pdf>

⁴ Shaheed Benazirabad district was previously known as Nawabshah district

⁵ <https://reliefweb.int/sites/reliefweb.int/files/resources/PESA-DP-Shaheed%20Benazirabad.pdf>



1.2 Objectives of the Evaluation

The **objective** of the evaluation was to:

Evaluate the project's design and implementation of innovative methods, and overall progress with an emphasis on results, and achievements, focusing on:



- Providing all parties involved in the project with an understanding of achievements, challenges and successes;
- Assessing, to the extent possible, whether the project has had any positive or negative impact for the targeted communities, intended or unintended changes on policy levels in public and private sectors and in communities;
- Assessing learning from this project to capture opportunities and innovations that may be sustainable in terms of planning and implementing similar projects in the future;
- Assessing whether the project was optimally implemented with regard to the effective use of available resources;
- Assessing levels of coordination between funding partners, local partners and target groups and other stakeholders involved.





2. Methodology

The approach to the evaluation was participatory and consultative with a focus on gender and human rights in culturally sensitive contexts.

Based on the terms of reference (Annex 1) the evaluation team, in consultation with the NCA team developed a set of key evaluation questions and sub questions to guide data collection, data analysis and report writing. These questions covered the key evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. The tools were qualitative in nature, i.e., Key Informant Interviews, individual interviews and focus group discussions. Methods of data collection included: document review; key informant interviews (KIIs), individual interviews and focus group discussions (FGDs).

The evaluation was initiated with an inception meeting of the senior consultants with NCA programme staff. Background documents for the initial desk review were provided. The documents included project proposal, Logical Framework, interim narrative reports, a monitoring report prepared by EU and a mid-term evaluation report prepared by NCA.

Before departing for the field, in consultation with project teams in Sindh and KP the consultants developed field visit plans. In KP villages for field visits were selected using a random sampling method. In Sindh, Random sampling method could not be applied because the list of villages was provided after the planning for the field visit had taken place. Instead, villages were selected in consultation with SAPPK and local implementing partner, SSSF, keeping in view access and the availability of time for fieldwork.

The consultants began the fieldwork on 14th November 2017. Field activities were conducted in Mansehra (KP) and Mirpurkhas (Sindh) simultaneously. Before departing for field visits, the consultants held a meeting with Mrs. Sobia Irum, programme manager at the Khwendo Kor office in Mansehra, where she gave a detailed orientation about the project to the consultants. The consultants also held a detailed meeting with Project Manager of SAPPK in Islamabad. While in the field, the consultants held FGDs with community members, including adult male and female community members and young male and female community members. Interviews with GBV survivors were also held by women team members, after seeking permission through relevant staff members representing co-applicants.

The consultants also met, in all three districts, with key stakeholders, including public office bearers, religious leaders, community leaders, journalists, lawyers, social activists and LHWs. In Mansehra the consultants held meetings with representatives of the Social Welfare Department, the Dar-ul-aman and the Women Complaint Cell. Interviews were also held with project staff in Mirpurkhas and KP districts. An interview with SAP-PK project coordinator was held in Islamabad. Keeping in view cultural sensitivities, women community members were interviewed by female consultants only.

Methods employed for data collection included desk review, individual interviews with stakeholders, focus group discussions with community members and group interviews.

As shown in Table 1.1, 80 individual interviews (in person and telephonic) were held with 16 public office bearers, 18 religious leaders, 19 GBV survivors, 17 community leaders, 10 LHWs and 3 project staff. (More details of individual interviews can be seen in annex I-C)

Table 2-1: List of Individual Interviews by Category of Respondents and Districts

Respondents	Mirpurkhas	Mansehra	Benazirabad	Total
Public office bearers	3	9	4	16
Survivors of Violence	5	8	5	18
Religious leaders/ Nikah Khwan/ Registrar/ Pundit	5	8	5	18
Journalists/ Lawyers/ Social/ Youth activists	5	8	4	17
Women protection/ Complaint centre staff	1	2	0	3
Community organization/ Facility centres	0	3	0	3
Dar-ul-aman	0	1	0	1
Project staff	1	1	1	3
Lady Heath Workers (LHWs)	3	6	1	10
	23	46	20	89

Focus group discussions were held separately with adult male and female community members, young community members (male), young community members (female) and project staff. Women community members were interviewed by the women consultants and field researcher. Table 2 shows the number of FGDs conducted by the consultants in three districts.

Table 2-2: FGDs Conducted by Type of Respondents and Districts

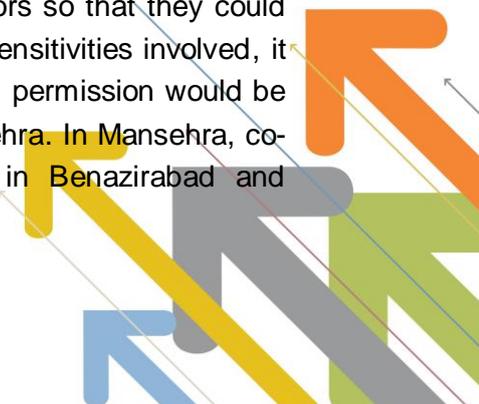
Participants	Mirpurkhas	Benazirabad	Mansehra	Total	Participants
Adult Community Members (Male)	1	1	1	5	34
Young Community Members (Male)	1	1	1	3	18
Adult Community Members (Female)	2	2	1	5	38
Young Community Members (Female)	1	1	1	3	23
Youth Masculinity Training participants	1	1	1	2	22
Total	6	5	6	17	135



In total 135 community members took part in the FGDs. Of the 135, 74 were male (54.82 percent) and 61 female (45.18 percent) community members. Out of 74 male community members included 34 were adult community members and 40 were youth. Of the 61 female community members, 38 were adult and 23 were young female community members.

Data was analyzed using content analysis and inductive analysis methods. OECD/Development Assistance Committee criteria for evaluation of humanitarian interventions were used for analysis and organizing the findings. Triangulation of findings was undertaken by the evaluation team across data collection methods (document review, KII, FGD and observation) wherever possible to corroborate and increase the quality and credibility of the evaluation findings and conclusions.

2.1 Limitations of the Evaluation

- Detailed lists of villages and stakeholders were requested at the beginning of the evaluation to draw, where possible, random samples, to make the methodology more robust. The lists for Sindh (by SAPPK) were not provided until late in the evaluation process. Therefore, villages in Sindh were selected on a convenience basis whereas the villages in Mansehra were randomly selected.
 - The evaluation team had proposed to conduct a number of FGDs or small group interviews with different stakeholders, including male and female community members, male and female youth groups (including youth activists), religious leaders, Nikkah Khwans, police officers, revenue officers, lawyers and District Watch Group Members (DWG). But in most cases only individual interviews could be organized in the field, sometimes requiring the consultants to hold two different interviews with the same stakeholders on same topics. However, this limitation was overcome by holding telephonic interviews with randomly selected individuals (some phone numbers were off) and conducting a second round of field visits to the districts in Sindh.
 - The online database of survivors developed by the SAPPK was not accessible online. Since NCA was also not able to access the database online, they had advised the consultants to review it off-line. However, a request to see the online database could not be entertained due to absence of database manager on the designated day.. At a much later stage during the report writing, a password and link to the database were provided, which allowed the consultant to view the database. However, the database did not include updated information.
 - The consultants had proposed a strategy to meet with a random sample of willing VAWG survivors. They had requested the full list of survivors so that they could select a random sample to interview. Keeping in view the sensitivities involved, it was proposed that before contacting the survivors directly, permission would be sought and obtained by SAPPK (in Sindh) and KK in Mansehra. In Mansehra, co-applicants arranged meetings with eight survivors, but in Benazirabad and
- 



Mirpurkhas, despite several requests, during the initial field visit, only one interview was arranged with a survivor. This limitation was overcome by arranging a follow-up visit to Sindh during which interviews were held with nine survivors, five in Benazirabad and four in Mirpurkhas.

3. Findings

3.1 Relevance

The project was highly relevant to the needs of community members (men, women, girls and boys) and a range of duty bearers the project worked with, including local and district government officials, religious leaders, journalists and civil society actors. Men and women community members and other stakeholders confirmed that the interventions were relevant and timely because the aspects of VAWG on which the project focused, i.e., early marriages, forced marriages, domestic violence and denial of women's right to inheritance to women are prevalent. According to a report prepared by the Aurat Foundation in 2014, the most common violence in Pakistan is domestic violence and it is estimated that around 70 to 80 percent of women suffer domestic violence at least once in their lives. According to a more recent study, every second woman in Pakistan suffers from some form of domestic violence, with detrimental implications for her physical and mental well-being⁶. Similarly, the incidence of child marriage is very high in Pakistan: it is also exacerbated by the socio-economic effects of disasters and large-scale displacement. According to UNICEF's State of the World's Children 2016, three percent of girls in Pakistan are married before they turn 15 and 21 percent before the age of 18. A WHO report found that the practice of children marriage is most prevalent in rural areas of Pakistan⁷. In terms of rights to inheritance, Pakistan has been ranked 93rd out of 115 in property rights protection and 86th in gender equality in the International Property Rights Index (IPRI) 2008. This despite the fact that 98 percent of the population is Muslim and Islam gives rights of inheritance to all inheritors, male and female. It is estimated that only three percent of women in Pakistan receive inheritance⁸. Some women in feudal families are not allowed to get married, so to avoid the division of property. Marriage to the Holy Quran or Vanni (women given in penance of the crime committed by her male relative) and Karo Kari are some of the practices used to avoid the division of inheritance. Exchange marriage (watta satta) is another tool used to keep women away from property⁹.

⁶ The study was reported in the Daily Dawn on 6th November 2016. <https://www.dawn.com/news/1294475>, Retrieved on 16th April 2018

⁷ <https://pakobserver.net/girl-child-marriage-in-pakistan/>

⁸ National Commission on Status of Women in its report published in 2006

⁹ <https://awazcds.org.pk/Downloads/rstudies/Inheritance%20Rights.pdf>





The project addressed the 5th Sustainable Development Goal (SDG) related to gender equality and the 20 year Programme of Action (PoA) agreed in 1994 at the International Conference on Population and Development (ICPD), which recognized women's empowerment and gender equality as one of the cornerstones of population and development programmes¹⁰. This project is also aligned with various national development policies, strategies and plans for women.

In line with the international human rights instruments, the project attempted to counter deeply rooted gender-based discrimination resulting from patriarchal attitudes and social norms and also advocated for the creation and enforcement of legal frameworks. The project tried to counter patriarchal attitudes and gender-based discrimination by sensitizing communities and duty bearers. For enforcement of the law, in Sindh, the project focused on implementation of 1) The Child Marriage Restraint Act 2013 and 2) the Domestic Violence Act (2013) and the Muslim Law of Inheritance. It also advocated for a Hindu Marriage Bill and passage of the Protection of Minorities Bill. The project is also in line with international instruments for human rights e.g. the Universal Declaration of Human Rights, which prohibits all forms of discrimination based on sex and ensures the right to life, liberty and security of persons. However in KP the project strategy did not fit into the national and more importantly the provincial discourse on policy and legislation focused on women. The KP government has a women empowerment framework and has drafted a women empowerment policy. The law on child marriage prevention has been pending for far too long in the province. However, keeping in view the political realities on the ground (i.e. ruling coalition of Jamat-e-Islami and Pakistan Tehreek-e-Insaf's conservative stance on social issues) KK took a conscious decision not to focus child marriage, because it as understood by KK that ruling coalition would not prioritize this issue. Therefore, KK found it more pragmatic to focus on advocacy with district authorities.

