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UNITED NATIONS SUSTAINABLE DEVELOPMENT FRAMEWORK FOR PAKISTAN

Pakistan One United Nations Programme III (OP III) 2018-2022



UNITED NATIONS SUSTAINABLE DEVELOPMENT
FRAMEWORK FOR PAKISTAN

Pakistan One United Nations
Programme III (OP III)
2018-2022

DRAFT

Declaration of Commitment

The United Nations is committed to working with the Government of Pakistan, and with the people of Pakistan, to make a lasting contribution to national development priorities, to take forward the principle of “leaving no one behind” and to improve the living conditions of all the people in the country, especially the most vulnerable, marginalised and disadvantaged.

Building on the results achieved under the Pakistan One UN Programme II (2013-2017), the Government of Pakistan and the UN system will jointly pursue the national priorities enshrined in Pakistan’s *Vision 2025*, and the localisation of the Sustainable Development Goals (SDGs) framed by the *2030 Agenda for Sustainable Development*. The United Nations in Pakistan will fully implement the “Delivering as One” approach in support of the Government’s vision for a more prosperous, inclusive, equitable and peaceful nation. A special focus will be placed on working closely with all stakeholders to support this aim, in line with the Government’s commitments to international human rights frameworks.

This United Nations Sustainable Development Framework for Pakistan (UNSDF), also known as the **Pakistan One United Nations Programme III (OP III) 2018-2022**, is a medium-term strategic planning document that articulates the collective vision and response of the UN system to Pakistan’s national development priorities, highlighting activities to be implemented in partnership with the Government of Pakistan, as well as in close cooperation with international and national partners and civil society.



The planned results focus on ten key outcome areas that respond to Pakistan’s development challenges and harness the powerful force of the United Nations’ comparative advantage in these spheres. These were identified through an intensive consultation process with national and provincial authorities, alongside other implementing partners and stakeholders in the country.

These key outcomes and their anticipated results serve as a mutual accountability framework between the United Nations and the Government of Pakistan. They are expected to provide the people of Pakistan with a fuller range of choices and opportunities, promoting their human development and the realisation of their fundamental rights.

Our collective endeavour is to work together to foster a more just, prosperous society – marked by social and economic progress, with better standards of living for all, and where no one is “left behind”. In pursuing these goals, we are committed to the transparent and accountable use of the resources made available to us for this purpose. **Our ultimate aim is to achieve development objectives that are equitably attained in line with Pakistan’s rich potential, so that the fruits of development fully benefit all the people of Pakistan.**

Government of Pakistan

United Nations Country Team

Name SURNAME

Neil BUHNE

Secretary, Economic Affairs Division
Government of Pakistan

United Nations
Resident Coordinator

Signatures

By signing hereunder, the members of the United Nations Country Team (UNCT) in Pakistan endorse this United Nations Sustainable Development Framework for Pakistan (UNSDF), also known as the One United Nations Programme III (OP III) 2018–2022, and underscore their joint commitment to its results areas, strategies and expected outcomes, as outlined in detail in the Legal Annexes to this document.

We, the United Nations Country Team in Pakistan, while representing each organisation’s mandates, competencies and decision making processes, pledge our commitment to this UNSDF/ OP III as a means of fostering cooperation and coordination, while advancing UN coherence in the spirit of “Delivering as One”, so as to enhance the impact of our joint response to Pakistan’s development priorities.

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Acronyms and Abbreviations

CCA	Common Country Assessment
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CERD	International Convention on the Elimination of All forms of Racial Discrimination
CRC	Convention on the Rights of the Child
DaO	Delivering as One
DHS	Demographic and Health Survey
DRM/DRR	Disaster Risk Management/Disaster Risk Reduction
FAO	Food and Agriculture Organization
FATA	Federally Administered Tribal Areas
GDI	Gender Development Index
GDP	Gross Domestic Product
GoP	Government of Pakistan
HDI	Human Development Index
IAEA	International Atomic Energy Agency
ILO	International Labour Organization
IYCF	Infant and Young Child Feeding
KP	Khyber Pakhtunkhwa
LFS	Labour Force Survey
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MICS	Multiple Indicator Cluster Survey
MPI	Multidimensional Poverty Index
NDMA	National Disaster Management Authority
NGO	Non-Governmental Organisation
NNS	National Nutrition Survey
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OHCHR	Office of the United Nations High Commissioner for Human Rights
OP I	Pakistan One United Nations Programme I (2009-2012)
OP II	Pakistan One United Nations Programme II (2013-2017)
OP III	Pakistan One United Nations Programme III (2018-2022) (also called the UNSDF)
PDMA	Provincial Disaster Management Authority



PSLMS	Pakistan Social & Living Standards Measurement Survey
SME	Small- and Medium-Sized Enterprise
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade & Development
UNSDF	United Nations Sustainable Development Framework for Pakistan (also called the OP III)
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UN Environment	United Nations Environment Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
UNRC	United Nations Resident Coordinator
UNV	United Nations Volunteers
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WFP	World Food Programme
WHO	World Health Organization



Executive Summary

This **United Nations Sustainable Development Framework for Pakistan (UNSDF)**, also known as the **Pakistan One United Nations Programme III (OP III)**, articulates the strategic programme planning framework for collaboration between the UN System and the Government of Pakistan for the 2018-2022 period. It is closely aligned with Pakistan's national development plan, *Vision 2025*, and reflects Pakistan's commendable commitment to the *2030 Agenda for Sustainable Development* and its 17 Sustainable Development Goals (SDGs), as one of the first countries in the world to take up their pledge – to transform lives and protect the planet.

Thus, the UN system's dedicated partnership with Pakistan is built around a shared purpose: **"Delivering as One" to achieve the SDGs**. The UNSDF/OP III reaffirms this partnership, outlining our collective aspirations for a new reality for Pakistan – a reality free from poverty and deprivation, in which the fruits of development are equitably shared and in which the environment is protected. A reality in which development is measured both by the richness of the economy and by the richness of human lives. The most disadvantaged groups in Pakistan, especially those who suffer under the weight of multi-dimensional poverty, will be at the forefront of UN efforts in partnership with the Government – making sure that their voices are heard, their burdens alleviated, their needs met and their rights upheld. The principle of "leaving no one behind" will be the cornerstone of our work.

Pakistan's Outlook Towards 2030

While precise figures from Pakistan's on-going Census are awaited, the country's current population is an estimated 195.4 million. By 2030, it is projected to rise to 350 million. Over half of its people will be "urban". Millions of young women and men will enter the labour market every year. Climate change will gain pace, bringing with it more frequent and severe natural disasters – a serious concern for a country already considered among the most vulnerable to the impacts of climate risks. Its demographic composition will have important effects since, among countries in Asia, Pakistan is an outlier in terms of its demographic transition due to the slow onset of fertility decline.

Now is the time for action. Only by acting now can we keep these trends from placing untold stress on Pakistan's economy, society, environment, stability and basic services – from health, to energy and water. The country needs annual GDP growth of 6-10% to meet the demands of its rapidly growing and urbanising population, while absorbing the millions of youths joining the workforce, year on year.



Pakistan needs innovative, sustainable solutions to meet these aims and overcome the challenges it faces. Simply put, Pakistan needs to achieve progress on the Sustainable Development Goals. The Government has already taken the lead in adopting the 2030 Agenda and its 17 ambitious SDGs. For the SDGs to be met in Pakistan, the UN is working in close collaboration with the Government to integrate the SDGs into national and provincial plans, ensuring that the global goals are localised to fit the Pakistani context. Harnessing the power of “delivering as one”, the UN will support Pakistan by adapting lessons from the successes of other countries in similar situations, coupled with lessons learned in Pakistan itself.

Pakistan’s UNSDF/OP III 2018-2022

The UNSDF/OP III focuses on supporting Pakistan’s strong potential for inclusive socio-economic development while addressing inequalities, surmounting challenges and fostering greater social justice. By 2022, it envisions that the country will be firmly on the path towards achieving the SDGs. Its ten key outcomes reflect a range of priority development areas with strategic potential, where the UN can work with Pakistan’s federal, provincial and district governments, alongside other key partners, in support of sustainable development. By delivering “as one”, UN agencies in Pakistan will seek to strengthen national and sub-national capacities; provide high-quality policy advice and technical assistance; engage in advocacy; support the collection and analysis of disaggregated data; and focus on overcoming bottlenecks and barriers that exclude the poor and the vulnerable.

The OP III provides the framework for UN support for the Government’s pursuit of the SDGs. Leveraging its key roles – as a convenor of diverse stakeholders, an advisor on development, a promoter of international best practice and an advocate for leaving no one behind – the UN system in Pakistan will work to influence change and to partner with a range of stakeholders. Planned results are national in scope at the “outcome level”, in order to capture key trends and priority areas across the country. At the “output level”, the OP III will respond to specific provincial and local priorities which will be articulated in separate Joint Work Plans, based on individual UN agency programming developed within the context of the OP III. Essentially, the OP III’s outcomes and their expected results serve as a “mutual accountability framework” between the UN and the Government of Pakistan.

The OP III follows the strengthened guidelines for UN Country Teams (UNCTs) in “Delivering as One” countries and the 2017 *UNDG Guidance on UN Development Assistance Frameworks*. As such, it is underpinned by four key programming principles – leaving no one behind; human rights and gender equality; sustainability and resilience; and accountability. At its core, the OP III embodies integrated, mutually reinforcing programming approaches – fully integrating both humanitarian and development models. The development of the 2018-2022 UNSDF/OP III builds on the UN’s current and past experience in Pakistan, as well as in-depth analysis of Pakistan’s broader country context and key trends. The legal basis for the UNSDF/OP III 2018-2022 is outlined in detail in Section 5.1 “Annex A: Legal Annex and Basis of Relationship”.



UNSDF/OP III Outcomes and Cross-Cutting Issues

The OP III encompasses ten outcome areas around which the UN system will develop its Joint Workplans for the 2018-2022 period. Each OP III outcome reflects priorities jointly identified by the UN and the Government of Pakistan, based on areas in which the UN has a strong comparative advantage. These are areas where it can leverage its considerable expertise, resources and global experience in support of national and provincial stakeholders. Each outcome is closely aligned to Pakistan's *Vision 2025* and the SDGs, placing a particular emphasis on improving the lives of the most vulnerable, marginalised and disadvantaged segments of Pakistan's population. These ten outcomes are the foundation of the OP III:



Economic Growth (Outcome 1): By 2022, the people in Pakistan, especially the most vulnerable, marginalised and unskilled, benefit from improved inclusive and sustainable economic growth, progress towards full access to energy and fair trade practices.



Decent Work (Outcome 2): By 2022, the people in Pakistan, especially women and youth, have improved access to productive livelihoods, income opportunities and decent work.



Health and WASH (Outcome 3): By 2022, the people in Pakistan, especially the most vulnerable and marginalized, have access to, and benefit from, improved universal health coverage, including sexual and reproductive health, and equitable WASH services.



Nutrition (Outcome 4): By 2022, children, adolescent girls and pregnant and lactating women have improved dietary intake and feeding and care practices, resulting in improved nutritional status, reducing stunting and other forms of under nutrition.



Food Security (Outcome 5): By 2022, the most vulnerable and marginalised populations have improved availability of, access to, and consumption of safe, nutritious and sufficient food, while promoting sustainable agriculture to achieve zero hunger.



Resilience (Outcome 6): By 2022, the resilience of the people of Pakistan, especially the most vulnerable populations is increased by addressing and mitigating natural and human induced disasters, including climate change mitigation and adaptation measures, and the sustainable management of cultural and natural resources.



Education and Learning (Outcome 7): By 2022, children and youth have enhanced, equitable and inclusive access to and benefit from quality learning opportunities.



Gender Equality and Rights (Outcome 8): By 2022, government institutions will have increased accountability towards gender equality commitments and social, economic, cultural and political rights.



Governance (Outcome 9): By 2022, the people in Pakistan, especially the most vulnerable and marginalised, have increased knowledge of their rights and improved access to more accountable, transparent and effective governance mechanisms and rule of law institutions.



Social Protection (Outcome 10): By 2022, more people in Pakistan, especially the most vulnerable and marginalised, benefit from effective social protection systems.



Alongside these ten key outcome areas, a number of cross-cutting issues underpin the OP III. These include the United Nations' key normative programming principles – human rights-based approaches, gender equality and environmental sustainability. They also encompass key issues of particular relevance for Pakistan, including youth/adolescents, population trends, urbanisation, data, migration, culture and volunteerism.

As Pakistan's provinces have their own inter-related but ultimately independent development strategies and plans, these rich, nuanced provincial and regional frameworks have also substantively influenced the UN's prioritisation of key issues. Accordingly, the OP III's outcomes pay special attention to development needs at the provincial, regional and district levels.