The project design with a multi-pronged approach, including awareness raising and sensitization of communities and duty bearers, linkage building and referral mechanism and advocacy was highly relevant, although structural issues underlying the patriarchal culture responsible for VAWG were not addressed by the project. The co-applicants developed very useful and strong linkages with the communities and successfully involved religious leaders, community elders, representatives of district government and Local Government Agencies (GLAs), journalists and community activists and used their knowledge and guidance to intervene in a sensitive manner. The project developed a referral mechanism so that communities with the help of duty bearers could effectively counter VAGW. The local partners has developed very useful and strong linkages with the communities and district level government departments for the

¹⁰ http://www.unfpa.org/sites/default/files/pub-pdf/programme_of_action_Web%20ENGLISH.pdf





purpose of eradicating VAWG. The local communities were seen as leading the project activities through their groups, particularly the male organizations.

3.2 Effectiveness

The project was notably successful in contributing to enhancing social and collective action in local communities in detecting, preventing and responding to VAWG.

SO1: Survivors of VAWG, specifically domestic violence (DV) and forced marriage have enhanced access to justice and safety, through response services, referrals and adherence to applicable laws

The project significantly contributed to providing enhanced access to services for survivors of VAWG. It has done so in three important ways: 1) by sensitizing communities about domestic violence, forced marriages and early marriage by creating a demand for these services; 2) by sensitizing services providers and making them more responsive to VAWG services; 3) providing information about referral pathways so that survivors (demand for services) could be connected with the services providers (suppliers of services).

To sensitize communities the project held regular sensitization sessions in the communities, trained religious leaders who gave sermons in mosques, and trained LHVs to disseminate messages regarding risks of early age marriage and forced marriage. The project also held training sessions for services providers such police, revenue department, Nikkah registrars and Nikkah Khwans to sensitize them about women's rights in these matters. The project developed referral pathways and shared the information with community groups in the target communities. This availability of information was confirmed by the community groups that the consultants met for the purpose of the evaluation. Although they did not always have the information in a form, they had written contact numbers of services providers. This was confirmed in village Shah Muhammed Zardari (Sindh), for example.

The project has provided services to 671 survivors, of which 225 (33.77 percent) were in Sindh and 446 (66.47 percent) were in Mansehra. The single biggest category of survivors was victims of domestic violence, with 29.41 percent, followed by 'other family matters' with 26.71 percent, and forced marriages with 19.87 percent. Of 446 GBV cases identified in Mansehra, 230 (52 percent) cases were resolved, 42 (9%) were referred to referral partners, and 174 (39 percent) were still outstanding when the project came to an end. Of the 230 resolved cases, 143 (62.17 percent) were resolved through counseling, 87 (37.83 percent) were resolved through the legal process. Of the 225 cases identified in Sindh, 51 (23 percent) were resolved directly by the project team and 174 (77 percent) were referred to other referral partners, including the Police Department, Revenue Department and Women Complaint Cell.

The figure below shows the number and percentage of GBV cases addressed by the





project. It shows that the single largest category was domestic violence cases (29 percent of the total), followed by cases categorized as family matters¹¹ with 27 percent. The family matters fall under the ambit of Muslim Family Law Ordinance 1961 – which deals with a range of issues, from marriage, divorce, guardianship, polygamy, maintenance, kidnapping, dower, etc. Cases seeking dissolution of marriage and forced marriage combined were 20 percent, and cases of inheritance were 19 percent. Cases of sexual abuse were 1 percent and other cases were 4 percent.

¹¹ Family matters is not explained in the documents. This information if provided can be included here

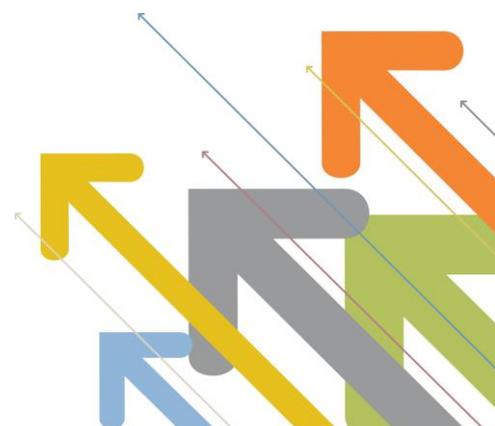
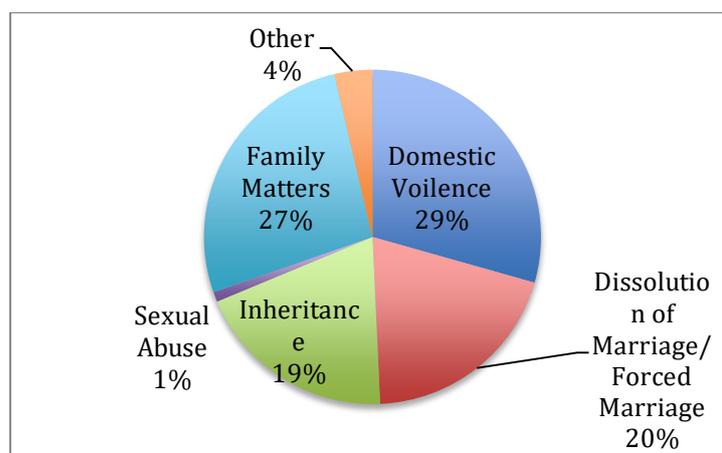


Figure 3: Types of GBV Cases Addressed by the Project



Feedback from survivors, recorded by the project implementers, show that 168 (30.66 percent) survivors were satisfied with the services they received. In Sindh 45 survivors (20 percent of 225) and KP 123 (27.57 percent) survivors showed satisfaction with the services.

Box 1: Interviews with Survivors

In all, 19 survivors were interviewed for the evaluation. Of the 19 survivors, eight were from KP and 11 were from Sindh (six from Mirpurkhas and five from Benazirabad). The 19 survivors included 9 cases of domestic violence, four early marriages, three inheritance, two forced marriages, and one *vatta satta* (exchange marriage).

Of the eight survivors interviewed in Mansehra, seven were cases of domestic violence. In two cases, domestic violence resulted from forced marriages. KK provided legal assistance to the victims of domestic violence. Of the eight cases, three cases were resolved, by survivors successfully securing dissolution of marriage. Five cases were still under process when data was being collected for the evaluation. All eight survivors appreciated the support they received from KK.

Of the six survivors interviewed in Mirpurkhas, five reported that their cases were resolved with the assistance of the project. One case was still outstanding. Of the six cases from Mirpurkhas, three were cases of early marriages, two cases of inheritance, and one domestic violence. Of the three cases of early marriages, in two cases the girls in question, after attending the awareness raising sessions organized by the project, convinced their parents to delay their marriage. In the third case, girl was engaged at a young age. Her in laws were demanding marriage, but parents of the girl, after learning about risks of early marriage and the law prohibiting early marriage, resisted the demands. When pressure increased parents sought help of community group the project had established in their village. The community group counseled her would be in laws. They explained risks, with strong emphasis on legal consequences they might face if the go ahead with the marriage, thus preventing the early marriage. Of the two cases related to inheritance, one women against the opposition from the community members was able to transfer deed land to her daughter's name. She said, she was always conscious about why she did not receive a share in her father's property and wanted to her to have a different experience.



Of the five survivors interviewed in Benazirabad two cases of forced marriages, one vatta satta, one early marriage, and one case of land grabbing. Cases related to early marriages were resolved, but case related to land grabbing was outstanding when the project came to a close. In two cases of forced marriages, parents of girls wanted to marry them with drug abusers/addicts. One of the girls also happened to like someone else. Increased awareness given by the project gave the girls confidence to talk to their parents and convinced them change their decision. Now both are happily married. Similarly, a girl who was engaged with a cousin when she was born convinced her parents to delay her marriage. A Vatta Satta wedding was also prevented because of increased awareness. In one case brother in law of a survivor had fraudulently transferred the deed of a piece of land she had purchased with the money she had earned and a loan from her brother. She registered a case against him. The case is still pending . Although her husband divorced her for registering a case against her brother, she says she has learnt to fight for her rights

In the absence of a representative survey, these numbers could not be verified, but the evaluation team was able to interview 19 survivors (eight in Mansehra and 11 in Sindh). Of the 19 survivors, 18 survivors (94.36 percent) expressed satisfactions with the services they had received. Survivors interviewed for the evaluation, Prima facie one of the co-applicants, SAPPK, has been more effective in organizing data of survivors as it has developed an online database. However the online database suffered from technical problems, making it really challenging to access the data. As a result, the NCA team and the consultant for Result Oriented Monitoring (ROM) were unable to access the database. KK's survivor data is kept in individual paper files. Some details are entered into an Excel sheet. It was explained to the evaluation team by the KK project staff that the project did not have a budget for an M&E position, so it was not possible to properly organize the data. However, SAPPK and KK being to co-applicants could have shared the database. By joining forces they could have also improved the quality of the database.

One survivor in Sindh, who had lodged a complaint against her brothers because they were not giving her the share in the family inheritance, was not happy with the services. She complained that the lawyer she was assigned to was noncooperative and rude. However, a project team member countered by saying that the client was not happy because she was too demanding and wanted her issue to be resolved immediately.

SO1.2 Number of forced marriages (including of non-Muslims, after forced conversion) prevented or dissolved (in court or through community level structures) by co-applicants

Target: 300 cases by end of project (50% of expected 600 forced marriage cases)

Preventing forced marriages (including those of non-Muslims after forced conversion)





was one of the significant indicators of the project. According to a 2014 report by the Movement for Solidarity and Peace in Pakistan, an estimated one thousand young women belonging to minority communities (700 Christians and 300 Hindus) are forced to convert and marry Muslim men in Pakistan¹². It is also believed that the number of actual cases of forced conversion is higher than those reported. A Hindu activist in Mirpurkhas who was interviewed for the evaluation reported five cases of forced conversion of Hindu girls. She was of the opinion that unless Minorities Protection Bill 2015 which makes forced conversion and offence becomes a law, the practice of abducting and forcibly converting Hindu girls would not change.

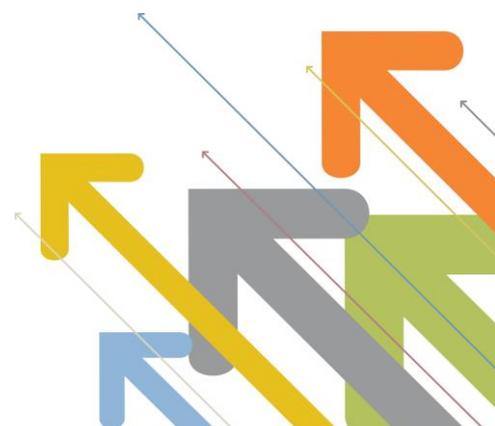
Co-applicants addressed 125 cases of forced marriage and dissolution of marriage. In Benazirabad and Mirpurkhas, according to project records, the police received 497 complaints related to early/forced marriage, domestic violence and family matters in 2017, of which 38 (7.65 percent) were resolved. The detailed breakup of these cases is not provided, nor it is mentioned how these were reported to the police and who reported these. It is also not clear from the records how many of these cases were from the target villages of the project, for the project worked in relatively smaller number of villages. The project record does claim that it is the result of increased sensitization about Children Marriage Restraint Act 2013 (CMRA 2013)¹³. It can be hoped that at least part of these cases were the result of collective action, but it is not possible to establish this. But the number of cases reported to police does indicate increase in awareness among communities. Since there are not pre-project numbers a comparison is also not possible with pre-project situation. In charge of Women Protection Cell in Benazirabad also reported resolving cases of forced marriage, but documentary evidence was not readily available to show. It was also mentioned in the first year's progress report that that In Charge of Women Protection Center had resolved four cases, though attribution was not clear.

Mapping of Referral Pathways

Although the purpose of developing referral pathways was to facilitate reporting of cases related to VAWG, the information has helped communities to understand that as the rights holders, it is their right to demand services of government agencies. Community groups met during the evaluation confirmed receiving information about referral pathways, although not all community groups were able to show the evaluation team the brochures they had been given. In the villages of Shah Muhammed Zardari and Benazirabad both women and men had noted the names of duty bearers (or

¹² <https://www.dawn.com/news/1098452>

¹³ Project Progress report





service providers) in a register; in village Valo Patal (UC Mir Ghulam Hassan) in Mirpurkhas the contact numbers of key stakeholders were written on a paper and pasted on the wall of a community center (established under another project funded by Tearfund). In Mansehra information of referral pathways were available in the Community Facilitation Centers (CFCs), established to support community groups, under a project funded by Norad. The project expected that literacy challenges would be overcome by community group leaders helping others to understand written material. There was evidence in all three districts of group leaders helping others to understand the key messages promoted by the project.

Based on the fact that all the community groups were provided with the contact numbers of key services providers to contact when the need arises, it is claimed by the project that 10,300 Muslim and non-Muslim women and girls have been facilitated. Co-applicants, services providers and community members (in Mansehra) met during the evaluation indicated that community members make use of the information provided to them to contact service providers. However, it is not possible to determine the extent to which this information is being used. The claim that more than 10,300 women and girls have been facilitated is based on the assumption that, since referral pathways have been provided to community groups, they could potentially use it whenever the need is felt. This assumption is rather simplistic and appears to underestimate the various challenges. Availability of information does not always mean that that information will or can be used by community members. The use of information could be influenced by cultural, social, personal and psychological factors. Moreover, it also assumes that services providers will always be responsive.

Enhanced Capacity of Partners to Handle VAWG Cases

The co-applicants confirmed that participation in the project has enhanced their capacity to apply a survivor centred approach and case management skills. Although the target was to train 10 key personnel (5 for each co-applicant), the project trained 56 staff members and volunteers, 36 for SAPPK and 20 for KK. The training, conducted by a premier capacity building organization, Rozan, covered topics of **consent in marriage, women's rights to inheritance, violence against women and girls, gender, and the dynamics of discrimination**. In addition, pro-women legislation, the situation of violence against women and girls, ToRs for team members, and a methodology for feedback mechanisms were covered. NCA also conducted a training for SAPPK staff on Gender and Masculinities, Behavior Change Communication, Inter-agency Standing Committee (IASC) guidelines, Case Management and a Survivor-Centred Approach. Although the majority of staff trained under the project have since left the organizations, a small number of staff members met confirmed that the information from the training has enabled them to develop the skills necessary to deal with GBV cases. This however remained under explored area for the evaluation.





Advocacy Initiatives

Through a range of advocacy activities, including one-to-one meetings with key stakeholders, small group meetings, large seminars and stories in the print media, the project advocated for implementation of pro-women legislation and creating structures which help fight against GBV. In Sindh, SAP-PK focused its advocacy efforts on effective implementation of pro-women legislation i.e., the Child Marriage Restraint Act 2013 and the Hindu Marriage Bill. SAP-PK has played an important role in advocating the Protection of Minorities Bill, which interprets the act of forcibly converting a minor a punishable offence. Although the Bill was passed by the Sindh Assembly in November 2016, owing to pressure exerted by religious bodies, the government of Sindh decided to review the bill before it was signed by the Governor. As a result, the advocacy efforts of the project have not been translated into tangible outcomes owing to factors beyond the control of the project.

In KP, KK focused its advocacy efforts on (i) establishing Women's Complaint Cells at three police stations in response to petitions from community in the first year of the project (ii) implementation of The Prevention of Anti-Women Practices Act (2011) in its spirit, (iii) the demand to depute women staff in the Revenue Department and (iv) the demand to depute a Woman Facilitator in the office of the Nikah Registrar so that the right to consent by young girls and women is ensured. KK built its linkages with a progressive woman Senior Superintendent of Police (SSP) to sign an MOU with the Inspector General (IG) KP Police for the establishment of three women complaint centers at police stations in Khaki, Shankiari and the City police station. Each Woman's Complaint Center is staffed by two women constables. As a result, an increase in the number of complaints registered at the three police stations was reported. According to the women police officers, before the project they did not receive complaints from women because women did not feel safe to visit the police station, but now at Women Complaint Cell receives 25-30 complaints per month (documentary evidence was readily available to be shared). Dissemination of information about the Women Complaint Centers through radio messages may have contributed to number of complaints received by Women Complaint Cells, but this could not be verified in the field. Efforts to have a female officer deputed in the revenue department were also successful.

Engagement with Stakeholders

The project was very effective in engaging with key services providers, such as the police, Nikkah registrar/Khwans, revenue officers, the Social Welfare Department and the Women Protection Centers, which resulted in making services responsive to





demand. Engaging with other service providers including LHWs and religious leaders also contributed to strengthening demand side of the equation by sharing messages with the communities.

In all, 62 LHWs were trained, 24 in Mansehra and 38 in two districts of Sindh¹⁴. Including LHWs was quite innovative because they can reach out to women who do not participate in community group meetings and they can deliver on a more sustainable basis. Once they “own” the message they can continue to sensitize women beyond the project period. Their participation in the training and project activities has contributed to enhancing their knowledge about issues such as early marriages, consent to marriage and domestic violence, about which they were not well informed earlier. For example, they learnt that early marriages can have harmful physical and psychological effects, including the potential for miscarriage or death of mother or baby during birth. LHWs interviewed for the project evaluation confirmed that earlier, when they visited women they talked about birth spacing, but now they also raise other issues such as domestic violence, the dangers of early marriages, and forced marriages/consent to marriage. All the LHWs interviewed for the evaluation indicated that they now share messages related to GBV: a few may be more committed and may integrate this knowledge in their own daily lives. One such example is an LHW from Mirpurkhas who considers herself lucky to be able to inform women about their rights. She said that, even aside from her official LHW duties, whenever she visits her own village, she tries to share this information with women she meets. But the LHWs’ enthusiasm to share information with women is sometimes dampened by the challenges they face. One is that when they talk against deeply rooted practices such as early marriages and forced marriages, some community members think that they are corrupting women. Another challenge is that women become cautious and do not share information because they fear that they would pass on information to others. Two LHWs also identified the burden of additional responsibility as a challenge.

In terms of engagement with police, KK was particularly successful, leveraging its existing linkages with police and the reform-oriented environment promoted in KP police in recent years, to establish three ‘Women Complaint Cell’ in three UC-level police stations. This followed the signing of an MOU between the KP police and KK. KK deputed two women police officers in each center to facilitate VAWG survivors. Although establishment of Women Complaint Centers supported by a Norad-funded project, according to project staff of KK advocacy for establishment was Women Complaint Cells was done under the EU-funded project. The Shinkiari WCC was visited during the evaluation and it was found that the women police officers were trained by the project in VAWG, various legal provisions including women’s protection

¹⁴ District wise breakup was not available for Sindh





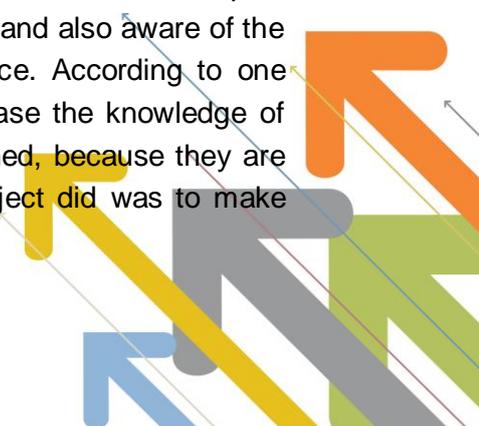
and sexual harassment laws and management of registered cases such as sending the complaints for further investigation. The case records are well maintained at these Centers. The women police officers informed the evaluation team that most of the cases are domestic violence but some involve forced marriages and inheritance. Women who could not talk to male police officers due to cultural constraints can now talk to the female officers, which inter alia makes it is easier for women to follow their cases.

In addition, the project successfully engaged with the police in the three target districts in Mansehra, on gender responsive policing. They were trained on women's rights and women-friendly laws with a specific focus on sensitizing the police in facilitating survivors of early marriages, forced marriages, domestic violence and inheritance cases. The evaluation team interviewed ten police officers in three districts, five in Sindh and five in Mansehra. During the interviews with police officers, it appeared that the training of police component was somewhat weak. Two police officer interviewed in person confirmed attending the training and reported that they are more sensitized as a result of the training, but of the three officers the evaluation team interviewed, two (one of the them an SSP) officers said that they had attended a training organized by KK, but they did not remember the messages shared in the training.

On the other hand all four officers from Sindh (one interviewed in person and three telephonically) said that they were sensitized about GBV issues as a result of the training. One of them confirmed sharing information with his colleagues in the police station and another police officer from Benazirabad said that he was sensitized about gender issues and demanded that a woman constable be included in the raid-team whenever they conduct a raid so that they deal with women. Another person said that as a result of what he learnt in the training he now handles women's complaints more sensitively than before. His demand has been met and now they have a woman Constable in the team. Police officers in Mansehra and Sindh indicated that compared to the past they are receiving more VAWG related complaints. He said they were also resolving VAWG issues, but was not sure what percentage of cases were resolved and what percentage remain outstanding or unresolved.

Land Revenue

The project was notably successful in achieving its objective of increased awareness of Patwaris (revenue officers) about pro-women legislation and VAWG, which provided a broader context in which to talk about deep-rooted cultural beliefs and practices that rationalize the denial of inheritance to women. Land revenue officers are quite knowledgeable about the Muslim Law of Inheritance of Pakistan, and also aware of the different ways in which women denied their share in inheritance. According to one Patwari the underlying assumption that the project would increase the knowledge of revenue officers about inheritance laws was somewhat far-fetched, because they are already quite knowledgeable about these issues. What the project did was to make





them more sensitive about women's rights, so that they can provide more opportunities to women to inherit property. Limited information about their right to property and family pressure to surrender their rights are the main reason for denying inheritance to women. To counter this issue they place an advertisement. In Sindh, revenue officers claimed they not only place an ad in the newspaper, whenever a case for distribution of inheritance is submitted, but also visit the respective village and make a public announcement about the claim, so that unidentified claimants, including women claimants, can be identified. According to a senior revenue officer in Sindh, although conducting training for officials of Revenue Department was a good initiative, the real contribution of the project is sensitizing communities about women's rights including their right to inheritance. He said that over the past year or so, the number of women who had claimed their share in family property has increased by roughly 20 percent. Revenue officers in Mansehra also reported an increase in claims, as did some of the police officers, but no documentary evidence was provided by NCA and co-applicants.