Risk-Informed Programming

Achieving the development outcomes at the heart of the OP III requires a clear understanding of potential risks and an active commitment to mitigating challenges in pursuit of better results for all the people of Pakistan. The UN adopted a "risk-informed programming approach" in developing the OP III, with risks and assumptions analysed and incorporated into the UN's underlying analysis of the OP III's ten key outcomes at each stage of the framework's elaboration.

Pakistan faces external and internal challenges that may affect the OP III's implementation and, in addition, the UN itself faces institutional uncertainties. While it is not possible for the UN to directly prevent or avoid the effects from these external and internal challenges, each outcome outlines approaches to minimise and manage their potential effects. The challenges that need to be taken into account if programmes are not be put at risk include:

- External challenges common to the sub-region, such as the possibility of economic fluctuations, regional tensions and crises, and uncertainties regarding future levels of international cooperation and foreign investment;
- The possibility of natural disasters and effects from societal changes – spanning earthquakes, tsunamis, floods, droughts, the accelerating effects of climate change and rising pressure on terrestrial and marine resources. There are also challenges in terms of rapid population growth and urbanisation; internal migration, especially towards urban centres; a burgeoning population of youth, many without adequate education or employment prospects; fluctuations in the rate of economic growth and productivity; the sustainability of natural and human resources; levels of investment in education, health care, nutrition, water and renewable energy; and the effects of inequalities, especially on marginalised and vulnerable groups; and
- Internal institutional challenges to the United Nations, including uncertainties from possible declines in funding available for UN agency programmes in Pakistan, the effects of UN reform, and changes in levels of access to areas with restrictions.



Management, Coordination and Working Arrangements

In light of the intricate linkages between the SDGs, Pakistan will require more inter-institutional cohesion and coordination at all levels. It is clear that no one agency, authority or sector can deliver on any of the 17 SDGs if it acts alone. The OP III will guide the UN's efforts to support the country in pursuing these goals, particularly by helping to localise SDG targets and gathering critical data to establish baselines for monitoring progress against the SDGs. This will also involve technical assistance to enhance indicators and tools for collecting and analysing data.

In line with the UN's commitment to national ownership, the OP III's management and coordination arrangements maximise the use of national systems and available UN competencies and resources. These are grounded in the international norms and standards upheld by the UN systems – particularly the principles of partnership, national government ownership and UN coherence. Effective implementation will require that all UN agencies operate in a manner that promotes coherence, ensuring that the UN's core integrated programming principles and approaches are fully applied under the unifying principle of “leaving no one behind”.

The coordination and management arrangements of the OP III are based on lessons learnt from the previous One Programme cycles (I and II), as well as on current needs to strengthen UN development cooperation in Pakistan. The detailed working arrangements and the Terms of Reference (ToR) of the OP III's coordination mechanisms will be jointly prepared by the UN and the Government of Pakistan. Every effort has been made to align the OP III's implementation arrangements to existing national coordination mechanisms, to avoid duplicating these mechanisms, to keep transaction costs to a minimum, and to ensure national ownership and leadership.

The OP III's management structure is characterised by strong national leadership through the Joint UN-National Oversight Committee and the stronger role of provincial stakeholders in oversight through Provincial Steering Committees. More focused result groups – in line with the OP III's ten outcomes – will allow for improved coordination and joint programming. Joint UN-Government oversight is one of the key features of “Delivering as One”, enabling national ownership of initiatives supported by the UN. For the OP III, these functions will be formally exercised by the Oversight Committee (OC) and the Provincial Steering Committees (PSCs).

Implementing the OP III, with its strengthened focus on policy advocacy, will require an even closer link between the programmatic and communication strategies covered in the OP III. “One Voice” is a key pillar of the DaO framework. Its objective of “Communicating as One” seeks to improve the coordination of communications among UN agencies in the country, in support of the shared aims of the OP III. A Communications Strategy will be developed for the OP III aimed at promoting the UN system in Pakistan as a family that speaks with “One Voice” and aiming to raise awareness of national development priorities, engage Pakistani counterparts in communicating these priorities and keep the donor community informed on the achievements of the OP III.



Throughout the OP III, the UN will continue to work closely with a range of partners – federal and provincial government counterparts, donors, international and national investors, development partners, international NGOs, local civil society, UN member state missions, academia, the media and communities. Crucially, it will deploy the UN system’s globally acknowledged convening role – bringing stakeholders together to address shared priorities, while jointly mobilising resources in service of Pakistan’s achievement of the SDGs – for people, planet and prosperity.





1. Introduction

Pakistan has taken the lead in adopting the *2030 Agenda for Sustainable Development* and its 17 ambitious *Sustainable Development Goals (SDGs)*, becoming one of the first countries in the world to take up their pledge¹ to transform lives and protect the planet.² The United Nations (UN) system's dedicated partnership with Pakistan is built around a shared purpose: **“Delivering as One” to achieve the SDGS.**

This document reaffirms the partnership between the Government of Pakistan and the UN, outlining our collective aspirations for a new reality for Pakistan – a reality free from poverty and deprivation, in which no one is left behind and in which the environment is protected. A reality in which development is measured both by the richness of the economy and by the richness of human lives.

Ours is a shared vision of a Pakistan where economic growth is inclusive and benefits all people; where social development is equitable; where women and men, boys and girls, and transgender individuals can all fulfil their potential with dignity and equality of opportunity; where all people have access to quality services; where natural and cultural resources are safeguarded; in which good governance is supreme and the rule of law presides; and where development is not just about today, but also about meeting the needs of future generations.

Our shared vision for a prosperous, inclusive, resilient and peaceful Pakistan is at the heart of this new **United Nations Sustainable Development Framework for Pakistan (UNSDF)**, also known as the **One United Nations Programme III (OP III)**. It articulates the strategic programme planning framework for collaboration between the UN System and the Government of Pakistan for the 2018–2022 period.

The UN's partnership with Pakistan is built around a shared purpose: “Delivering as One” to achieve the SDGS.

1 Planning Commission, Ministry of Planning, Development & Reform (2014) *Pakistan 2025: One Nation – One Vision*. Islamabad: Government of Pakistan. Available: <http://fics.seecs.edu.pk/Vision/Vision-2025/Pakistan-Vision-2025.pdf>

2 United Nations (2014) *The Road to Dignity by 2030: Ending Poverty, Transforming All Lives and Protecting the Planet. Synthesis Report of the Secretary-General on the Post-2015 Agenda*. New York: United Nations. Available: www.un.org/disabilities/documents/reports/SG_Synthesis_Report_Road_to_Dignity_by_2030.pdf



The most disadvantaged groups in Pakistan will be at the forefront of UN efforts in partnership with the Government

It is closely aligned with Pakistan's national development priorities – enshrined in its *Vision 2025* – with the SDGs and with the overall aims of Agenda 2030. Its ten key outcomes are priority areas for Pakistan – economic growth; decent work; health and WASH; nutrition; agriculture and food security; resilience; education and learning; gender equality and rights; governance; and social protection.

Working hand in hand with partners across Pakistan – the federal, provincial and local governments, donors, development partners, the private sector, civil society, the media, academia and communities – the OP III's implementation will witness renewed UN efforts to support legislative reforms and policies; strengthen national and sub-national capacities; provide high-quality policy advice and technical assistance; engage in evidence-based advocacy; support the collection and analysis of disaggregated data; and overcome bottlenecks and barriers which exclude the marginalised, the vulnerable and minorities.³ The most disadvantaged groups in Pakistan, especially those who suffer under the weight of multi-dimensional poverty, will be at the forefront of UN efforts in partnership with the Government – making sure that their voices are heard, their burdens alleviated, their needs met and their rights upheld. The principle of “leaving no one behind” will be the cornerstone of our work.

Now is the time for action. While precise figures from the on-going Census are awaited, Pakistan's current population is an estimated 195.4 million.⁴ By 2030, it will rise to 350 million.⁵ Over half of its people will be “urban”.⁶ Millions of young women and men will enter the labour market every year.⁷

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- 3 In line with the [2017 UNDAF Guidance](#), vulnerable and marginalised groups in this document refer to “persons affected by inequalities and discrimination”, including “children and adolescents, human rights defenders, indigenous peoples, internally displaced persons, refugees, migrants, minorities [including transgender individuals], peasants, persons deprived of liberty [...] persons with disabilities, persons with HIV/AIDS, stateless persons, the poor, union leaders, survivors of trafficking, women, youth and other groups of persons identified by UN human rights norms and principles.”
 - 4 Finance Division (2016) “Chapter 12: Population, Labour Force and Employment”, *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/12_Population.pdf
 - 5 United Nations Population Division (2015) *World Population Prospects: Key Findings & Advanced Tables. 2015 Revision*. New York: UN Department of Economic and Social Affairs. Available: https://esa.un.org/unpd/wpp/Publications/Files/Key_Findings_WPP_2015.pdf
 - 6 Planning Commission, Ministry of Planning, Development & Reform (2014) *Pakistan 2025: One Nation – One Vision*. Islamabad: Government of Pakistan.
 - 7 UNDP (forthcoming) “Pakistan's Demographic Transition: Young Adults, Human Capital and Jobs”, *National Human Development Report (NHDR 2017)*; Islamabad Policy Research Institute (IPRI) (2014) *Pakistan's Youth Bulge: Human Resource Development (HRD) Challenges*. Available: <http://www.ipripak.org/pakistans-youth-bulge-human-resource-development-hrd-challenges/>



The effects climate change will grow, increasing the likelihood of both more frequent and increasingly severe natural disasters – a serious concern for a country already considered among the most affected by the impacts of climate change.⁸ Among countries in Asia, Pakistan is an outlier in terms of its demographic transition, caused by the slow onset of fertility decline. This delay has resulted in a high population growth rate, a higher growth rate of its “school-age” population and a less favourable age structure for short-term economic development, since a smaller share of the population is of working age. Rapid urbanisation adds to these complexities, making sustainable urban management and service delivery a frontline issue.

If we do not act now, these trends will place untold stress on Pakistan’s economy, society, environment, stability and basic services – from health, to energy and water. Pakistan needs annual GDP growth of 6-10% to meet the demands of its rapidly growing and urbanising population⁹, while absorbing the millions of youths joining the workforce, year on year. This kind of growth can only be achieved if its population is healthy and well-nourished; skilled and well-educated; and free to innovate and realise its full potential. It can only occur when the environment is protected, so that the vital natural assets on which humanity depends – clean air, water, fertile land, rich biodiversity – can flourish. All of this requires governance that is more accountable, inclusive and responsive to people’s needs. It also means working together to achieve lasting human security – so that all people in Pakistan are safeguarded from violence, job loss, hunger, disease and natural disasters. Specific vulnerable areas like FATA require special attention and a truly integrated approach to guard against many of the poorest people in Pakistan being left behind.

Pakistan needs innovative, sustainable solutions to meet these aims and overcome the challenges it faces. Simply put, it needs to achieve progress on the Sustainable Development Goals. For the SDGs to be met in Pakistan, the UN is working in close collaboration with the Government to integrate the SDGs into national and provincial plans, ensuring that the global goals are localised to fit the Pakistani context. Harnessing the power of “delivering as one”, the UN will support Pakistan by adapting lessons from the successes of other countries in similar situations.

Pakistan
needs
innovative,
sustainable
solutions
to achieve
progress on
the SDGs

8 Germanwatch (2017) *Global Climate Risk Index 2017*. Bonn: Germanwatch. Available: <http://reliefweb.int/sites/reliefweb.int/files/resources/16411.pdf>

9 United Nations Pakistan (2017) *Pakistan Common Country Assessment (CCA): An SDG Baseline Analysis*. Islamabad: United Nations Pakistan.



Building on the successes and lessons learned of its predecessor, the One UN Programme II (2013-2017), the OP III moves towards a greater focus on partnership between the UN system and the Government of Pakistan. Formulating this strategic framework was an inclusive, participatory process – one which prioritised collaboration with all tiers of government, alongside consultation with civil society, the private sector, donors and development partners.¹⁰ As the international landscape changes, the UN in Pakistan is committed to adapting its programme focus to achieve higher impact with relatively fewer resources.

The OP III abides by the strengthened guidelines for UN Country Teams (UNCTs) in “Delivering as One” countries¹¹, the 2017 *UNDG Guidance on UN Development Assistance Frameworks*¹² and the requirements for *UNDAF Legal Annexes*.¹³ Thus, it is underscored by the four key programming principles upheld by the UNDG – leaving no one behind, human rights and gender equality, sustainability and resilience and accountability. At its core, the OP III embodies integrated, mutually reinforcing programming approaches – which fully integrate both humanitarian and development models – in order to deliver tangible, positive results for all the people of Pakistan.