Religious Leaders

Engaging religious leaders was a very effective strategy. The project provided an opportunity to SAPPK and KK to engage with religious leaders with whom they have been working in the past and to engage new religious leaders. In the entire, project trained 106 religious leaders (76 in Mansehra and 30 in Sindh) (Breakup for Mirpurkhas and Benazirabad was not available).

The six religious leaders interviewed by the evaluation team confirmed that they had delivered Friday sermons on early marriages, consent to marriage, and inheritance. According to project records, the religious leaders delivered a total of 10970 sermons (5670 in Mansehra and 4400 in Sindh). When asked how they reconciled the project's messages regarding early marriage with the generally held belief that according to Islam a girl should be married as soon as she reaches the age of puberty, imam of a mosque who also runs a religious seminary in Mirpurkhas, who was an active participant in the project, said he explains that back in the Prophet's (PBUH) time girls were sturdy and strong because they ate pure and organic food. He explained that because of deterioration in nutrition habits girls are physically weaker and less resilient today and they cannot bear children without being negatively affected health wise.

Some religious leaders also confirmed that they had participated in various advocacy events organized by the project. One religious leader from Mansehra said he also participated in radio programmes organized by KK. As part of the project activities organized by SAP-PK, the head of the religious ceremony in Mirpurkhas also went to a local Hindu temple to address a gathering and allowed a Hindu women activist to speak to a gathering of Muslims at his mosque. This was confirmed by Hindu social activist and a project staff member of SAPPK.





Nikkah Khwan and Marriage Registrars

In all six Nikkah Khwans and six Marriage Registrars were interviewed for the evaluation. Of these five Nikkah Khwans and six marriage registrars confirmed attending the training and said they learnt about the risks and the legal implications of early marriages and forced marriages. They also learnt about the health, psychological and social risks for early marriages. They confirmed that as a result of the training they now fill the Nikkah forms properly. One of the Nikkah Khwans said that participating in the project has helped him to refresh his knowledge. As a result of increased sensitization about early and forced marriages, some Nikkah Khwans have refused to solemnize early marriages and forced marriages. Three Nikkah Khwans in Mansehra (one of them also served as a Registrar) confirmed that among them they have refused to solemnize six marriages, of which three were early marriages and three were forced marriages.

One the challenge identified by Nikkah Khwans in Mansehra is that they cannot personally confirm the bride's consent to marriage because they said it is culturally unacceptable for them to see the bride. As a result, they have to rely on a wakeel (a designated counsellor for the bride, typically male member of the family). This also means that it is not possible for Nikkah Khwans to determine a reasonable estimate of a girl's age by looking at her, in cases where CNICs are not available. Therefore, KK is advocating for including a woman in the Nikkah team.

Journalists

All the 7 journalists (4 in Mansehra and 3 in Sindh) interviewed for the evaluation confirmed attending sensitization sessions organized by the co-applicants and said they were sensitized on women rights, early marriages, domestic violence, and inheritance. Four of the five journalists said that as a result of what they learnt, they took action (e.g. covered stories and wrote columns) against early marriages, forced marriages and domestic violence. One journalist from Nawabshah went beyond his journalistic responsibility of covering cases of GBV. He reported that he was so inspired by the training that roughly two weeks after the training, when he learnt about a case of forced marriage, he reported the matter to the police and with their help he was able to stop the forced marriage of ten year old girl. The girl's father was marrying her to payoff a loan. The journalist worked with some other people to raise donations to pay her father's debt. According to another journalist their participation in the project activities has helped them to build linkages with other stakeholders, such as lawyers, police, revenue officers and religious leaders. Working with journalist is also helpful because they can publish stories or columns critical of the government's position on different issues, including women's rights, which NGOs can ill afford to do, especially in current environment when NGOs are being closely monitored.

Lawyers





The project was effective in sensitizing groups of lawyers in the target districts by engaging them in various activities about VAWG. They also engaged lawyers to provide legal aid to survivors in return for a minimal fee paid by the project. Discussing how the co-applicants sensitized them, a lawyer from Benazirabad said that previously they only had theoretical knowledge about women's issues, but by working with the project they gained deeper insights about GBV and were inspired to offer services for survivors.

Engaging Youth Activists

Youth trainings were effective in sensitizing male and female youth and instilling a sense of responsibility. Discussions with youth in Mansehra and the two districts of Sindh revealed that they knew that the project expected them to serve as ambassadors and to sensitize other community members, particularly youth, about early marriages, forced marriages, domestic violence, and inheritance. Of the four youth activists from Sindh interviewed for the evaluation, all the four confirmed conveying messages regarding early marriages, forced marriages and domestic violence to other youth and adult community members. Two of the four (a Hindu boy from Mirpurkhas and a Muslim boy from Benazirabad) arranged more structured sessions for youth. The Hindu boy arranged a session for a group of 12-15 girls belonging to his clan (barardari) and the boy from Nawabshah conducted a session with 10-12 male boys. Youth activist from Mansehra stated, and KK confirmed, that they worked with students of Hazara University in Abbottabad to raise awareness about GBV. One youth activist from Benazirabad interviewed for the evaluation, said they were not able to share information about VAWG cases with co-applicant. A youth activist in Mansehra, however, claimed that he and his friends were able to refer three cases to KK of which two were resolved and third one was still in court. This was also confirmed by KK.

Community Groups

The project successfully established men's and women's community groups in all 150 of the target villages of the project. Since a representative survey was not part of the evaluation design, this was verified in discussions with a range of stakeholders who confirmed the existence of those community groups. The size of the groups, however, varied, with approximately 18-25 people in Mirpurkhas, and approximately 25 in Mansehra. In Benazirabad the project team claimed that one group was comprised of 50 individuals, a claim not supported by evidence from the field. According to women community members, their group consisted of 20 women. The men's community groups in Benazirabad were larger. In fact, male community members claimed that all the adult male and young community members who participate in monthly meetings are group members. This shows that in practice, the definition of community group was rather fluid, and even varied between men and women in one village. It appears that,





at least in Benazirabad, with the exception of a small group of community members, who form a nucleus of community group, it seems that the project teams did not form discrete community groups.

The FGDs held with male community members displayed awareness and commitment to eradicating VAWG. These characteristics were more noticeable in FGDs held in Mansehra than those in Benazirabad. The members met monthly or on a needs basis and were well aware of issues women confront, including those specific to this project. They were motivated to address these issues and were aware of the necessary legal complaint process. Collectively group members were able to explain the health and psychological risks associated with early marriage and forced marriage. However, it is also clear that the level of awareness began to dilute beyond the core group of community members.

Male participants in FGDs in Mirpurkhas and Benazirabad were aware of complaint mechanisms but so far they had not referred any cases: they claimed that so far none had come to their attention. They claimed that the practice of early marriage had been declining over the past years, but has almost completely stopped since the law regarding early marriages was passed. This claim was disputed by women FGD members in Benazirabad. Male FGD participants in Benazirabad also said that although early marriages have decreased (partly because of awareness and also because of the force of law), parents are still not ready to let go of the power to decide their children's marriage partners. They noted that they understand that Islam clearly requires the consent of both parties, but traditions are very deeply rooted. They, however, pointed out that this should not be equated to forced marriage because children willingly allow their parents or at least do not dispute their parents' decision. Some of the community members also pointed that these traditions have been under stress, particularly because of the influence of electronic media and social media, but still parents wish to have at least some degree of control. Still, compared to girls, boys have a greater say related to their marriages, as they express their desire to their mother or sometimes to both parents.

Male community members in Mansehra said that they had been facilitating women who come with grievances by referring cases to the Women Complaint Centers established in the police stations and staffed by women police officers. One member informed the evaluation team about a domestic violence case in which a husband cut off his wife's nose. The community group with facilitation from the project staff pooled the resources necessary for her plastic surgery (local police however did not register the case against the husband because crime was not committed in the jurisdiction of police station). Another member said that his niece had registered a case with the help of the project as she was being forcibly married to a man she did not like. This is a change and is new for remote communities where women and girls never had access to such information and assistance. These group members had received a number of trainings from KK including the rights of transgender people, which they were not aware of



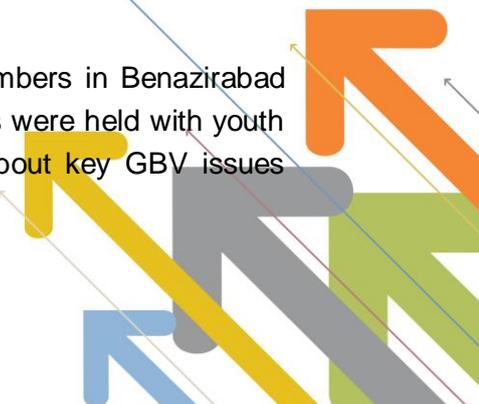


before.

Women community members who participated in FGDs were well informed on the various forms of verbal and physical abuse and violence they may face. They said that through the project interventions they have become more aware of their rights and in some instances their fear of men is also reduced. They asked that men should be made aware of women's and girls' rights because without changes in men's attitudes nothing else is possible. The women's organizations that the consultants met with did not indicate any significant achievements in terms of collective action, but a women's group in Benazirabad did indicate some good examples of increased awareness and change in practices. During an FGD with women in Benazirabad, the participants disputed the claim made by men in the same village. They said that even though the incidence of early age marriages and forced marriages has decreased considerably, particularly after the passage of laws and with increased awareness, these events are far from over, as the men would have us believe. But they also shared examples of improved practices and said that now, even girls demand to let them study until Matric (Grade 10) before they are married. Another example was shared by the women: in that case, a woman was urged by the local religious leaders to marry her daughter because to keep her at home was sinful: she resisted because she had seen a girl who was married at an early age who had died during pregnancy. The women said they at least know that now, when someone asks them to marry their daughters at a young age, they can say no. However, overall sense from discussions held with communities is that if men decide to marry their daughters, even against the will of daughters under 18, women in most cases cannot refuse it.

It was found that the duration of sessions held for community members was rather short (only one hour, as claimed by the community) and often involved a presentation by a project team member with very little room for a lively interaction. Clearly, the sessions did not involve the use of any participatory methods e.g. PRA techniques. Over reliance on oral presentations, occasionally with the use of charts, at least partially explains why awareness levels among less educated and illiterate community members (who were often found outside the core group) and other women was considerably lower compared to male community members who appear to form a core group which mediates between the community and the project team. In Benazirabad it was explained by the local implementing partner that they could not engage with community members as intensively as they would like to because there were not enough resources for community mobilization activities. According to the senior management of Shah Sachal Sami that worked as the local implementing partner for SAPPK in Sindh, they used their own field officers responsible for their micro-finance programme to reach men and women community members.

Youth groups who participated in the FGD with community members in Benazirabad did not contribute to the discussion, but when separate meetings were held with youth groups it was apparent that they had developed awareness about key GBV issues





addressed by the project. They also showed increased awareness about early marriages, domestic violence, forced marriages and inheritance. However, greater awareness was found about early marriages.

3.3 Efficiency

Overall the project has an efficient management structure. The strong presence of the co-applicants and local partners in the project areas allowed the co-applicants to build on existing linkages and to complete project activities efficiently. KK revitalized some of the groups it had established under a previous action support by the Royal Norwegian Embassy (from 2010-2013). In Sindh, SAPPK worked closely with two local community based organization (Shah Sachal Sami Foundation and VCDO) bringing decision-making closer to the site of action. Both organizations built on their existing social capital for the benefit for the project. For example, Shah Sachal Sami Foundation, selected villages for the project where it had existing linkages through its micro-finance programme.

The presence of the District Watch Groups in Sindh and the District Advocacy Groups in KP also contributed to improving efficiency by removing potential duplications. Cases of GBV survivors were discussed and decisions were taken without having to consult different stakeholders separately. Since decisions were taken jointly, it also ensured high level of ownership of decisions taken by the members of the District Watch Groups. This in turn made the implementation easier.

After some initial delays, the project picked up pace and completed its activities on time and exceeded the revised targets. Initial delay was caused by 1) delay in transfer of payment from EU, and 2) delay in setting-up the project, particularly in Mansehra, where KK took two additional months to set up the project. Delays experienced in the transfer of payments from the EU affected efficiency. It was mentioned that because of delays in transfer of funds the pace of activities were slowed down during winter months (January through March). Co-applicants still implemented the activities, but at much slower pace than the work plan indicated. According a local partner staff member this was particularly challenging, because winter is an ideal time to carry out field activities in Sindh. The delayed activities had to be carried out in the summers, when it is more challenging to conduct trainings in the field, partly because of the heat and partly because people are busy in agricultural activities. To achieve the targets on time some of the activities were clubbed together. For example, in Sindh advocacy meetings with district/local duty bearers and community members was clubbed with training of community activists and youth groups on negotiation skills.

In terms of inputs, the budget allocated for legal aid was not quite sufficient to meet the demand for free legal aid. As a result, a number of cases were still “under process” when the project came to an end. Similarly, in Sindh, because of the limited budget for social mobilization, the local partners of SAPPK, VCDO and the Shah Sachal Sami Foundation contributed additional resources of their own for awareness raising





activities. Shah Sachal Sami Foundation engaged the field staff of its micro-finance programme for conducting awareness raising activities. While on one hand this is cost-effective, according to a senior staff member of the co-applicant, this has also affected the quality of awareness raising activities because the field staff contributed by Shah Sachal Sami were not appropriately trained. According key informants representing Shah Sachal Sami foundation, they did not have sufficient budget for hiring field staff, they used their staff associated with micro-finance programme to undertake social mobilization activities.

Overall, the monitoring and documentation of project activities were found to be satisfactory. NCA completed an internal mid-term review of good quality. The co-applicants found the monitoring conducted by NCA to be satisfactory and supportive. The SAPPK and KK management also performed regular monitoring visits to assess the progress of the project at the field level. However, a weakness was not having a monitoring framework, tools and dedicated personnel for monitoring. Therefore, it was difficult to assess how remedial action was taken by the project. As well, no proper MIS for the project could be developed. Even though SAPPK developed an online database of survivors, that database suffered from technical problems. One, it was not easily accessible and second, data was not updated. In the case of KK, the record of survivors is well kept, but it is kept in paper files. No comprehensive electronic list is available. It was explained by KK that this was because they did not have a dedicated person responsible for monitoring and documentation. Such positions were not budgeted when the project was developed. Therefore, it was not possible to hire people for such positions, explained senior project staff of NCA. NCA and its partners understand that they need to learn from this lesson while budgeting for future projects.

3.4 Impact

Attitudinal and behavioral change takes time. For issues like VAWG that are rooted in the culture and customs of a patriarchal society, a three-year project on its own cannot make a huge dent in attitudes and practices. The project does not address the underlying structural issues that underpin patriarchal social norms. For example, some community groups still need the patronage of local landlords to function. If community group members happen to be tenants of a landlord, they cannot possibly register any complaint, let alone a complaint against him or someone close to him. If the perpetrators of violence are more powerful, even duty bearers (e.g., the police) often think twice before considering any actions against them. The cases of Hindu girls in Mirpurkhas who face harassment at the hands of landlords are examples that highlight this challenge. However, in recent years, increased competition for some media outlets (particularly private TV channels) has occasionally led the media to highlight extreme cases of VAWG, forcing duty bearers to take action against influential persons.

Despite these constraints it is significant that the project has been able to create a level of awareness whereby some people are now more open to discussing VAWG and





some women are registering complaints and pursuing their cases in the courts.

One impact of the project has been to make the duty bearers more approachable. It has done this by sensitizing community members about their rights, particularly the rights of women, and the responsibilities of some duty bearers. At the same time, the project has also sensitized duty bearers about VAWG. As a result, it is now relatively less daunting for women and girls to approach duty bearers. The project has made the contact numbers of key service providers available to community groups. While in the past, community members would require a strong reference (often a local landlord or some other influential person), now at least the more active members of community groups know that they can contact duty bearers to register complaints. During the evaluation a number of key informants, including the person in charge for WCC, police officials, lawyers and officials of the revenue department, confirmed receiving complaints from community members. In Mansehra it was noted that women often go to register complaints on their own without necessarily being accompanied by male family members.

Another evident impact of the project is greater appreciation among community members as well as other stakeholders as to what constitutes VAWG. Discussions with community members and key informants revealed that VAWG was seen as extreme acts of violence committed by men, e.g., rape or physical assault resulting into a serious injury. However, other forms of physical aggression, verbal abuse or psychological torture faced by women on a daily basis or other forms of VAWG such as early marriages, forced marriages or denial of inheritances were not recognized as forms of violence in the past. Among other stakeholders e.g. police, and revenue officials, religious leaders there is strong recognition that these acts also constitute VAWG. It was reported by female FGD members that some women equipped with this new understanding threatened, sometimes seriously or sometimes in jest, that if the men in their families mistreat them, they would report the matter to the police. They mentioned that in most cases women do not go that far, but increased awareness among women has made it a little more challenging for men to mistreat their wives and daughters. This perspective is also endorsed by the responses of some key informants, police, religious leaders and land revenue officials. They believe that women have stretched the definition of VAWG too far to include what they considered as minor issues of domestic violence that could be resolved at the family level. They contend that low intensity quarrels between husband and wife should not be reported to police or should not go to the court.

The project has developed significant amounts of social capital in each district by creating a network of key stakeholders committed to end VAWG. The stakeholders (i.e. police, Revenue Department, Women Protection Centers, religious leaders, journalists, lawyers, implementing partners and civil society activists) were networked together in the form of a District Watch Group (in Sindh) and a District Advocacy Group (in Mansehra). As a result, key stakeholders were able to build on each other's strengths





to address cases of violence, which each stakeholder group working on its own might not be able to address. An example was given of a case of domestic violence against an influential person related to the law. The case was reported to the police but they did not take direct action because they feared a backlash. Instead, the police officer asked a civil society activist to resolve the issue. Local activists then informed the activist about the risk of the issue being highlighted in the national media and urged him to seek resolution with the help of the police. In the end, because of the risk of national attention to the case, the influential person agreed to negotiate and the matter was resolved. Another interesting example of how the different stakeholders helped each other to promote the project objectives is that of a revenue officer who was known for his integrity and dedication. After attending the training he helped women to get the inheritance to which they were entitled. A journalist who came in contact with the revenue officer through KK highlighted the story in a local newspaper as an example of a best practice.

According to one key informant, there is some evidence that suggests that the project has increased awareness among some duty bearers of the importance of adopting a more participatory approach, in the same way as the project functioned. One example is the 'in charge' of the Women Protection Centre in Benazirabad, who believes that the increased flow of VAWG cases to her office in recent years has been in large part the result of awareness created by the project in the communities. Based on this learning, she is planning to propose a budget for frequent field visits for direct interactions with communities.

The Women's Complaint Cell established by KP Police in Police Stations in collaboration with KK in Mansehra, as noted earlier, was a major advocacy success: it has shown that by deputing women police officers in police stations, cases of VAWG can be more effectively addressed. The Women's Complaint Cell can be held up as an example of mainstreaming this practice in Mansehra. Although the KP police has established seven model women's desks to register complaints of women,¹⁵ the potentially strong impact has not been realized yet. Senior police officials in Mansehra recognize the potential of the WCCs being mainstreamed. With strong advocacy efforts, this potential can be realized in the future.

There are some unintended but positive impacts of the project as well. One such impact is that more girls are going to school, according to community members in Mansehra. Another example given was of men who used to stop others from participating in any activity of NGOs on women's rights but now the same men are members of women's rights committees.

¹⁵ These desks were setup in 2014. In all seven desks were setup, one each in Swabi, Mardan, Charsadda and Nowshera, with three in Peshawar.





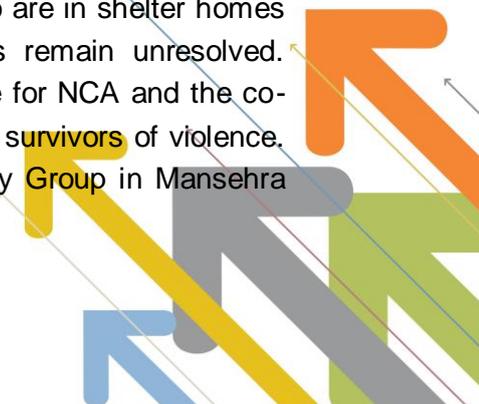
The head of the Shah Sachal Sami Foundation (SSSF), the local implementing partner of SAP-PK, noted a number of indirect yet very significant impacts of the project on his organization:

- The number of women micro-finance clients of the Shah Sachal Sami Foundation from the target villages of the project has significantly increased
- The number of women Board Members has increased from two (out of seven) in 2013 to 4 (out of seven) in 2014, when the project began. Ever since there have been four female and 3 male board members.
- There is an increase in the number of female staff, partly influenced by the presence of more women on the Board and partly by awareness among senior management about women's rights. The data shared by Shah Sachal Sami shows that in 2013, there were 11 female staff members and 29 male staff members (ratio of 1: 2.29). The number of female staff members gradually increased to achieve parity in 2016, when there were 40 male and 40 female staff members (ratio of 1:1). In 2017 the female staff ratio has decreased to 1:1.95 (with 47 men and 24 women). Although the decrease in 2017 makes the claim somewhat weaker, the ratio remains a lot better than it was in 2013.
- The increased capacity to implement women-focused projects helped the Shah Sachal Sami Foundation to win a USAID grant for a women's training center.

3.5 Sustainability

As a strategy to ensure continuation of services beyond the project period in the target districts, after the closure of EU-supported project activities, NCA continued project interventions from May-December 2017 with SAPPK in Benazirabad and July-December 2017 with KK in Mansehra. These interventions were implemented with the financial support of the Norwegian Agency for Development Cooperation (Norad). In Mirpurkhas, NCA handed over 50 villages (EU intervention areas) to BB for implementing similar interventions under the separate project supported by Church of Sweden (COS). These interventions ensured continuation of services in the target districts.