10 Further details on the process of developing the OP III are included in Annex C.

11 United Nations Development Group (2014) *Standard Operating Procedures for Delivering As One*. New York: UNDG. Available: <https://undg.org/standard-operating-procedures-for-delivering-as-one/>

12 United Nations Development Group (2017) *Guidance on UN Development Assistance Frameworks*. New York: UNDG. Available: <https://undg.org/document/2017-undaf-guidance/>

13 United Nations Development Group (2010) *UNDAF Legal Annex*. New York: UNDG. Available: <https://undg.org/document/undaf-legal-annex/>

1.1 Pakistan Country Context



No

In Numbers

- **1947** Pakistan became a UN Member
- **0.550** Human Development Index (HDI) score
- **147th** of 188 countries HDI ranking¹⁴
- **0.546** Gender Inequality Index (GII) score
- **130th** of 157 countries GII ranking¹⁵

Geography

Geography



- **3%** forested
- **30%** arable land
- **Karachi** largest city (est. population 13-20 million)

14 UNDP (2016) *Human Development Report (HDR) 2016*. New York: UNDP. Available http://hdr.undp.org/sites/default/files/2015_human_development_report.pdf

15 Ibid.



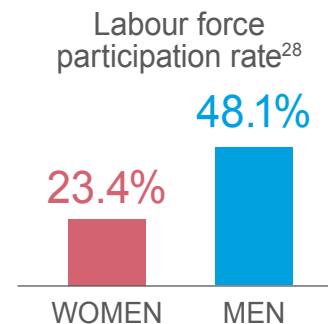
Demographics

- 195.4 million population¹⁶
- 49% women  51% men
- 66 years life expectancy at birth²⁰
- 67 years for women²¹ & 65.44 for men
- 56.44% literacy rate²²
- 42.73% for women  69.57% for men
- 96% Muslim¹⁸ (93% Sunni, 7% Shia)
- 4% Christian, Hindu, Ahmadis, and members of “scheduled castes”¹⁹
- 5.1 years²³ mean years of schooling



Economy

- US\$ 946.67 billion GDP (US\$ PPP)²⁴
- US\$ 1,560.7 GDP per capita²⁵
- 4.7% GDP growth rate²⁶
- 5.9% unemployment rate²⁷
- 9% for women & 5% for men



16 Finance Division (2016) “Chapter 12: Population, Labour Force and Employment”, *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan.

17 World Bank (2015) *Population growth (annual %)*. Washington, DC: World Bank. Available: <http://data.worldbank.org/indicator/SP.POP.GROW>

18 Pakistan Bureau of Statistics (n.d.) *Population by Religion*. Islamabad: Government of Pakistan. Available: <http://www.pbs.gov.pk/content/population-religion>

19 “Scheduled cast” is the accepted term for various historically disadvantaged groups in the Indian subcontinent.

20 World Bank (2015) *Life expectancy at birth, total (years)*. Washington, DC: World Bank. Available: <http://data.worldbank.org/indicator/SP.DYN.LE00.IN?locations=CN-IN-PK>

21 World Bank (2015) *Life expectancy at birth, female (years)*. Washington, DC: World Bank. Available: <http://data.worldbank.org/indicator/SP.DYN.LE00.FE.IN>

22 UNESCO Institute for Statistics (2015) *Pakistan: General Information*. Paris: UNESCO. Available: <http://en.unesco.org/countries/pakistan>

23 UNDP (2016) *Briefing note for countries on the 2016 Human Development Report: Pakistan*. New York: UNDP. Available: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/PAK.pdf

24 World Bank (2015) GDP, PPP (current international \$). Washington, DC: World Bank. Available: <http://data.worldbank.org/indicator/NY.GDP.MKTP.PP.CD>

25 Finance Division (2016) “Chapter 1: Overview of the Economy”, *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/Overview_of_the_Economy.pdf

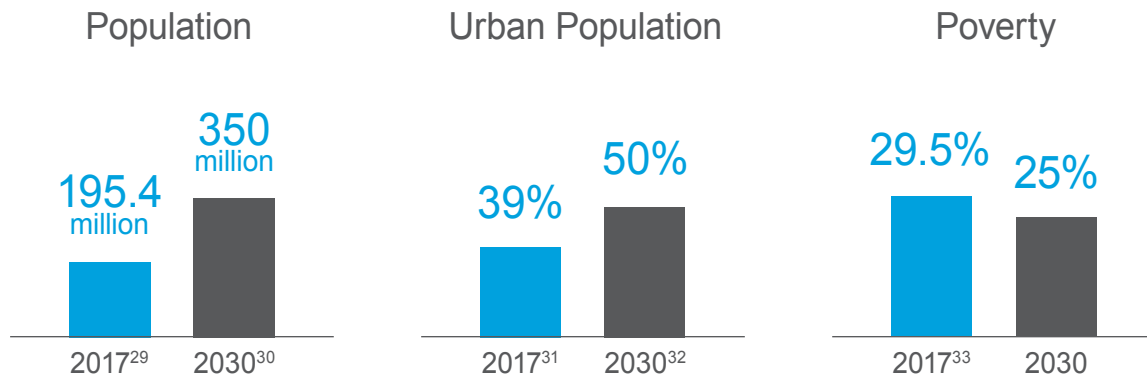
26 World Bank (2015) *GDP growth (annual %)*. Washington, DC: World Bank. Available: <http://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG>

27 Pakistan Bureau of Statistics (2015) *Labour Force Survey 2014-15: Annual Report*. Islamabad: Government of Pakistan. Available: <http://www.pbs.gov.pk/content/labour-force-survey-2014-15-annual-report>

28 Ibid.



Projections up to 2030



1.1.2 Pakistan's Commitment to the Sustainable Development Goals (SDGs)

There has been significant political ownership of the SDGs in Pakistan. This was clearly reflected in October 2015, when the country became one of the first in the world to adopt the SDGs as its own “National Development Goals”. In February 2016, the National Assembly unanimously adopted the *2030 Agenda for Sustainable Development*. The Speaker of the National Assembly established a Parliamentary Task Force at the federal level to oversee and facilitate legislation related to the SDGs, alongside an SDG Secretariat to aid this process.

While *Vision 2025* highlights some SDGs as especially relevant to Pakistan, the process of prioritising the SDGs is on-going, particularly at the provincial level where much of the country's development funding is allocated and spent. With the support of the UN, Pakistan is now taking steps to localise the SDGs. To date, this has included commitments to impressive cost-sharing. The Government's resolve to achieve the SDGs is also apparent in its growing emphasis on strengthening data systems, in line with the data imperatives highlighted in Agenda 2030 and the Goals themselves. This recognition of data's centrality is important as Pakistan requires concerted efforts and investment to establish credible baselines for the SDGs, while enacting evidence-based policies to achieve their targets.

29 Finance Division (2016) “Chapter 12: Population, Labour Force and Employment”, *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan.

30 United Nations Department of Economic and Social Affairs, Population Division (2015). *World Population Prospects: Key Findings & Advanced Tables. 2015 Revision*. Retrieved from: https://esa.un.org/unpd/wpp/Publications/Files/Key_Findings_WPP_2015.pdf

31 <http://data.worldbank.org/indicator/SP.URB.TOTL.IN.ZS>

32 Planning Commission, Ministry of Planning, Development & Reform (2014) *Pakistan 2025: One Nation – One Vision*. Islamabad: Government of Pakistan.

33 Finance Division (2016) “Chapter 16: Poverty (Annexure III)”, *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/Annexure_III_Poverty.pdf



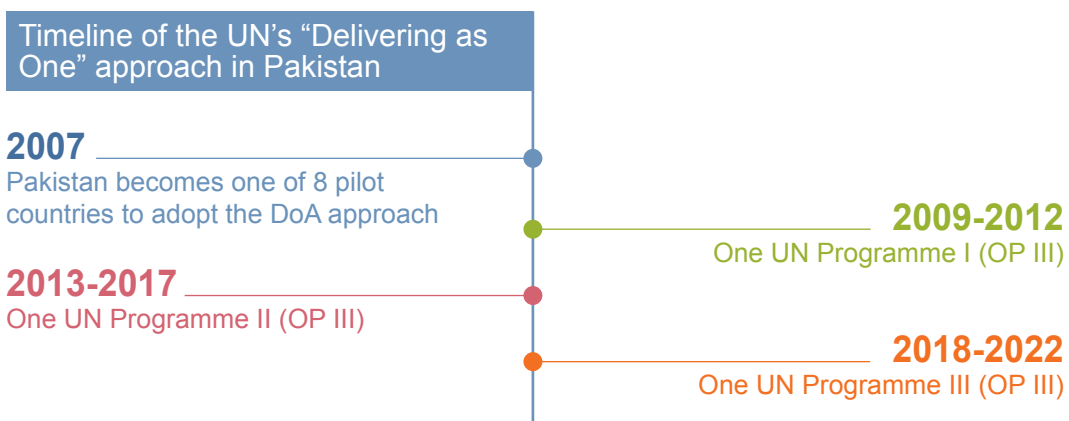
1.2 Lessons Learned

from the OPII 2013-2017: Findings and Recommendations

The One UN Programme II (OP II, 2013-2017), under the framework of “delivering together as one”, led to actions which were more efficient and results that were more sustainable than ever before. The benefits of the OP II included enhanced inter-agency cooperation under the proactive leadership of the United Nations Country Team (UNCT). The “One UN” approach has helped to strengthen the humanitarian-development nexus.

As the OP II progressed, its approach became more results-oriented, participatory and inclusive. This approach will be taken forward under the OP III, with an even greater emphasis on partnership; offering high-level, high-quality, evidence-based policy advice; providing capacity development and technical support, especially at the provincial/regional level; and facilitating dialogue and partnerships between the state, the private sector, civil society and other actors. The UN will also respond to the need for more of a focus on environmental sustainability, inclusive economic growth, decent employment and the collection and use of disaggregated data.

The comparative strength of the UN system in Pakistan was showcased throughout the OP II period. First and foremost, its comparative advantage as a trusted, impartial partner able to support better results for all the people of Pakistan through development and humanitarian initiatives. Equally essentially were the UN’s globally acknowledged assets – objectivity, convening power, high-quality policy advice, the ability to draw upon international best practices, expertise in capacity development and technical assistance, and advocacy for international norms and standards. The UN’s unique ability to work closely with a broad range of partners – including the Federal Government, provincial and local governments, donors, the private sector, civil society, academia, the media and communities – was a strength that ensured national ownership of all UN initiatives.





The following factual lessons were learned from the implementation of the One UN Programme II over the course of 2013-2017. A range of recommendations have been drawn from these findings:

Lessons Learned	Recommendations
<p>UN engagement with all three tiers of governance (federal, provincial and district) yields enhanced results for social service delivery support.</p>	<p>Both national and sub-national ownership of UN support should be secured, as this is critical for effective internalisation and government buy-in. Engagement is needed at all levels – federal, provincial, district and municipal.</p> <p>In the long run, it is important to work through government systems, rather than investing in parallel mechanisms. Every effort should be made to work through the public sector, albeit without excluding the possibility of private sector involvement. At the very least, a strategy should be in place to handover initiatives to the public sector. In tandem, it will be important to engage creatively with the private sector to fill gaps in service provision.</p>
<p>The UN Provincial Steering Mechanism has allowed for greater ownership of UN assistance and enhanced joint UN-Government oversight at the provincial level.</p>	<p>The UN Provincial Steering Mechanism should be taken forward, to continue to enhance country-ownership and joint UN-Government oversight at the provincial level.</p> <p>There is a need to strengthen institutional engagement at the district and municipal levels. The latter is especially important in the context of rapid urbanisation, given that implementation bottlenecks often arise at this level. Given the breadth of districts that comprise Pakistan, special priority should be given to districts with the highest levels of multi-dimensional and absolutely poverty; which are especially vulnerable to the effects of natural disasters and human-induced crises; where basic services are not readily accessible; and which are beset by high levels of food insecurity.</p>



Lessons Learned	Recommendations
<p>Adherence to the “One UN” approach has allowed optimal demonstration of UN’s four key roles (as an advisor to the Government; as a convenor of stakeholders; as a provider of technical expertise; and as a service provider). This also leverages UN strategic positioning at the national and sub-national levels.</p>	<p>The UN should further leverage its potential by forging inter-agency efforts across the full range of upstream work (legislation and policy formulation, work plan development, regulation and M&E) particularly at the district level. This must be based on international norms and standards, and fully aligned to local contexts.</p> <p>A UN integrated response to the SDGs is needed to provide coherent support to the Government in terms of the localisation and the implementation of the SDGs.</p>
<p>UN has demonstrated results within integrated policy interventions under the OP II, aligned with national goals and priorities.</p>	<p>The UN should take forward the overall Joint Programming Framework of the One Programme, as joint programmes and other joint initiatives have demonstrated solid results.</p> <p>The UN should strive to consider the full gamut of needs of rights holders. As such, interventions should aim to be holistic – addressing all aspects. Sustained collaboration with the Government and private sector are needed to avoid duplication and ensure that as many needs as possible are addressed.</p>
<p>Multi-sector programming is an effective approach to address needs in different sectors (e.g. health, education, WASH, child protection, HIV, etc.). Tackling these issues together leads to more positive impacts.</p>	<p>The UN should continue its focus on multi-sectoral programming, taking cross-cutting themes into account throughout.</p> <p>Joint UN efforts are required on areas where intersectorality is established. This will be especially useful in the context of the SDGs, given their inter-related nature.</p>
<p>Rapid population growth poses a serious challenge to Pakistan’s pursuit of the SDGs. However, it is often accorded insufficient attention in policies and interventions.</p>	<p>Given Pakistan’s population dynamics, population, urbanisation and development discourse should inform UN programming.</p>



Lessons Learned	Recommendations
<p>Mobilising and organising vulnerable groups into ‘collectives’ (e.g. associations, unions, action groups) allows them to engage more effectively with duty bearers.</p>	<p>More efforts should be made to engage directly with vulnerable groups, including women and young people; to organise them into varying forms of collectives; to raise their awareness of their rights; and to strengthen their capacity to engage with duty bearers.</p>
<p>Pakistan’s framework surrounding basic human rights remains weak.</p>	<p>UN support should focus on capacity development for national stakeholders and the strengthening of accountability systems, so that the principle of “leaving no one behind” is fully embedded in governance.</p>

Lessons learned in terms of implementation and management arrangements have informed the arrangements put in place by the OP III. For instance, the lesson that “results groups” or Strategic Priority Areas (SPAs) which combined several issues proved less effective and elicited less agency participation than those SPAs which focused on more narrow issues. Thus, the OP III opted for ten Outcomes to permit a greater focus on specific key issues. Moreover, lessons surrounding the importance of focusing on “upstream” policy are now reflected in each OP III Outcome.





2. Pakistan One UN Programme III 2018–2022

The UNDSF/OPIII is the UN system's national programme framework for Pakistan. It focuses on supporting Pakistan's strong potential for inclusive socio-economic development while addressing inequalities, surmounting challenges and fostering greater social justice. By 2022, it envisions that the country will be firmly on the path towards achieving the SDGs. Its ten key outcomes reflect a range of priority development areas with strategic potential, where the UN can work with federal, provincial and district governments, alongside other key partners, in support of sustainable development in Pakistan. By delivering "as one", UN agencies in Pakistan will seek to strengthen national and sub-national capacities; provide high-quality policy advice and technical assistance; engage in advocacy; support the collection and analysis of disaggregated data; and focus on overcoming bottlenecks and barriers that exclude the poor and the vulnerable.

The OP III will place greater emphasis on Joint Work Plans, including at the provincial level, to respond more effectively to the need for capacity strengthening, while facilitating enhanced intra-UN collaboration by agencies present in the provinces. SDGs within the "People" category will require special attention by the UN in order to tackle root causes which could constrain Pakistan's pursuit of the SDGs, such as challenges associated with nutrition, health, and water, sanitation and hygiene (WASH).

The OP III provides the broader framework for UN support for the Government's pursuit of the SDGs. Leveraging its key roles – as a convener of diverse stakeholders, an advisor on development, a promoter of international best practice and an advocate for leaving no one behind – the UN system in Pakistan will work to influence change and partner with a range of stakeholders to spur progress on the OP III's ten outcomes.

The UNDSF/OPIII is the UN system's national programme framework for Pakistan, which envisions that the country will be on track to achieve the SDGs by 2022



Planned results are national in scope at the “outcome level” in order to capture key trends and priority areas across the country. At the “output level” the OP III will respond to specific provincial and local priorities. In keeping with Option 1c of the UNDG’s *Interim Guidance on United Nations Development Assistance Frameworks*,³⁴ the UNSDF/OP III result matrix at the outcome level has been developed here. Annual results and activities will be specified in Joint Work Plans. As per the *Guidance on the UNDAF’s Legal Annex*, this option means that a UNSDF/OP III Action Plan does not have to be developed.³⁵

2.1 Risk Informed Programming

Achieving the development outcomes at the heart of the OP III requires a clear understanding of potential risks and an active commitment to mitigating these hurdles in pursuit of better results for all the people of Pakistan. For this reason, the UN adopted a “risk-informed programming approach” when developing the OP III. At each stage of the framework’s elaboration, risks and assumptions were analysed and incorporated into the UN’s underlying analysis of the OP III’s ten key outcomes.

External and Internal Risks

Pakistan faces a number of **external and internal challenges** that will affect the OP III’s implementation. While it is not possible for the UN to directly prevent or avoid the effects thereof, each Outcome outlines approaches to minimise and manage their potential effects. These evidenced-based approaches are based on UN agencies’ detailed analysis of the context. Mitigation measures covering all foreseen challenges are outlined below (see section 2.2.1). The Government’s explicit acknowledgment of these issues in Vision 2025 is an immense asset. By clearly assessing the challenges ahead, Pakistan is in a strong position to overcome risks and achieve the SDGs.

Due to its geo-strategic location, Pakistan is susceptible to **external concerns** shared with other countries, including the possibility of economic fluctuations, regional tensions, and uncertainties regarding future levels of international cooperation and foreign investment. There may also be challenges in terms of changes in levels of access to areas with restrictions.

34 UNDG (2016) *Interim United Nations Development Assistance Framework Guidance*. New York: UNDG. Available: <https://undg.org/wp-content/uploads/2016/09/Interim-UNDAF-Guidance-2016.pdf>

35 UNDG (2015) *Legal Annex to UNDAFs. Supplement to the Guidance Notes “How to Prepare an UNDAF”*. New York: UNDG, p. 3.



Current regional investment initiatives like the *China Pakistan Economic Corridor* (CPEC) agreement – encompassing a 3,218 km route between the port of Gwadar, Balochistan, and China's Xinjiang province – are momentous opportunities for economic growth and bridging Pakistan's energy shortfall. Yet, mega-projects entail risks that can only be mitigated by ensuring that issues like decent work, environmental protection and public-private collaboration are adequately addressed.

As described in Vision 2025, Pakistan faces **internal socio-economic and environmental challenges**, which have been analysed and incorporated into the OP III's programming approach. Above all, Pakistan is prone to the effects of natural disasters – spanning earthquakes, tsunamis, floods and droughts. Pakistan is affected by social, economic and environmental dynamics described in Vision 2025 that could affect the country's pursuit of the SDGs. Foremost among these are the accelerating effects of climate change and rising pressure on terrestrial and marine resources; effects from rapid population growth and urbanisation; significant internal migration, especially towards urban centres which lack the infrastructure to cope with the influx of new residents; a burgeoning population of youths without adequate education or employment prospects; and variations in the pace and quality of economic growth.

Alongside concerns about the country's economic growth and productivity, challenges exist in terms of the use of natural and human resources; levels of investment in education, health care, nutrition, water and renewable energy; and social inequalities, which take a disproportionate toll on marginalised and vulnerable groups. *Vision 2025* says explicitly:

“Pakistan is currently facing serious challenges on various fronts. These include the combination of low growth and high inflation, which is one of the major factors leading to the perpetuation of poverty and unemployment. Energy shortages have posed great problems to the citizens as well as businesses and agriculture. Social indicators reflect serious deficiencies in education, health and population, gender equity and social services. The law and order situation in the country poses a critical threat to security as well as the economy. The decade-long struggle against terrorism and extremism continues to impose immense social, economic, and human costs. The challenges are compounded by a number of adverse exogenous developments, especially the looming threat of climate change, the aftermath of global economic, financial, and energy crises, unabated fragility of the global financial system, and the continued stagnation in developed country import demand as well as aid flows.”³⁶

Each OP III outcome outlines approaches to minimise and manage the potential effects of external and internal risks

36 Planning Commission, Ministry of Planning, Development & Reform (2014) *Pakistan 2025: One Nation – One Vision*. Islamabad: Government of Pakistan, p. 3.



The exclusion and disparities sparked by these challenges create further concerns. As *Vision 2025* states, “Without social justice, the gains from development are lost due to resulting inequality, exploitation and conflict.” Thus, the aforementioned challenges are underpinned by, and reinforce, social dynamics replete with issues like regional and ethnic tensions, as well as the persistence of intolerant hate speech in the media, despite Government attempts to quell it.³⁷ These dynamics are accentuated in the context of Pakistan’s large proportion of youths who are both under- or uneducated and under- or unemployed.

It is likely that Pakistan’s political environment will be affected by many of these dynamics in the coming years. With federal and provincial elections planned for 2018, there may be challenges associated with changes in political leadership. The devolution process initiated in 2010 by the 18th Constitutional Amendment is clearly a positive development, as is the National Finance Commission (NFC) Award, hailed as a step towards federalism.

Nevertheless, decentralisation itself entails challenges, particularly linked to an evolving implementation capacity and efficient spending. To date, most provincial and regional governments have been unable to effectively spend the funds designated to them. On average, some 50% of the Public Sector Development Plan (PSDP)/Annual Development Plan (ADP) funds are spent by the provinces. The rest are returned, year after year, to the Federal Treasury to cover deficits in other sectors. In the context of rapid urbanisation, implementation bottlenecks tend to arise at the municipal level. This makes it all the more critical that municipal level capacities are strengthened to improve service delivery and cement the sustainable management of cities. While positive changes are underway, further efforts are needed to meet the challenges of achieving good governance, ensuring accountability and upholding the rule of law at all levels. Efforts to combat impunity and support the administration of justice, for example, would help to uphold Pakistan’s commitments to international human rights principles and ensure the protection of women and girls, minorities and other vulnerable groups. To this end, the UN will explore strategies to enhance normative-operational linkages and invest in support for the rule of law and good governance.

Areas like FATA, moreover, face specific challenges. Alongside high levels of poverty, thousands of families have been affected by displacement and work remains to be done to ensure that returns are sustainable. Women, children and other vulnerable groups are especially affected. The region’s particularities demand better integration of short-term assistance, recovery and rehabilitation projects into a framework for medium- and long-term development. The historic package of FATA reforms – adopted in March 2017, centring on FATA’s integration within KP – require concerted support to facilitate the extension of governance structures to the region. There is a need to move beyond the labels of humanitarian assistance and development support towards a truly integrated approach that manages risks and spearheads sustainable development in this complex context. As a result, well-focused, contextually-sensitive efforts may have to be used to achieve development outcomes in FATA, potentially including special plans incorporated into Joint Work Plans.

37 UNCT (2017) *Universal Periodic Review (UPR) of Pakistan 2017: UNCT Submission*, p. 4; Bytes for All (2014) *Hate Speech: A Study of Pakistan’s Cyberspace*. Islamabad: Bytes for All.



Certain internal **institutional concerns** may affect OP III's implementation. Chief among these are uncertainties surrounding access to restricted areas, such as parts of FATA, coupled with funding for UN agency programmes and activities in Pakistan. Evidently, sustained funding will be necessary to generate the outputs required to achieve OP III's key outcomes. However, the funding landscape for UN interventions is poised to shift. A number of donors are reducing their support for Pakistan, or may do so over the next five years.

In part, this is tied to Pakistan's becoming a "Middle Income Country" in recent years, making it less of a priority for the donors which support the UN's work. It is also linked to Pakistan's decreasing need for humanitarian aid, which formed a significant proportion of UN assistance during the previous OP II period. As Pakistan's policy makers become increasingly capable of planning for and managing crises, the need for international humanitarian assistance will decline. As a result, it will be ever more necessary to mobilise domestic resources to achieve development aims and cope with small- or medium-scale disasters. Nevertheless, humanitarian assistance may still be required in the event of a major disaster. Finally, reduced donor support for Pakistan is also related to growing demands on donor resources in the wake of unfolding humanitarian crises elsewhere in the world, including the migrants and refugees arriving in Europe, North America and some Asian countries.

2.1.1 Cross-Cutting Risk Mitigation Strategies

By using a "risk-informed programming approach" to develop the OP III's Outcomes, the UN has integrated cross-cutting strategies for prevention, mitigation and response into its programming. In essence, these strategies include:

1. An **increasing shift from a project approach to a programme approach** by most UN agencies. This will include a **greater focus on upstream policy work** to help monitor external and internal risks, and to ensure that UN programming is adapted as needed.
2. An **integrated programming approach** which harmonises humanitarian and development support; focuses on **impacts**; and bolsters **national ownership**, including through co-financing, leveraging domestic resources and engaging creatively with a wide range of stakeholders – from governments to the private sector, civil society and others. This is especially important as the international funding landscape changes, making a clear funding strategy necessary to "do more" with relatively fewer resources.
3. **A growing focus on strengthening government planning and budgeting modalities**, in order to improve the allocation, targeting and efficiency of national and provincial investments aimed at implementing the SDGs. This will encompass a focus on all tiers of governance, from the federal level, to the provincial, district and municipal levels in order to support change on the ground.