The purpose was to ensure that services provided by the partners are taken over by the government. As of December 2017 this action is also coming to an end with no clear phase-with no clear sign of government taking over services provided by the project. For example, in Mansehra there are women victims who are in shelter homes whose cases are in court and in Sindh a number of cases remain unresolved. Determining how the project will be sustained is a big challenge for NCA and the co-applicants because it will require more resources to support the survivors of violence. There are two good example of sustainability: District Advocacy Group in Mansehra





has been registered as a separate legal entity and District Watch Group in Mirpurkhas been merged with another District Watch Group formed by BB.

Another feature of District Watch Group and District Advocacy Groups noted by the evaluation team is high level of ownership of decisions taken by members of these fora. Not only it made the implementation of the project activities easier in challenging contexts, but this feature can also contribute to sustainability of interventions.

The Community Groups as specific forms of sustainable community institutions are unlikely to be economically viable beyond the project, since they are dependent on the project activities. For example, the Community Groups only met when the project team visited them. Otherwise, they do not meet.

However, the attitudes and awareness created by the project can be sustained beyond the project period, at least among the more active members of the groups. Communities consulted during the evaluation were of the view that the awareness that has been created is sustainable, as what they have learned through this project cannot be erased. They said they will continue informing others. Thus it is likely that the project's attitudinal benefits will continue: this was strongly asserted by some community members, who said that "you cannot undo knowledge." Even if the groups cease to exist in their current form, respected community leaders, who often form the nucleus of community groups, may facilitate others. In addition to sustaining awareness, the availability of services to meet the demand, will be critical. These services include pro-bono lawyers and other referrals. At the time of data collection for the evaluation, it was not clear whether the District Watch Group in Sindh and the District Advocacy Group in Mansehra, both established by the project, would continue to function, especially in Sindh because SAP-PK did not have a direct presence in Mirpurkhas or Benazirabad. However, later it was informed by NCA that District Advocacy Group in Mansehra has been registered as a legal entity and DWG in Benazirabad has been merged with another with another DWG formed by Baahn Beli¹⁶, another NCA partner, to ensure sustainability. This indicates that both groups will continue to function in future.

In Benazirabad, the Shah Sachal Sami Foundation, the local implementing partner of SAP-PK, is very appreciative of the benefits it gained from the presence and functioning of the District Watch Group, not only in achieving project objectives, but in gaining greater credence as an organization. Shah Sachal Sami desires to continue to

¹⁶ Baahn Beli is NCA's partner working on a different projects in District Mirpurkhas with the financial support of Church of Sweden (CoS).

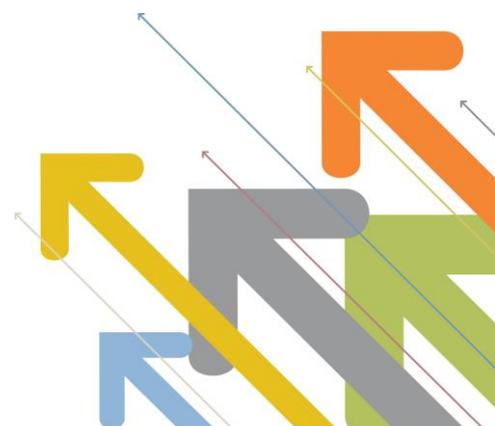




work with the District Watch Group, but it would be challenging to do so without the project structure and funding. Strengthening the capacity of the Shah Sachal Sami Foundation by NCA and SAPPK can be seen as a strategy to achieve sustainability: the Foundation can also make efforts, independent of NCA and SAP-PK, to secure resources for similar actions. Since the project contributed to increased demand for Shah Sachal Sami's micro-finance programme, the Foundation could potentially integrate elements of awareness raising on VAWG into its micro-finance programme. This could result in a symbiotic relationship, which could sustain the awareness activities in the long-term.

The 2016 Result Oriented Monitoring (ROM) report of the European Union had noted "signs of the action successfully incorporating elements into key stakeholders' policies through the sensitization and training of stakeholders from a wide range of institutions". This assessment assumes that awareness and sensitization would necessarily lead to changes in policies. Besides, as the ROM report also notes, government departments involved in the project have not taken any financial measures to support the continuation of activities. Therefore, it would be more appropriate to say that if NCA and the co-applicants were to successfully advocate for changing the policies affecting the functioning of key stakeholders related to VAWG, in the project districts, they would find the environment conducive for implementing policies. In a nutshell, sensitization is necessary if policy implementation is to be achieved, but strong advocacy would also be required to bring about policy shift. Without strong advocacy, elements of action cannot be incorporated into the stakeholders' policies.

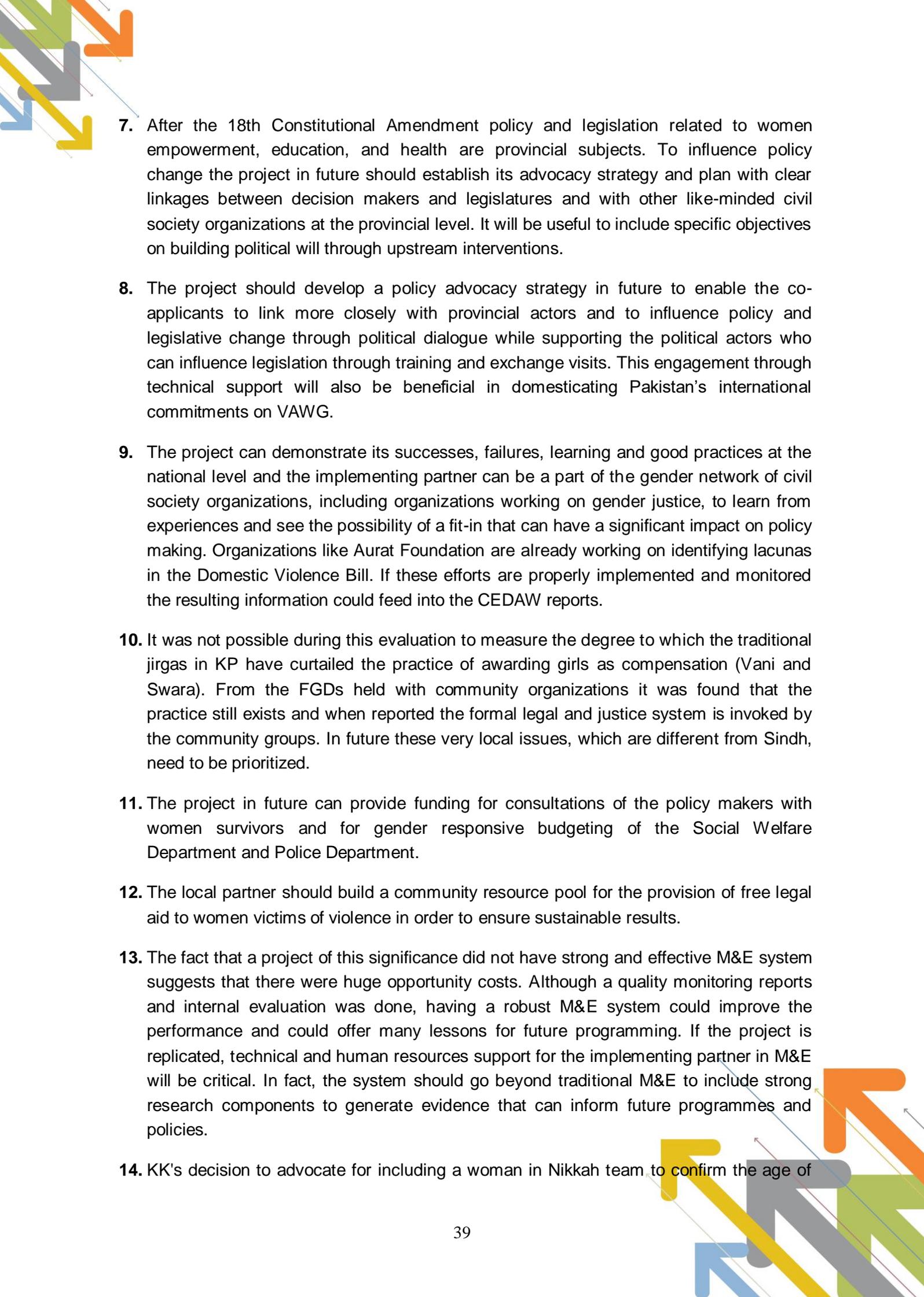
Even if NCA or its partners were to succeed in securing resources for project, the best hope for the long-term sustainability of action is transferring ownership of the model to the government system. Two organizations that can potentially adopt the model are the Women Protection Center in Sindh and the Social Welfare Department in Mansehra. The project has worked very closely with both institutions over the last three years. To have a greater likelihood of sustainability, future actions could focus on mainstreaming the model in the government system.





4. Recommendations

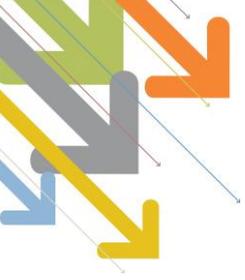
1. The project (i.e. a model for countering VAWG) was implemented in a small number of UCs (roughly eight to 12.5 percent of UCs) in each district. The project/model should be expanded to all existing UCs in the target districts.
2. Possible future replication of the project/model should be in the form of mainstreaming into the government system by transferring ownership of the model to the most relevant government agencies. In fact, it should become a programme rather than a project. Agencies that could take on the role of implementing and scaling up the project could be the Women Protection Centres (in Sindh) and the Social Welfare Department in Mansehra. Women Complaint Cells in Mansehra should also be mainstreamed like women help desks in police stations operating in some other parts of KP province. However, the transfer should be done in several phases. In the first phase, NCA and the co-applicants can place project staff in the Women Protection Centres and the Social Welfare Department under the direct supervision of the respective Heads. The NCA and its partners should do the handholding and provide the necessary technical support for the implementation of an agreed work plan.
3. While trying to mainstream the model in the government system in the target districts, NCA and the co-applicants should focus on two important tasks: 1) advocacy for replication of the model in other districts; and 2) go beyond awareness raising and sensitization and focus on the underlying causes of VAWG including, but not limited to, social norms, employment, exposure to violence during childhood and drug and alcohol abuse and poverty.
4. One possible way to focus on poverty and employment is to include skills development and income generation for women (this is only one factor). Shah Sachal Sami Foundation can integrate these with its micro-finance programme to raise women's awareness on VAWG was found to increase the number of women clients.
5. The current model of community engagement is premised on the transfer of knowledge from "expert" organizations to communities with traditional belief systems. The community groups should be given opportunities by way of small grants to implement small community-based projects that counter VAWG. Each group (male, female, young men and young women) should be given separate grants so that they can implement separate or joint projects. Co-applicants or local implementing partners should do supportive monitoring.
6. In the same vein, if the project is replicated in some form, the community groups of each type (male, female and youth) should be networked together at the UC, Tehsil and District levels. This can give communities a stronger voice vis-à-vis other stakeholders including the project.