4. **Enhanced technical capacity development** for key stakeholders, including government bodies and other national institutions. As mitigating the impact of shocks and discontinuities will ultimately depend on strengthened local capacity, the UN will prioritise efforts to bolster the resilience, preparedness, response and the adaptation capacities of Disaster Management institutions, line departments, and communities across Pakistan. Mainstreaming resilience, DRR and climate change adaptation within the work of line departments is especially important for cementing preparedness. Capacity development initiatives will also focus on promoting strengthened governance at all levels. **Using the UN's convening power to strengthen dialogue and collaboration between key players** in the government, civil society and the private sector, particularly to enhance Pakistan's focus on decent work and inclusive growth, strengthened governance and human rights issues.
5. Further **support for the Government's collection and analysis of data** relevant to the SDGs, especially data on vulnerable groups, in order to inform evidence-based policy making.
6. An **emphasis on raising awareness and enhancing the knowledge of communities and households** to increase the demand for, and use of, effective social services. This is also an indispensable strategy to address potentially harmful attitudes and behaviours.

2.2 Outcomes and Cross-Cutting Themes

The OP III encompasses ten outcome areas around which the UN system will develop its framework for action for the 2018-2022 period. These are expected to provide the people of Pakistan with a fuller range of choices and opportunities, promote human development, uphold the realisation of fundamental rights and protect the country's precious environmental resources. Each outcome reflects priorities jointly identified by the UN and the Government of Pakistan.

These are areas in which the UN has a strong comparative advantage and will be able to leverage its considerable expertise, resources and global experience in support of national and provincial stakeholders across the country.

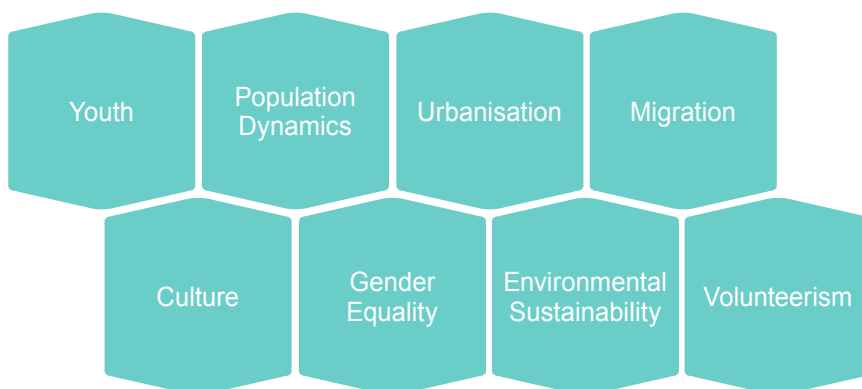
Each outcome is closely aligned to Pakistan's *Vision 2025* and the SDGs, placing a particular emphasis on improving the lives of the most vulnerable, marginalised and disadvantaged segments of Pakistan's population. These outcomes are the foundation of the One UN Programme III (OP III):



As noted above, these outcomes and their expected results serve as a “mutual accountability framework” between the UN and the Government of Pakistan. The OP III sets out two levels of results expected from this collaboration: “outcome level results”, which are described in detail in this document; and “output level results”, which will be articulated in separate Joint Work Plans. The **legal basis** for the UNSDF/OP III 2018-2022 is outlined in detail in Section 5.1 “Annex A: Legal Annexes and Basis of Relationship”.

Cross-Cutting Issues

Alongside its ten key outcome areas, a number of cross-cutting issues underpin the OP III. These include the United Nations’ key normative programming principles – human rights-based approaches, gender equality and environmental sustainability. They also encompass key issues of particular relevance for Pakistan, the namely youth/adolescents, population trends, urbanisation, data, migration, culture and volunteerism.





These issues cut across different sectors and need to be addressed in an integrated manner given their strategic importance for sustainable development in Pakistan. Urbanisation offers opportunities for economic growth and connectivity, yet also poses challenges by placing greater strain on basic services and natural resources. As youth will play a pivotal role in Pakistan’s “demographic dividend” over the coming decades, a lot depends on how effectively their tremendous potential is harnessed in pursuit of sustainable development. Both internal and external migration affects development gains, as do population dynamics. Population growth will have to be controlled more effectively, and gender equality advanced significantly, in order to reap the full benefits of development. Culture is both an enabler and a driver of the economic, social and environmental dimensions of sustainable development. Volunteerism has the potential to significantly promote broad-based national ownership, community engagement, gender equality and inclusive participation for sustainable human development. There is also a need to take forward Pakistan’s recent progress on data availability, as data disaggregated by sex, age and other socio-economic factors is vital for setting credible baselines and monitoring progress on the SDGs. UN programming across the OP III’s ten outcomes will factor in these cross-cutting issues.

South-South/Triangular Cooperation

South-South Cooperation is a broad framework for collaboration among countries of the global “South” in the political, economic, social, cultural, environmental and technical domains. It involves two or more developing countries and can take place on a bilateral, regional, sub-regional or inter-regional basis. Governments often assume a leading role, with active participation from public- and private-sector institutions, non-governmental organisations and individuals. It involves a range of evolving aspects, including the sharing of knowledge and experience, training, technology transfer, financial and monetary cooperation and in-kind contributions.

In the context Pakistan, South-South Cooperation plays an important role in promoting trade and economic growth. The *China Pakistan Economic Corridor* (CPEC) agreement is an important example of such cooperation, focused on investment and infrastructure development valued at over US\$ 62 billion.

Other regional forums are also significant, including the Economic Cooperation Organization (ECO); *Central Asia Regional Economic Cooperation* (CAREC) program; the *Turkmenistan, Afghanistan, Pakistan, India Pipeline* (TAPI); and the Shanghai Cooperation Organization (SCO), which promotes regional political, economic and security cooperation among Russia, China, Pakistan and India.

The UN can play a pivotal role in stimulating South-South cooperation by leveraging its expertise and longstanding field experience in support of developing countries. In light of the changing global industrial setting, for example, UN agencies play a key role in the technical implementation of South-South cooperation projects. They help to convene regional and global dialogue on South-South and triangular cooperation, while helping to broker or sponsor partnerships and knowledge exchange between countries of the global “North” and “South.” As envisaged in Pakistan’s *Vision 2025*, the UN will support Pakistan’s efforts to develop a competitive knowledge economy through value addition and by supporting Pakistan’s aspiration to become a regional trade hub.



2.3 Alignment to Pakistan's Vision 2025 and the SDGs

The OP III is closely aligned with Pakistan's national development plan, *Vision 2025*, the country's principal national planning instrument. Each of the OP III's outcomes is linked with the national priorities outlined by *Vision 2025*, sharing its aspirations for an inclusive and prosperous, peaceful and resilient Pakistan. These outcomes – collectively defined by UN agencies and the Government – echo the aims of *Vision 2025*, which embraces change as the path towards sustainable development. The OP III is fully in line with *Vision 2025's* conception of “a state based on justice, dignity, security, and prosperity, without prejudice and discrimination”³⁸, where inclusive, equitable growth is the bedrock of sustainable development in all its guises – economic, social and environmental. As Pakistan's provinces have their own inter-related but ultimately independent development strategies and plans, these rich, nuanced provincial and regional frameworks have also substantively influenced the UN's prioritisation of key issues. Accordingly, the OP III's outcomes pay special attention to development needs at the provincial, regional and district levels.

The seven pillars of *Vision 2025* are underscored by an explicit recognition of “key drivers” or “enablers” for Pakistan's long-term development trajectory and sustainable growth. These key drivers are: a shared vision; political stability and the continuity of policies; peace and security; the rule of law; and social justice. Although *Vision 2025* pre-dates the formal adoption of the SDGs by UN Member States in September 2015, its “pillars” are aligned with the SDGs. Links between *Vision 2025* and the SDGs are mapped within the document itself (see the Table below).

Thus, both the OP III and *Vision 2025* are wholly aligned with the SDGs. Based on extensive consultations, *Vision 2025* was prepared by the Planning Commission of Pakistan in 2014³⁹, taking into account lessons learned from other emerging economies. It serves four basic functions:

- It is informed by the views of national and international stakeholders regarding the direction of Pakistan's future development;
- It sets goals for the future, while outlining expected outcomes. These will serve as a roadmap, providing a strategy for Pakistan's human, social and economic development;
- It offers a conceptual platform for Pakistan to move to a higher development trajectory and
- It assists Pakistan to reach globally-agreed targets for development, including the SDGs.

38 Planning Commission, Ministry of Planning, Development & Reform (2014) *Pakistan 2025: One Nation – One Vision*. Islamabad: Government of Pakistan, p. ix.

39 *Vision 2025* was approved by the National Economic Council on the 29th of May, 2014.



Vision 2025 Pillars		Linkage with SDGs
1	People First: Developing social and human capital, and empowering women.	SDG 1 (Poverty), SDG 3 (Health), SDG 4 (Education), SDG 5 (Gender) and SDG 8 (Decent Work).
2	Growth: Sustained, indigenous and inclusive growth.	The target is virtually identical to SDG 8 (Inclusive and Sustainable Economic Growth and Decent Work). It is also aligned with SDG 10 (Inequalities), SDG 12 (Sustainable Consumption and Production), SDG 13 (Climate Change), SDG 14 (Oceans) and SDG 15 (Terrestrial Ecosystems).
3	Governance: Democratic governance, institutional reform and public sector modernization.	The language is similar to SDG 16 (Peaceful Society).
4	Security: Energy, water and food security.	SDG 2 (Zero Hunger), SDG 6 (Water Security), SDG 7 (Energy Security) and SDG 11 (Urbanization)
5	Entrepreneurship: Private sector and entrepreneurship-led growth.	SDG 9 (Innovation and Industrialization).
6	Knowledge economy: Developing a competitive knowledge economy through value addition.	SDG 9 (Innovation) and SDG 4 (Education).
7	Connectivity: Modernizing transport infrastructure and regional connectivity.	SDG 9 (Infrastructure) and SDG 17 (Partnership).

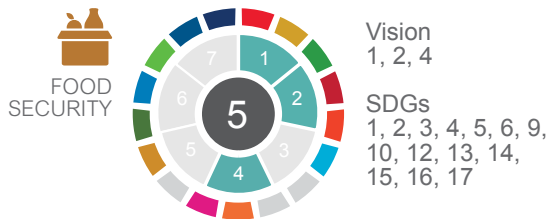
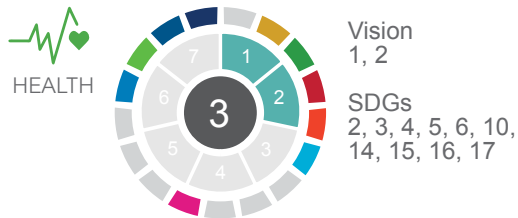
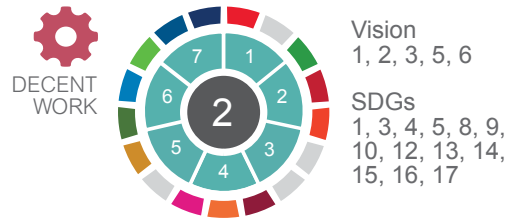
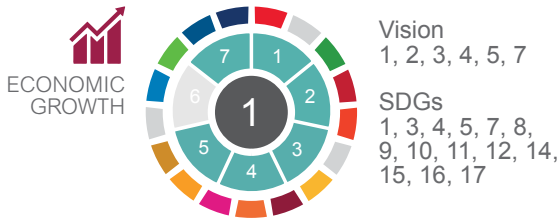
Source: Vision 2025, p. 10.

While Pakistan’s national development goals are notably in line with the SDGs, the country faces significant challenges in achieving the SDGs given three overarching factors:

- Pakistan’s progress on most of the Millennium Development Goals (MDGs) was insufficient;
- The country will have to make particular efforts to achieve the SDGs in light of its performance on the MDGs; and
- The SDGs’ targets are even more challenging than those set by the MDGs.



Links between the OP III's Outcomes, Pakistan's Vision 2025, and the SDGs





In light of the intricate linkages between the SDGs, Pakistan will require more inter-institutional cohesion and coordination at all levels. It is clear that no one agency, authority or sector can deliver on any of the 17 SDGs if it acts alone. As government line ministries and departments prepare their plans and budgets for the coming year with UN technical support, they recognise the need to include specific steps towards SDG targets, while improving inter-institutional coordination.

In light of Pakistan's impressive commitment to the SDGs, the OP III will guide the UN's efforts to support the country in pursuing these goals, particularly by helping to localise SDG targets and gathering critical data to establish baselines for monitoring progress against the SDGs. This will be also involve technical assistance to enhance indicators and tools for collecting and analysing data.