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7. After the 18th Constitutional Amendment policy and legislation related to women empowerment, education, and health are provincial subjects. To influence policy change the project in future should establish its advocacy strategy and plan with clear linkages between decision makers and legislatures and with other like-minded civil society organizations at the provincial level. It will be useful to include specific objectives on building political will through upstream interventions.
 8. The project should develop a policy advocacy strategy in future to enable the co-applicants to link more closely with provincial actors and to influence policy and legislative change through political dialogue while supporting the political actors who can influence legislation through training and exchange visits. This engagement through technical support will also be beneficial in domesticating Pakistan's international commitments on VAWG.
 9. The project can demonstrate its successes, failures, learning and good practices at the national level and the implementing partner can be a part of the gender network of civil society organizations, including organizations working on gender justice, to learn from experiences and see the possibility of a fit-in that can have a significant impact on policy making. Organizations like Aurat Foundation are already working on identifying lacunas in the Domestic Violence Bill. If these efforts are properly implemented and monitored the resulting information could feed into the CEDAW reports.
 10. It was not possible during this evaluation to measure the degree to which the traditional jirgas in KP have curtailed the practice of awarding girls as compensation (Vani and Swara). From the FGDs held with community organizations it was found that the practice still exists and when reported the formal legal and justice system is invoked by the community groups. In future these very local issues, which are different from Sindh, need to be prioritized.
 11. The project in future can provide funding for consultations of the policy makers with women survivors and for gender responsive budgeting of the Social Welfare Department and Police Department.
 12. The local partner should build a community resource pool for the provision of free legal aid to women victims of violence in order to ensure sustainable results.
 13. The fact that a project of this significance did not have strong and effective M&E system suggests that there were huge opportunity costs. Although a quality monitoring reports and internal evaluation was done, having a robust M&E system could improve the performance and could offer many lessons for future programming. If the project is replicated, technical and human resources support for the implementing partner in M&E will be critical. In fact, the system should go beyond traditional M&E to include strong research components to generate evidence that can inform future programmes and policies.
 14. KK's decision to advocate for including a woman in Nikkah team to confirm the age of

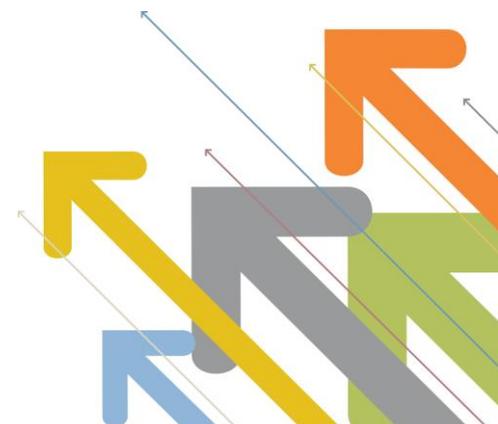


bride is a good step. This is important because in the absence of CNIC (which are not universally available for all citizen above 18 years of age) it is not possible for a male religious leader to make a reasonable estimate of girl age by looking at her owing to cultural restrictions.





Annexes



Annex 1: Terms of Reference for Evaluation

“An innovative model for strengthening community based measures to curb violence against women and girls (VAWG) in Mansehra, Nawabshah and Mirpurkhas districts, Pakistan”

(March 2015 to June 2017)

An international development organization working on Gender Based Violence (GBV) issues is helping local partners in different areas of Pakistan to prevent and advocate to reduce the effects of gender-based violence. It reaches out to influential faith actors through local partners to raise awareness and sensitize them to denounce GBV in their congregations and community. In addition through local partner organizations it promotes a collaborative effort between civil society organizations, faith actors and the relevant Government Departments to create enabling environment for implementation of pro-women legislation to end GBV in Pakistan.

1. Context and Project Description

A three year project titled “An innovative model for strengthening community based measures to curb violence against women and girls (VAWG) in Mansehra, Nawabshah (now Shaheed Benazirabad) and Mirpurkhas districts of Pakistan” was implemented by two local partners. The project had contributed to address violation of basic human rights of women and girls by focusing on prevention and response through a two-tiered approach: 1) Survivors of VAWG have enhanced access to justice and safety, through response services, referrals and adherence to applicable laws; and 2) Community measures prevention and act against domestic violence and forced marriages, by empowering women through facilitation of inheritance. The overall objective of the project is to contribute to enhanced social and collective action in local communities to detect, prevent and respond to VAWG, specifically domestic violence (DV) and forced marriages.

Specific Objective 1 ensures that the state upholds its responsibility to ensure the safety of its female citizens, particularly survivors of VAWG or religiously motivated violence against non-Muslim women and girls, through the implementation of relevant laws. In cases where there is a violation of women and girls’ rights, the state must ensure they have access to justice. The project also aims to improve the quality of GBV response provided by duty bearers.

Specific Objective 2 is based on the realization that top down legislative change alone does not reduce prevalence of VAWG until there is accompanying behavioral change at the local level. Rather than wait for a trickle down process, the project proactively engages rights holders as well as their communities in order to promote sustainable change based on ground realities.



Location of Project: Nawabshah (now Shaheed Benazirabad) and Mirpurkhas districts of Sindh and Mansehra district of Khyber Pakhtunkhwa (KP) provinces.

2. Purpose of the Final Evaluation

Purpose of the final evaluation is to assess project's design and implementation of innovative methods, and overall progress with emphasis on results, and achievements focusing to:

- Provide all parties involved in project an understanding of achievements, challenges and successes;
- The extent possible, assess whether the project has had any positive or negative impact for the targeted communities, intended or unintended changes on policy level in public and private sectors and in communities;
- Assess learning from this project to capture opportunities and innovations that may be sustainable in terms of planning and implementing similar projects in the future;
- Assess whether the project was optimally implemented with regards to effective use of available resources;
- Assess level of coordination between funding partners, local partners and target groups and other stakeholders involved.

3. Scope of Work

While all OECD/DAC five criteria for evaluation are pertinent, the evaluation should focus on relevance, effectiveness, efficiency, sustainability and impact. Addressing the evaluation purpose will require that the consultant provide answers to following specific questions – which could be refined in inception phase of the evaluation:

Relevance:

- Have local partners taken advantage of available knowledge and experience within targeted community groups (men and women, boys and girls); among district stakeholders and structures such as the District Watch Group, representatives of Government Line Agencies (GLAs) including police officials, revenue officials and Lady Health Workers (LHWs), that can be replicated in other projects.
- Consider the project's intended and actual expected results and assess whether these have practical relevance to the trend of national and provincial level legislations and other services being offered by the Government to address GBV related issues in Pakistan. The evaluation should specify what this relevance is, and if there is a major relevance, whether and how scope of the project could and should be expanded in future.
- How does strategy used in the project fit into provincial and national development plans, if such exist, to combat GBV

- Analyze how project approach fits within other work being done on GBV by other CSOs at the national and provincial levels.

Effectiveness:

- Assess to what extent have the project objectives been achieved?
- What were the possible major factors or constraints influencing achievements or non- achievements of the overall goal and the objectives of project?
- Assess project design as outlined in application and in view of the project's implementation to consider whether the design could have offered more in terms of efficiency and effectiveness for the project. If the evaluators are of the opinion that alternative designs would have been preferable to the one chosen, then those should be presented and promoted.
- Assess project implementation and monitoring approach to see if the methods and resources applied worked as intended with regards to efficiency and effectiveness. Were expected results from the planned project activities produced? If not, what were the factors that prevented them from being produced? What were the main challenges of implementing the activities?

Efficiency:

- Assess cost- efficiency of project by comparing allocated resources with results achieved. The evaluation should present a measured opinion on whether results obtained justified costs incurred.
- To what extent management of funding organization and local partners influenced efficiency?
- To what extent were the local partners able to undertake the project?
- Give an opinion on possible strengths and weaknesses in funding organization's management routines and administrative procedures implemented effectively by the local partners.
- Examine delivery of project's expected results in terms of quality and quantity. Were they delivered in a timely manner? To what extent did factors outside the control of the project design and management affected project implementation and attainment of objectives?
- Has funding partner of the project utilized other available resources and available networks to continue the implementation of the project?

Sustainability

- Asses project in terms of phase out strategy and institutional sustainability, e.g., community structures and propose how they could expand the activities beyond the support from the funding partners.



- To what extent can the benefits of the project continue after the funding ends?
- Are there any major factors influencing achievements or non-achievements of project sustainability?
- Suggest measures to improve work of funding and implementing partners in future projects in light of lessons learnt from the past experience.
- What has been funding organization's added value in sustainability of the project?

Impact

- Give a measured opinion on impact of the project on target communities. Has the project been able to measure, either directly or indirectly, its achievements during the project's planned duration? Alternatively, if impact has not been measured, consider whether it is possible to define a methodology for doing this?

4. Additional issues to be addressed by the evaluation

Risk Management:

- Give a measured opinion on whether the project has dealt effectively with all matters related to risk management and consider what risks were involved in producing the expected results?
- Were there any major factors (security, dominant social norms, resistance, etc.) influencing the achievement or non-achievement of the objectives?

Cross-cutting themes:

- Review project from a gender perspective and consider whether all aspects of funding partners' policy relating to gender equality/mainstreaming in development programs adequately used in project.
- Consider whether project contributes to observance of specific national laws, e.g., Sindh Child Marriage Restraint Act 2013, Women Protection Bill, DV Bill, Hindu Marriage Act and Human Rights generally in Pakistan as an implicit goal of the project.
- Consider if project contributes to good governance in the country, either at federal or provincial levels.

Finance:

- Consider whether all matters related to financial management, including procurement procedures for goods and services and possible concerns relating to a zero tolerance to corruption policy of applicant, have been adequately observed when the project was implemented.



- Consider all aspects related to the project's cost effectiveness and evaluate whether alternative implementing methods could have been applied to increase the cost effectiveness.

5. Implementation of the Evaluation:

- **Composition of the Consultant Evaluation Team:** The INGO will hire local consultant (s) having sufficient knowledge/experience in the field of gender based violence and women empowerment work in Pakistan in addition to sufficient experience in finance and administration.
- **Terms and Conditions:** The funding organization will offer a daily consultancy fee commensurate with the background and experience of the consultants. Travel and logistical arrangements will be made by the consultants themselves within the consultancy fee in an economical fashion.
- **Sources of information and methodology to be employed:** The funding organization shall provide necessary documentation to the Consultant, and work out a programme for coordination at the field.
- **Division of responsibility between the consultant/team,** the applicant and the co-applicants. The consultant is expected to recommend scope for improvements at institutional as well as the programmatic level. The team shall be encouraged to apply a participatory and inclusive approach throughout their evaluation work. The consultant will arrange division of labor between themselves, but the team leader will be responsible for production of the report. The consultants will partly work in Islamabad and partly travel to and visit the field offices and geographic areas of interventions of the local partners. The consultants will be encouraged to arrange for their office facilities and work independently and away from the funding organization and local partners' offices. The consultants will need to make all arrangements for travel, meetings and other practical matters related to logistics and working contacts on their own and with minimal assistance from funding organization. The team members will be using their own personal computers and other relevant equipment for the assignment.

6. Reporting

The consultant shall be responsible for:

- Desk study, field work including meetings with the funding organization, partners and beneficiaries.
- Submit draft report simultaneously to the funding organization for comments on factual issues and for clarifications;
- Consolidate comments received from the funding organization and submit final report within the timeframe agreed. The final approved report shall be submitted in



hard copy as well as in electronic format by October 07, 2017.

- Debriefing the funding organization and local partners upon completion of work, if required.