3. Key Outcomes of the UNSDF/OP III

3.1 Economic Growth

ECONOMIC GROWTH



Outcome 1:

By 2022, the people in Pakistan, especially the most vulnerable, marginalised and unskilled, benefit from improved inclusive and sustainable economic growth, progress towards full access to energy and fair trade practices

Contributing UN Agencies:

UNIDO, UNV, UN Habitat, FAO, UNESCO, ILO, IOM and UNCTAD

ALIGNED TO VISION 2025 AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth), 3 (Governance), 4 (Security), 5 (Entrepreneurship), 6 (Knowledge Economy), 7 (Connectivity)

SDGs

1 (Poverty), 3 (Health), 4 (Education), 5 (Gender), 7 (Energy), 8 (Decent Work & Economic Growth), 9 (Infrastructure & Innovation), 10 (Inequalities), 11 (Cities), 12 (Consumption & Production), 14 (Life Below Water), 15 (Life on Land), 16 (Peace, Justice & Institutions), 17 (Partnerships)



What is Sustainable, Inclusive Economic Growth?

Sustainable, inclusive economic growth is about expanding national economies while ensuring that the benefits of development reach the entire population – including the poor and the most vulnerable. It requires conditions that allow people to have quality jobs which stimulate the economy, while safeguarding the environment. While multiple definitions of such growth exist, they share the understanding that:

- Growth is “**sustainable**” when it balances current needs with the needs of future generations.
- Growth is “**inclusive**” when it takes place in the sectors in which the poor work (e.g. agriculture); occurs in places where the poor live (e.g. undeveloped areas); uses the factors of production that the poor possess (e.g. unskilled labour); and reduces the prices of items that the poor consume (e.g. food and fuel).⁴⁰

Inclusive growth based on the principles of social justice and equity would ensure that people are effective contributors to, and beneficiaries of, the growth process.

Vision and Rationale

Why does Sustainable Economic Growth Matter for Pakistan?

Sustainable and inclusive economic growth is necessary for achieving sustainable development. A thriving, diverse economy whose benefits are shared equitably by all members of society is an indispensable pathway to prosperity *for all*. Such prosperity, in turn, is a vital precursor to the well-being of a country’s people and the protection of its environment.

The consolidation of a strong macroeconomic framework – including appropriate monetary policy measures and increased trade and investment flows – is the key to a strong economy. Pakistan requires a focus on sustainable, inclusive growth to address challenges of a rapidly growing and urbanising population while overcoming energy deficiencies. This will harness its rich potential to become a more prosperous, equitable, resilient nation, while achieving progress on all the SDGs. To do so, it needs GDP growth of 6-10% per year⁴¹ – something that it can only reach if its workforce is healthy, properly nourished, educated and skilled.

40 UNDP (2015) *What does inclusive economic growth actually mean in practice?* New York: UNDP and the Sustainable Development Goals Fund. Available: <http://www.undp.org/content/undp/en/home/blog/2015/7/31/What-does-inclusive-economic-growth-actually-mean-in-practice-.html>

41 United Nations Pakistan (2017) *Pakistan Common Country Assessment (CCA): An SDG Baseline Analysis*. Islamabad: United Nations Pakistan.



Such growth cannot be reached if environmental degradation continues to cost Pakistan 6% of its GDP each year⁴²; if women's labour force participation rate remains as low as the current 23.4%⁴³; if malnutrition continues to lose the country 3-4% of its GDP per year⁴⁴; and if 34% of business revenue continues to be lost annually due to power cuts.⁴⁵ Ultimately, sustainable change will depend on strengthened national capacities to attain a strong, diversified and inclusive economy characterised by increased domestic and foreign investment; stimulated by the development of value-chains and competitive trade; and marked by greater access to renewable and non-renewable energy.

Alignment with Vision 2025

A healthy economy is enshrined in *Vision 2025* as the overall aim of Pillar 2 ("Growth") and intersects with the aspirations of Pillar 1 ("People First"), Pillar 4 ("Security", including energy security), Pillar 5 ("Entrepreneurship") and Pillar 7 ("Connectivity"). *Vision 2025* aims to achieve opportunities for better living standards for all Pakistanis – thus, it explicitly promotes inclusive growth. The Government envisages a strategic approach to developing a united, equitable society through balanced development, social progress and broad-based growth. Pakistan's *Vision 2025* also recognises that sufficient, reliable, clean and cost-effective energy – now and the future – is indispensable for sustainable growth.

This OP III outcome is fully aligned with the Government's plans on inclusive growth and energy security. It echoes *Vision 2025's* conception of a thriving, sustainable economy which is attractive to investors; where the "ease of doing business" is enhanced; where entrepreneurial innovation flourishes; in which energy security and clean energy are promoted; where women, men and transgender individuals have equal access to, and benefit equally from, paid employment; and which is characterised by high productivity and competitiveness. The OP III's vision of inclusive economic growth places people at the centre of economic development – in line with *Vision 2025's* commitment to "putting people first".

Sustainable change will depend on improved national capacities to attain a strong, diversified, and inclusive economy whose benefits are shared equitably

42 World Bank (2006) The cost of environmental degradation in Pakistan: An analysis of physical and monetary losses in environmental health and natural resources. Washington, DC: World Bank. Available: <http://documents.worldbank.org/curated/en/276121468059090167/The-cost-of-environmental-degradation-in-Pakistan-an-analysis-of-physical-and-monetary-losses-in-environmental-health-and-natural-resources>

43 Ibid.

44 UN System Standing Committee on Nutrition (2004) *5th Report on the World Nutrition Situation*. New York: SCN.

45 World Bank (2015) *Doing Business Report 2016*. Washington, DC: World Bank, p. 70. Available: <http://www.doingbusiness.org/reports/global-reports/doing-business-2016>



Current Context

Recent years have witnessed great strides in macroeconomic stability and strong economic growth in Pakistan. GDP growth has risen steadily for three consecutive years, reaching 4.7% in 2015/16.⁴⁶ Yet, a growing body of evidence reveals that Pakistan’s pattern of economic growth is not commensurate with its population growth rate.⁴⁷ To fulfill the Government’s commitment to an efficient, effective and globally competitive business environment, which is capable of facilitating the growth of investments – as envisaged in *Vision 2025* – gaps in the current policy environment and in governance, will have to be overcome. The gender gap in the labour force is another major challenge. Less than a quarter of women over the age of 15 are active in the workforce and most women workers are concentrated in the informal sector

Pakistan has made significant progress in terms of economic growth providing economic opportunities for the poor, with multi-dimensional poverty rates falling from 55% in 2004 to 38.8% in 2015.⁴⁸ Certain challenges are posed, however, by Pakistan’s patterns of growth and investment. These tend to be concentrated in “low-value added” service sectors, which restricts the employability of university graduates. This is essentially a “demand side” problem, whereby the private sector has been unable to create quality jobs aligned to available skills.

There is a need to diversify Pakistan’s economic base in four key areas: **agriculture, industry, trade and energy.**



Agriculture

- 42.3% of Pakistan’s workforce
- Largest source of foreign exchange earnings⁴⁹



Trade

- 12.9% decline in exports 2015-2016
- US \$20.2 billion merchandise trade deficit⁵¹



Industry

- 13.6% of the workforce
- 15.3% of GDP⁵⁰



Energy

- 1% of energy supply mix provided by renewable energy sources⁵²

46 http://www.finance.gov.pk/survey/chapters_16/Overview_of_the_Economy.pdf

47 Pakistan’s population is growing by 2% each year – forecast to rise from an estimated 195.4 million in 2016 to an estimated 350 million by 2050 according to the projections by the UN Population Division. This means that the overall GDP growth rate of over 4% will translate into a mere 2% of GDP growth per capita and thus struggle to keep pace with the needs of the expanding population.

48 <http://www.pk.undp.org/content/pakistan/en/home/presscenter/pressreleases/2016/06/20/pakistan-s-new-poverty-index-reveals-that-4-out-of-10-pakistanis-live-in-multidimensional-poverty.html>

49 Finance Division (2016) “Chapter 2: Agriculture”, *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/02_Agriculture.pdf

50 Finance Division (2016) “Chapter 3: Manufacturing and Mining”, *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/03_Manufacturing.pdf

51 Pakistan Bureau of Statistics (2017), quoted in <https://www.dawn.com/news/1319932>

52 Shaikh, M. (2010) Energy and Renewable Energy Scenario of Pakistan. Renewable and Sustainable Energy Reviews.; Yazdanie, M. and Rutherford, T (2010). Renewable Energy in Pakistan: Policy Strengths, Challenges & the Path Forward.



While most of Pakistan's economic sectors have experienced moderate growth, the critical **agricultural** sector is lagging behind. The sector's growth rate declined from 2.53% in 2015 to negative growth of 0.19% in the 2016 fiscal year, largely due to a decline in the production of cotton and other staple crops.⁵³ Some 15-20% of the **industrial** sector's GDP value goes directly to the labour force – as wages, social security benefits and health insurance. Pakistan's diverse industrial work force includes a high proportion of “vulnerable” workers. For instance, many of those working in industrial or artisanal manufacturing – such as the cutlery or textile industries – are below the poverty line.

Trade has been identified as an important instrument for poverty alleviation, as export-led growth can increase household incomes and expand employment opportunities. In recent years, Pakistan's foreign trade has declined and exports of goods and services have fallen, while the trade deficit has risen. The country's current account deficit reached US\$ 6.1 billion (2% of GDP) during July-March of the 2017 fiscal year, largely due to a 33.1% rise in its trade deficit, which reached US\$ 17.8 billion.⁵⁴ Nonetheless, trade in several key areas is thriving – for instance, Pakistan's total exports of cultural goods grew from US\$ 60 million in 2004 to US\$ 437 million in 2013, while cultural employment now accounts for some 8 % of jobs. *Vision 2025* recognises culture as a vibrant sector for development, given the country's rich cultural heritage.

Pakistan is an **energy** deficient country with low levels of investment in, and use of, renewable energy. The fact that renewable sources are the focus of Pakistan's first energy policy, the *Development of Renewable Energy for Power Generation* (2006), is a promising sign. According to the National Energy Conservation Centre (ENERCON), annual energy savings of up to 25% are possible in all sectors with the use of renewable energy – totalling US\$ 3 billion – alongside a 51% reduction in oil imports. Moving towards a more resource-efficient economy will yield a manifold dividend. Clean technology solutions boost energy availability, thus spurring further economic growth and trade. Such solutions create “green jobs” and increase employment opportunities, thereby boosting productivity. By mitigating pressures on ecosystems and biodiversity, clean energy promotes environmental sustainability.

There is a need to diversify Pakistan's economic base in four key areas: agriculture, industry, trade and energy

53 Finance Division (2016) “Chapter 2: Agriculture”, *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/02_Agriculture.pdf

54 Finance Division (2017) “Chapter 8: Trade and Payments”, *Pakistan Economic Survey 2016-17*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_17/08-Trade.pdf



UN Response: Spearheading Sustainable Economic Growth by 2022

The UN has ample experience in supporting the holistic, comprehensive approaches required to spur sustainable, inclusive growth. Such approaches address structural barriers and entrenched inequalities to catalyse sustained, equitable economic development – marked by greater productivity and competitiveness – through a stronger institutional governance environment and improved capacity among the public and private sectors. Pooling its experience, resources and expertise, the UN will support sustainable, inclusive economic growth in Pakistan through:

- **Stronger Partnerships:** The UN will work closely with a range of key players – including Pakistan’s Federal and Provincial Governments, the private sector, entrepreneurs, employers’ and workers’ organisations, civil society and communities – providing **technical assistance** and **strengthening capacity** for equitable economic development. Priority will also be given to bolstering public-private partnerships across the country.
 - **Technical Assistance:** To diversify Pakistan’s economic base and enable all segments of Pakistan’s population – particularly women, the vulnerable and the marginalised – to tap into, and benefit from, local, regional and international markets, the UN will support diversification in four key areas: **agriculture, industry, trade and energy**, as described below.
 - **Capacity Strengthening:** In each of these areas, the UN’s contribution to economic growth will focus on strengthening capacities to attain a strong, diversified, sustainable and inclusive economy characterised by increased domestic and foreign investment; stimulated by the development of value-chains and competitive trade; and marked by greater access to renewable and non-renewable energy resources. This will include enabling stakeholders’ in Pakistan to obtain the tacit knowledge vital for attaining international and regional competitiveness, especially in areas where the country has a comparative advantage, such as its textile industry. To this end, the UN will promote investments in innovation and “learning by doing”.
- **Policy Advocacy:** To overcome the challenges facing Pakistan’s economy, the UN will support efforts to create a favourable investment climate – one that promotes growth through a focus on increased productivity and value addition – while helping to ensure that the country’s growth strategy remains inclusive and “pro-poor”. UN support will also cover climate change mitigation, the reduction of pollution and environmentally-friendly initiatives. These will be a key means of supporting the Government to uphold its international commitments to economic growth which adheres to the principles of sustainable development in all its dimensions – economic, social and environmental.