Description of required report format:

- Table of contents and acronyms
- Executive Summary
- Methodology and constraints
- Clearly identified findings
- Clearly identified conclusions and recommendations- and connection between them.
- Lessons learned
- Sustainability
- Recommendations
- Appropriate Annexes including tools and present TORs
- The report shall be submitted in 2 hard copies and also in electronic form.

The report shall be in English with maximum limit of 18 pages, i.e., 2 page executive summary, 16 page report according to the above mentioned format. The annexes should contain references and information about any literature consulted, data collection instruments, project LFA with end of project evaluation value entered, funding organization's GBV programme Results Framework, the ToRs, and list of interviewees and any additional information required.

7. Budget

The detailed budget and terms and conditions for the consultant will be separately spelt out in the respective contract. The funding organization shall make the payments as agreed in the contract with consultant including deduction of taxes. Preferably 50% of the payment will be given at signing of the contract, while 25% on completion of field activities and rest of the 25% on approval of the report. The funding organization will cover consultancy fees and other related expenses in PKR for the entire evaluation study.

8. Skills and Qualifications of the Consultant or Firm/Organization

The selection of the consultant/firm will be based on the quality of their proposal (including, methodologies, tools, quantifications, and time schedule), their financial offer, the relevant educational background and experience of consultant, their familiarity with GBV and women's empowerment approaches and program related topics. In addition the consultant should have the following qualifications:

- At least five years' experience of conducting project baselines, evaluations and researches, particularly related to GBV and women's empowerment programmes.
- Strong qualitative data entry and analysis skills (consultants with previous experience of using statistical analysis software will be preferred)
- Ability to respond to comments and questions in a timely and appropriate manner
- Ability to write high quality, clear, concise reports in English

9. Consultancy process and timeline

Interested consultancy firms should submit detailed technical and financial proposals covering:

- Capacity statement
- Demonstrated understanding of the terms of reference
- Proposed methodology
- A detailed work plan
- A financial proposal detailing consultant's fees, data collection and administrative costs
- CV of principal consultant and team members
- Electronic copies of two recently concluded similar assignments by the consultant
- Two references of recent clients with contact details of the referees

Tasks/outputs	Max. days of work required	Deadlines
Orientation meeting between funding organization, local partners and selected consultant to discuss scope of work, tools, and methodologies of evaluation	1	
Data collection and entry	7	
Data analysis and draft of end of project evaluation report submitted in person	12	
Funding organization's staff comment on the draft end of project evaluation report	5	
Submission of final project evaluation report with funding organization	5	
Total days	30 days	



Annex 2: List of FGDs

Sr.#	Participants	Village	UC	District
1	Adult community members (Female)	Valopatal	Mir Ghulam Hassan	Mirpurkhas
2	Young community members (Female)	Valopatal	Mir Ghulam Hassan	Mirpurkhas
3	Young Community members (Male)	Bagal soor	Hadi Bux	Mirpurkhas
4	Adult community members (Female)	Battal	Battal	Mansehra
5	Young community members (Female)	Battal	Battal	Mansehra
6	Adult community members (Male)	Battal	Battal	Mansehra
7	Young Community members (Male)	Ahal	Battal	Mansehra
8	Adult community members (Male)	Ahal	Battal	Mansehra
9	Adult community members (Male)	Ahal	Battal	Mansehra
10	Adult community members (Female)	Shah Muhammad Zardari	Jamal shah	Benazirabad
11	Adult community members (Male)	Shah Muhammad Zardari	Jamal shah	Benazirabad
12	Young community members (Female)	Mian	Sakrand 2	Benazirabad
13	Young Community members (Male)	Main	Sakrand 2	Benazirabad



Annex 3: List Of Individual Interviews

Sr. #	Name	Title	Stakeholder Type/Department	District	Method
1	Arjun Kumar	Programme officer	SAPPK	Mirpurkhas	in person
2	kaisho lal	Pandit	Religious leader	Mirpurkhas	in person
3	M.Asalam Panhwar	Watch group member	Watch Group	Mirpurkhas	in person
4	Sakeena	LHW	Health	Mirpurkhas	in person
5	Momina lagharee	Sub inspector	Complaint cell	Mirpurkhas	in person
6	Ghulam Rehman	Madrassa teacher	Teaching	Mansehra	in person
7	Shafique khan	Journalist	Local news paper	Mansehra	in person
8	M. Qaiser Swati	Journalist	Mansehra news	Mansehra	in person
9	Sami ul haq	Khateeb	Jamia masjid	Mansehra	in person
10	Azra Naseem	LHW	Health	Mansehra	in person
11	Rukhsana	Survivor	Beneficiary	Mansehra	in person
12	Kainat shirazi	Survivor	Beneficiary	Mansehra	in person
13	Mahjabeen	LHW	Health	Mansehra	in person
14	Saleema bibi	Survivor	Beneficiary	Mansehra	in person
15	Maryam	Survivor	Beneficiary	Mansehra	in person
16	Fazilat Nisa	Survivor	Beneficiary	Mansehra	in person
17	Aroosa Haroon	KK employee	WCC	Mansehra	in person
18	Maria	Survivor	Beneficiary	Mansehra	in person
19	Khushniaz	Survivor	Beneficiary	Mansehra	in person
20	Parveen	Survivor	Beneficiary	Mansehra	in person
21	Nageena	CFC member	CFC	Mansehra	in person
22	Bibi Fazilat	LHW	Health	Mansehra	in person
23	Husn Bano	Social activist	Community Development	Mansehra	in person
24	Ruhi Naz	LHW	Health	Mansehra	in person
25	Sherafzal Gujjar	Journalist	K2 TV	Mansehra	in person
26	Yasmeen saeed	Additional in charge	Darul aman	Mansehra	in person
27	Shamim	CFC member	CFC Shinkiyari	Mansehra	in person
28	Tahira	Member women Org	Women Org	Mansehra	in person
29	Tanveer	Lawyer	Family Law	Mansehra	in person
30	Tehsil dar	Tehsil dar	Police	Mansehra	in person
31	Sohail Akhtar		Police	Mansehra	in person
32	EDO	EDO	Social welfare	Mansehra	in person
33	Nazir	Nikah registrar	Marriage	Mansehra	in person

Annex 3: List of Individual Interviews

Sr. #	Name	Title	Stakeholder Type/Deparment	District	Method
34	M. Irshad	General councilor	Khaki UC	Mansehra	in person
35	M. Aslam	ASI	Police	Mansehra	telephonic
36	Haneefa Bibi	LHW	Health	Mansehra	telephonic
37	Sumayya	LHW	Health	Mansehra	telephonic
38	Faisal	Revenue officer	Revenue	Mansehra	telephonic
39	Mushtaq gul	Revenue officer	Revenue	Mansehra	telephonic
40	Nawaz ali	Religious leader	Religion	Mansehra	telephonic
41	Qari junaid	Religious leader	Religion	Mansehra	telephonic
42	Syed raheem shah	Nikah registrar	Marriage	Mansehra	telephonic
43	M. Younas	Journalist	Local Newspaper	Mansehra	telephonic
44	Aqeebat shah	Additional SHO	Police	Mansehra	telephonic
45	Adeel ahmed	Lawyer	Family Law	Mansehra	telephonic
46	Amir shahzad	Advocate	Family Law	Mansehra	telephonic
47	M. Nazeer	Nikkah khuwan	Marriage	Mansehra	telephonic
48	Zaidullah	Nikah khuwan	Marriage	Mansehra	telephonic
49	Amjad Hussain	Inspector	Police	Mansehra	telephonic
50	Zaheer khan	ASI	Police	Mansehra	telephonic
51	Tariq Akhter	Inspector	Police	Mirpurkhas	telephonic
52	Amolakh	Nikah Registrar	Marriage	Mirpurkhas	telephonic
53	Master Shaukat	Nikah Registrar	Marriage	Mirpurkhas	telephonic
54	Altaf	Lawyer	Family Law	Mirpurkhas	telephonic
55	Om Pirkash	Nikah Registrar	Marriage	Mirpurkhas	telephonic
56	Lakho Mehraj	Pandit	Religious	Mirpurkhas	telephonic
57	Ghulam Mustafa	Lawyer	Famil Law	Mirpurkhas	telephonic
58	Sakina	LHW	Health	Mirpurkhas	telephonic
59	Nazia	LHW	Health	Mirpurkhas	telephonic
60	Ghulam	Revenue officer	Revenue	Mirpurkhas	telephonic
61	Ameer	Revenue officer	Revenue	Mirpurkhas	telephonic
62	Naresh	Youth Activist	Community Development	Mirpurkhas	telephonic
63	Rajesh Kumar	Youth Activist	Community Development	Mirpurkhas	telephonic
64	Muhammad Ramzan	Journalist	Local Newspaper	Mirpurkhas	telephonic
65	Rashid Ali	Youth Activist	Community Development	Benazirabad	telephonic
66	Sadam Hoat	Youth Activist	Community Development	Benazirabad	telephonic

Annex 3: List of Individual Interviews

Sr. #	Name	Title	Stakeholder Type/Deparment	District	Method
67	Nanger Khan	Religious Teacher	Teaching	Benazirabad	telephonic
68	Aziz ul Hassan	Journalist	Local Newspaper	Benazirabad	telephonic
69	Moazm Mirza	Lawyer	Family Law	Benazirabad	telephonic
70	Habibulla Mari	SHO	Police	Benazirabad	telephonic
71	M. Yousaf	SHO	Police	Benazirabad	telephonic
72	M. Kamran	Nikah Khawan	Marriage	Benazirabad	telephonic
73	Haji Ismail Attari	Nikah Registrar	Marriage	Benazirabad	telephonic
74	Shughafta Butt	LHW	Health	Benazirabad	telephonic
75	Ghulam Shabbir	Revenue officer	Revenue	Benazirabad	telephonic
76	Shahid Ali Rind	Revenue officer	Revenue	Benazirabad	telephonic
77	Waseem Bhati	Nikah Registrar	Marriage	Benazirabad	telephonic
78	Sarwar	Nikah Khawan	Marriage	Benazirabad	Telephonic
79	Farhana Irum	LHW	Health	Benazirabad	In person



Annex 4: List of Documents Consulted

Grant Application

- EU Single form (Grant Application Form), 31ST 31 January, 2014
- Full Application Form 31st January, 2014

Progress Reports

- EU - 1 Progress Report (Consolidate), 20th June, 2017
- Interim Narrative Report / 6 Monthly Progress Report, 16th December, 2015 to 31st May, 2016
- Interim Narrative Report / 6 Monthly Progress Report, 16th December, 2016 to 31st May, 2017
- Interim Narrative Report / Year 1 Report, 1st December 2014 to 15th December 2015

Survey Reports

- Gender Based Violence Interviews Report of Mirpurkhas
- Gender Based Violence Questionnaire Analysis Report of Shaheed Benazirabad
- Gender Based Violence Interviews Report of Shaheed Benazirabad

ROM and Mid- Term Review Report

- Mid Term Review Report- EU-1 Project, August & September 2016
- ROM Monitoring Question Report, 1st February, 2016 to 18th February , 2016

Presentations

- EU-NCA Project on Gender Based Violence (GBV)
- Final Report at Islamabad of SAP.PK Community Actions to Curb Violence Against Women And Girls In Nawabshah And Mirpurkhas March, 2015 to November, 2017.
- Civil Right Program of Khwendo Kor