The strategic focus of the UNSDF/OP III will be on the following areas:

- For **agriculture**, the OP III's strategic response will focus on strengthening agricultural production through the rehabilitation of infrastructure; spearheading new technologies and modern production methods; by providing inputs and services; and by supporting the development of value chains while linking them to local and international markets. This will bolster more sustainable returns and increase the sustainability of livelihoods.
- With respect to **industry**, the UN will aim to improve industrial competitiveness, in line with *Vision 2025*, by enhancing the integration of locally-produced goods into global marketing chains. A focus will be placed on improving quality and expanding manufactured, high value-added exports. Public-private partnerships will be strengthened to promote balanced approaches for industrial development and high quality services. Increasing women's participation in industry will be a priority, particularly in the formal sector, pursued through advocacy, capacity building and a focus on cross-cutting areas. These include areas like education – particularly secondary education for girls – as well as moves to overcome discrimination and promote the implementation of labour and gender equality laws. This will require collaboration with a broad spectrum of partners in the public and private sectors.
 - The UN will use its comparative advantage to mobilise the **cultural and creative industries**, by linking the conservation of cultural sites with the livelihoods of local craftsmen, architects and educators. By strengthening capacities and raising awareness, the UN will work to enhance the role of communities in safeguarding tangible and intangible heritage, and in promoting tourism. It will also strengthen institutional capacities to implement cultural conventions, develop appropriate policies and roll-out site-specific management plans.
 - The UN will support volunteerism in communities to building the capacity of disadvantaged and marginalised groups through social entrepreneur initiatives and building national and local volunteering infrastructure. Volunteerism can be potent means of advancing economic given the significant indirect benefits offered by the generation of social capital.

The UN will support sustainable, inclusive economic growth in Pakistan through stronger partnerships, technical assistance, capacity strengthening and policy advocacy



- To enhance fair **trade** – and specifically, the impact of industrialisation and trade on the poor – the UN’s approach will build on past successes⁵⁵, while recognising that “poverty traps” are multi-dimensional, inter-generational and can prevent trade from improving economic opportunities. Therefore, the UN will champion the role of key players and social organisations in overcoming poverty through trade, with a focus on harnessing synergies wherever possible. Specifically, the OP III will focus on the trade-poverty reduction nexus with a two-pronged approach:
 - First, the UN will provide policy recommendations to improve the trade and investment environment to encourage equitable and fair trade practices.
 - Second, the UN will propose measures to improve productivity and the compliance of goods with international standards and principles (such as SPS measures, food safety standards, quality management systems, etc.). These recommendations on Pakistan’s integration into global value chains will be proposed in consultation with government counterparts and experts in the field, with a view to improving quality and fostering Pakistan’s ability to uphold WTO Agreements.
- The UN will support renewable **energy** technologies – for both “off grid” and “on grid” solutions, including for the industrial sector – by addressing issues of energy security and promoting environmentally-friendly, “green” energy solutions. This will involve:
 - Strengthening the capacities of public and private sector entities to implement policies and plans in the field of energy efficiency and renewable energy.
 - Promoting new mechanisms for advancing solar, biomass and other renewable energy technologies, such as introducing business-to-business (B2B) models in the private sector.
 - Supporting home-grown, clean technology innovations by entrepreneurs and SMEs, while improving their access to finance. Innovative solutions in solar power, biogas, biomass, waste-to-energy, energy efficiency, water efficiency and green building stand to create a new sustainable, wealth-producing sector in Pakistan’s economy. This would involve “green jobs” which compare favourably to jobs in other sectors – requiring more skills, increasing the demand for new kinds of expertise and offering better pay and safety conditions – thus benefitting the workforce. In tandem, these innovations would help to address urgent development priorities, such as access to clean, affordable energy; clean water; climate-resilient agriculture; environmental protection; and off-grid electricity for rural areas.

55 Under the OP II (2013-2017), the UN’s technical assistance has helped increase SMEs’ productive capacity and link small-scale farmers and fishermen to lucrative markets. This has had significant implications for poverty reduction and sustainable livelihoods.



Risks and Assumptions

Risks	Assumptions
<p>Short-term economic gains take precedence over long-term sustainable development.</p> <p>The benefits of economic growth are not equitably distributed, failing to reach those most in need.</p> <p>The regulatory environment for “doing business” in Pakistan does not become sufficiently conducive to attract international investors.</p> <p>Investments in renewable energy are eschewed in favour of continuing reliance on fossil fuels.</p> <p>A lack of fiscal consolidation, a rise in the fiscal deficit and reduced international reserves.</p>	<p>Adequate resources are committed.</p> <p>The Government effectively implements policies to equitably distribute the benefits of economic growth; to simplify the regulatory conditions that govern the business environment; and to promote renewable energy.</p> <p>Pakistan maintains macroeconomic stability and makes further progress on structural reforms.</p>



3.2 Decent Work

DECENT WORK

Outcome 2:

By 2022, the people in Pakistan, especially women and youth, have improved access to productive livelihoods, income opportunities and decent work

Contributing UN Agencies:

ILO, UN Women, UNHCR, UNESCO, UNDP, UNIDO and IOM

ALIGNED
TO VISION
2025
AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth), 3 (Governance), 5 (Entrepreneurship), 6 (Knowledge Economy)

SDGs

1 (Poverty), 3 (Health), 4 (Education), 5 (Gender), 8 (Decent Work & Economic Growth), 9 (Infrastructure & Innovation), 10 (Inequalities), 12 (Consumption & Production), 13 (Climate), 14 (Life Below Water), 15 (Life on Land), 16 (Peace, Justice & Institutions), 17 (Partnerships)

What is Decent Work?

The decent work agenda entails job creation, workers' rights, social protection and social dialogue. According to the ILO, "**decent work**" means work means work that:

- Is productive and delivers a fair income;
- Ensures security in the workplace;
- Provides social protection for workers and their families;
- Offers better prospects for personal development and social integration;
- Entails the freedom for people to express their concerns, organise and participate in the decisions that affect their lives; and
- Guarantees equality of opportunity and treatment for all workers, of all genders.⁵⁶

⁵⁶ ILO (n.d.) *Decent Work*. Geneva: ILO. Available: <http://www.ilo.org/global/topics/decent-work/lang-en/index.htm>



Vision and Rationale

Why does Decent Work Matter for Pakistan?

The creation of quality jobs, that are stable, well-paid and guarantee rights at work, are the only true way of eradicating poverty. A lack of decent work opportunities, insufficient investments and under-consumption lead to an erosion of the basic social contract underlying democratic societies: that all must share in progress. Given Pakistan's rapidly growing population, there is an urgent need to create new jobs to absorb the millions of new, young workers entering the labour market each year. It is equally imperative to improve conditions for the millions of Pakistani women and men who are working, but not earning enough to lift themselves out of poverty.

Productive livelihoods, meaningful opportunities for income generation and decent work are key to achieving equitable, inclusive and sustainable development in Pakistan, and around the world. Creating decent employment for all of the country's workers will yield an immense dividend for Pakistan's economic growth, human development, social progress and environmental sustainability.

Alignment with Vision 2025

Vision 2025 champions the cause of decent work, which is closely linked to Pillars 1, 2, 3, 5 and 6 of Collectively, these outline the Government's planned efforts to safeguard the rights of workers; increase women's participation in the labour force; spearhead youth employment; improve the skills base of the workforce; and strengthen skills standards. This OP III outcome is entirely aligned with these aspirations, mirroring *Vision 2025's* focus on a rights-based approach to employment which pays particular attention to the needs of women and youths.

Current Context

In recent years, Pakistan has witnessed significant economic development. To reap the benefits of such growth, human development must be improved to boost the productivity of the labour force. The Human Development Index ranks Pakistan 147th of 187 countries,⁵⁷ reflecting continuing challenges in education and health; high levels of inequality; a multi-dimensional poverty rate of 38.8%; and widespread unemployment and under-employment.

57 Human Development Report 2016. http://hdr.undp.org/sites/default/files/2016_human_development_report.pdf



Despite perceptions about the high cost of compliance, the returns generated by decent work are high – estimated to be 2.5 for every dollar invested

Pakistan's overall rates of unemployment (5.9%⁵⁸) are not high by international standards. Disparities exist, however, particularly between men (5%) and women (9%). Poverty and limited opportunities often leave vulnerable individuals with little choice but to accept any kind of work – no matter how poorly paired or insecure – prompting high levels of unemployment and under-employment among women and youths. The female labour force participation rate of 23.4% for women over the age of 15, is far below the rate for men, 48.1%.⁵⁹ Most women workers are concentrated in the informal sector, including agriculture, and remain engaged as unpaid family workers throughout their lives. Underlying causes of both unemployment and under-employment include a skills mismatch between qualifications and industries; insufficient job opportunities; and inadequate guidance to navigate graduates' school-to-work transition. Low levels of interest in entrepreneurship and self-employment are underpinned by entrenched gender inequalities – spanning discrimination, power imbalances, a lack of access to quality education and work experience, and limited control over resources.

Young people are an exceptionally important segment of Pakistan's labour force. This is principally because the country is experiencing a demographic transition in which the share of the population who are of working age – especially the proportion of its "youth" – is increasing relative to other age brackets. This entails both opportunities and challenges : if the country harnesses these opportunities, it will reap substantial benefits. If it does not, there will be significant risks for youth.

A number of challenges must be overcome to champion decent work in Pakistan. Chief among these are exploitative labour practices, often in the form of child labour or bonded labour, which remain pervasive in both the formal and informal economy. There is a need for coherent national and provincial labour market policies; an end to discrimination and workplace harassment, particularly of women workers; higher wages; and better occupational safety and health (OSH) conditions at workplaces, an issue exacerbated by the complex nature of existing laws. Low wages are endemic across Pakistan's economy. Nonetheless, per capita income has risen at recent years, to US\$ 1,629 per annum.⁶⁰

58 Pakistan Bureau of Statistics (2015) Labour Force Survey 2014-15: Annual Report. Islamabad: Government of Pakistan. Available: <http://www.pbs.gov.pk/content/labour-force-survey-2014-15-annual-report>

59 Ibid.

60 Finance Division (2017) "Chapter 1: Overview of the Economy", *Pakistan Economic Survey 2016-17*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_17/01-Growth.pdf



The underlying causes for limited decent work in Pakistan include illiteracy; poverty; the perceived high cost of compliance with labour regulations; a lack of awareness and knowledge of how to remedy the situations; high levels of unregulated, unpaid domestic work and family work; and widespread social acceptance of exploitative forms of labour. Despite perceptions about the high cost of compliance, the returns generated by decent work and operational safety and health are high – estimated to be 2.5 for every dollar invested.⁶¹

UN Response: Securing Decent Work by 2022

In light of its extensive efforts to champion decent work across Pakistan, the UN is well-equipped to support better quality employment, greater opportunities and the development of a skilled, educated and healthy workforce capable of achieving inclusive growth targets and coping with crises. The UN's comparative advantages in this area include its global knowledge and technical expertise in labour market policies and regulations, institutional mechanisms and improvement of working conditions; expertise in community-based rural and agricultural planning, vital to improving the livelihoods of crisis-affected communities and migrants; a global mandate and know-how around the promotion of women's economic empowerment, ethical business practices, corporate social responsibility (CSR) and cross-cutting issues central to the decent work agenda. With a particular focus on youth, women and marginalised groups, this outcome will leverage the UN's comparative advantage to promote decent work Pakistan through:

- **Stronger Partnerships:** Working hand in hand with partners – the Federal, provincial and local governments, the private sector, employers' and workers' organisations, entrepreneurs, civil society and workers themselves – the UN will provide **technical assistance** and **strengthen capacities** to expand decent work and income-generation opportunities *for all*.
 - **Technical Assistance:** The UN will support duty bearers in improving livelihoods and income-generation opportunities, especially for women and youth, through the development and application of policies and frameworks to create new and better quality, jobs. This will involve supporting the Government, employers' and workers' organisations, and other stakeholders to develop mechanisms that facilitate respect for the fundamental principles and rights at work; improve occupational safety and health (OSH) and working conditions; promote safe, documented migration; and facilitate access to social security (see Outcome 10). This will be achieved via technical advice, capacity development, research, analysis and the facilitation of social dialogue and tripartism. Technical assistance will also be provided in aid of the Government's efforts to reduce poverty and disparities among vulnerable groups – including minorities; women; youth; the rural poor; migrants; refugees; temporarily displaced persons (TDPs); and persons in need of protection. It may also include the development of guidelines for community initiatives that mainstream gender, protection and the principle of “doing no harm”.

61 Aga Khan University (2016) *Research by AKU, GIZ set to boost Pakistan's leading export industry*. Available: https://www.aku.edu/news/pages/News_Details.aspx?nid=NEWS-000227



- **Capacity Strengthening:** In addition to strengthening the capacities of duty bearers to enact frameworks around decent work, the UN will facilitate the development of value chains; enhance the capacity of employers' and workers' organisations; and foster second-tier leadership to facilitate the organisation of workers in the informal economy. We will strengthen the capacities of NGO partners to undertake community-based interventions, with the active participation of local women and men. A focus will be placed on promoting women's and youth entrepreneurship in productive sectors, including in "green" jobs and the cultural and creative industries. This will entail building their capacities; improving their access to sustainable livelihoods and income-generation programmes; and linking them to local markets.
- **Policy Advocacy:** Promoting decent work requires raising awareness of its importance and of the harm caused by exploitative labour practices. The UN will promote improved practices and technologies linked to critical points of the supply chain, with a view to increasing competitiveness and compliance with quality standards. We will also seek to strengthen compliance with International Labour Standards (ILS), while promoting dialogue between stakeholders – the Government, employers' and workers' organisations, the private sector, civil society, academia and the media – on improved working conditions. Promoting the *UN Guiding Principles on Business and Human Rights* will be a cross-cutting priority area. By collaborating closely with the private sector, including through corporate social responsibility (CSR) and other initiatives, the UN will advocate for private sector action, especially to benefit women and young workers. Generating **data and analysis** will be another core component of UN actions, particularly in terms of:
 - Strengthening national capacity to collect, analyse and use labour market data;
 - Undertaking analysis to identify bottlenecks that impede value chain development;
 - Enhancing understanding of the creative economy through thematic studies on Pakistan's cultural and creative sector. While highlighting emerging opportunities, these efforts will help institutions develop appropriate, well-informed policies for fostering creativity and innovation, while tangibly supporting young entrepreneurs.

The strategic focus of the UNSDF/OP III will be on the following areas:

- Supporting the development and implementation of policies, frameworks and mechanisms to:
 - Create new, quality jobs;
 - Facilitate compliance with labour standards and rights;
 - Expand access to improved operational safety and health (OSH), better working conditions and social security;
 - Facilitate social dialogue; and
 - Reduce the disparities experienced by vulnerable groups.



- Promoting compliance with International Labour Standards (ILS);
- Strengthening the capacities of employers’ and workers’ organisations, including to facilitate the organisation of employers and workers in the informal economy;
- Capacity building for women and youth entrepreneurs, including rural and urban women in traditional and contemporary arts, as well as the cultural and creative industries;
- Linking entrepreneurs to markets and income-generation programmes;
- Fostering dialogue between stakeholders on decent employment conditions;
- Gathering and analysing labour market information, data on value chain development and on the creative economy; and
- Mainstreaming gender and protection guidelines in formal and informal employment.

Risks and Assumptions

Risks	Assumptions
<p>A lack of consensus among stakeholders for employment and labour reforms.</p> <p>Inadequate prioritisation of issues central to the decent work agenda.</p> <p>Resistance to change due to social and cultural norms.</p> <p>An economic downturn or recession reducing opportunities for quality employment.</p> <p>A lack of ownership for innovation.</p>	<p>Continuing political will among government stakeholders, the private sector and other national or provincial entities.</p> <p>A growing understanding among stakeholders and the public at large that decent work is central to Pakistan’s prosperity, alongside greater awareness of the social ills caused by poor employment conditions.</p>



3.3 Health and WASH

HEALTH AND WASH



Outcome 3:

By 2022, the people in Pakistan, especially the most vulnerable and marginalized, have access to, and benefit from, improved universal health coverage, including sexual and reproductive health, and equitable WASH services.

Contributing UN Agencies:

UNFPA, UNAIDS, UNODC, UN Habitat, UNHCR, IOM, UNICEF and WHO

ALIGNED TO VISION 2025 AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth), 4 (Security)

SDGs

2 (Hunger), 3 (Health), 4 (Education), 5 (Gender), 6 (WASH), 10 (Inequalities), 14 (Life Below Water), 15 (Life on Land), 16 (Peace, Justice & Institutions), 17 (Partnerships)

What does Universal Health Coverage Involve?

Universal Health Coverage (UHC) means that all people can access quality health services that meet their needs – whether promotive, preventive, curative, rehabilitative or palliative – without being exposed to financial hardship.⁶² To achieve universal health coverage, a country needs:

- **Preconditions** like evidence- and equity-based policies; data on the needs of vulnerable groups and gaps in policies; capacity building and sensitisation of policy makers; and inter-sectoral coordination.

62 World Health Organization (2010) *World Health Report (WHR)*. Geneva: WHO. Available: http://www.who.int/healthsystems/topics/financing/healthreport/whr_background/en/



- **Health system building blocks**, like leadership and accountable governance; health financing; skilled health workers; a robust health information system that includes the private sector; integrated health service delivery, including immunisation, with community involvement; technologies; and essential medicines.
- **Enabling factors**, such as an equity focus; people-centered policies and service packages; well-staffed and stocked facilities; health education and awareness, with a focus on behaviour change for providers and patients.

What is WASH?

Water, sanitation and hygiene (WASH) are a cornerstone of good health. Clean water, basic toilets and sanitation facilities, coupled with good hygiene practices, are essential for survival and development, particularly among children. Without these basic needs, the lives of millions are at risk.

Vision and Rationale

Why do Good Health and WASH Matter for Pakistan?

Among the most basic human rights, access to good health and WASH are the cornerstone of sustainable development. Poor health hampers economic growth, poverty reduction, education and gender equality. Diseases, high rates of mortality and morbidity hold back well-being and productivity.

Improving WASH would mean reducing the scourge of diarrhoeal diseases – a leading cause of deaths among children under 5 in Pakistan⁶³ – reducing stunting and improving maternal and newborn health. WASH facilities in schools would be a boon to attendance, performance and enrolment, particularly for adolescent girls by meeting their menstrual hygiene management needs. By making progress on health and WASH can Pakistan achieve progress on all other SDGs; enhance development outcomes; and harness the vast productive potential of its human capital.

63 WHO and Maternal and Child Epidemiology Estimation Group (MCEE) (2015) *Estimates of child cause of death, diarrhoea 2015*. Geneva: World Health Organization (WHO). Available: <http://apps.who.int/gho/data/view.main.ghe2002015-PAK?lang=en>



Alignment with Vision 2025

Pakistan’s *Vision 2025* affirms the need for universal access to health services. Pillar 1, “People First”, highlights good health as a priority area for action, hailing it as “*pivotal to economic and social development.*” It outlines plans to strengthen health “value chains” and public access; improve primary health care, including immunisation; and ensure a minimum level of quality service delivery throughout the country. It calls for enhanced governance to make public health spending more efficient and for incorporating micro-health insurance schemes into existing social safety nets to expand access.

Vision 2025 also highlights the Government’s commitment to equitable access to safe water, sanitation and good hygiene, especially for women and girls; the poor; and vulnerable groups like female-headed households and people with disabilities. It envisions a Pakistan that is 90% free of open defecation by 2025. This OP III outcome is aligned with this vision – sharing Pakistan’s aspirations of expanded access, improved delivery and better health and WASH *for all*.

Current Context

Pakistan’s health indicators have improved significantly over the past decade. Further progress is needed to reduce the substantial burden of **communicable diseases** and **non-communicable diseases**. Although Pakistan is one of only three countries in the world where **polio** remains endemic, immense progress has been made and the country is now on the cusp of eradicating the disease. The **causes** of most health problems are linked to poverty; poor nutrition; female illiteracy and a lack of education and awareness; unhealthy lifestyles; gender inequality; and limited water, sanitation and hygiene. For example, polio and other vaccine preventable diseases spread rapidly in areas rife with poverty, malnutrition, limited water, sanitation and awareness. Communicable diseases are equally related to the need for better coverage and quality of health services – including routine immunisation coverage – alongside systemic improvements, social progress and the prioritisation of health in policy making.



64 National Institute of Population Studies (NIPS) and ICF International. Pakistan *Demographic and Health Survey 1990-91*; National Institute of Population Studies *Pakistan Demographic and Health Survey 2012-13*.
 65 National Institute of Population Studies (2013) *Pakistan Demographic and Health Survey 2012-2013*. Islamabad: Government of Pakistan. Available: <https://dhsprogram.com/pubs/pdf/fr290/fr290.pdf>
 66 WHO and UNICEF (2015) “25 years of progress on Sanitation and Drinking Water – 2015 Update and MDG Assessment”, Joint Monitoring Program for Water Supply and Sanitation



Down from

431 maternal deaths
in 1990/91

to 178

deaths per 100,000 live births
in 2015⁶⁷

59%

decline in maternal
mortality in 25 years

Recent years have witnessed substantial improvements in **child and infant mortality**. As neonatal mortality has stagnated – at 55 deaths among children under 1 month old, for every 1,000 live births – this warrants increased quality services for this crucial segment. Pakistan has the highest stillbirth rate in the world.⁶⁸ More boys than girls die after the neonatal period – the child mortality rate for girls is 82 and 90 for boys.⁶⁹ While Pakistan did not reach its MDG target of fewer than 130 deaths per 100,000 live births, an impressive 59% decline in the country's **maternal mortality ratio (MMR)** since 1990⁷⁰ demonstrates vital progress. Further efforts are needed as some 8,000 women die each year from causes related to pregnancy and childbirth, with rates varying widely between provinces. For instance, Balochistan's MMR is 3.5 times higher than that of Punjab.⁷¹

Children and mothers tend to die from largely preventable causes – premature births, low birth weight and asphyxia among newborns; infections like sepsis and pneumonia, malnutrition and diarrhoea among children under 5; and haemorrhages and puerperal infections among mothers. Only 54% of children under 12-23 months (51.5% of girls and 56% of boys) receive all their basic vaccinations, reflecting the need for better access to quality immunisation services. 42% of children suffering from Acute Respiratory Infections (ARIs) receive antibiotics, while 38% receive Oral Rehydration Salts (ORS) and zinc to combat diarrhoea.⁷² High morbidity can often be prevented through simple hygiene practices, such as hand-washing with soap.

67 WHO, UNICEF, UNFPA, World Bank and United Nations Population Division (2015) *Maternal Mortality in 1990-2015: Pakistan*. Geneva/New York: Maternal Mortality Estimation Inter-Agency Group. Available: http://www.who.int/gho/maternal_health/countries/pak.pdf

68 Lancet (2016) Stillbirths 2016: ending preventable stillbirths. Available: <http://www.thelancet.com/series/ending-preventable-stillbirths>

69 https://www.unicef.org/infobycountry/pakistan_pakistan_statistics.html

70 WHO, UNICEF, UNFPA, World Bank and United Nations Population Division (2015) *Maternal Mortality in 1990-2015: Pakistan*. Geneva/New York: Maternal Mortality Estimation Inter-Agency Group. Available: http://www.who.int/gho/maternal_health/countries/pak.pdf

71 <https://bmcpublihealth.biomedcentral.com/articles/10.1186/1471-2458-14-663>

72 National Institute of Population Studies (2013) *Pakistan Demographic and Health Survey 2012-2013*. Islamabad: Government of Pakistan. Available: <https://dhsprogram.com/pubs/pdf/fr290/fr290.pdf>



Adolescent health is another area which requires greater political commitment and investments. A focus on young women is especially vital as women tend to marry at a younger age than men – 14% of girls between the ages of 15 and 19 are married, compared to 2% of boys. 35% of women aged 25-49 were married by the age of 18 and over half (54%) were married by the age of 20.⁷³



Contraceptives

21.3% of married women (aged 20-24) use contraception → 14.9% use modern methods
10% of married girls (aged 15-19) use contraception → 6.9% use modern methods⁷⁴

Limited access to, and use of, **sexual and reproductive health** (SRH) services is prevalent across Pakistan, particularly among young people who lack access to accurate information and life skills education. On average, one in three women has reported an unmet need for family planning services.⁷⁵ In 2012 alone, there were an estimated 2.2 million abortions.⁷⁶ Early pregnancy is common among groups who marry early and is correlated to poverty, illiteracy and limited understanding of sexual and reproductive health. While teenage fertility remains high, positive trends are afoot – teenage fertility has fallen to 8% among 15-19 year olds, half the rate (16%) in 1990/1991.⁷⁷ Early child bearing, coupled with limited awareness of SRH, puts millions of lives at risk. More attention to SRH is required, as small-scale initiatives are not sufficient to address adolescent and reproductive health needs.



Diseases

51% of all deaths caused by non-communicable diseases → 19% cardiovascular diseases 3% diabetes
8% cancer 15% other diseases
6% respiratory illnesses

While the burden of **communicable disease** is high – with endemic Hepatitis B and C affecting 7.6% of the population⁷⁸, the resurgence of malaria⁷⁹ and the fifth highest tuberculosis burden in the world⁸⁰ – it has been overtaken by **non-communicable diseases (NCDs)**.

73 National Institute of Population Studies (2013) *Pakistan Demographic and Health Survey 2012-2013*. Islamabad: Government of Pakistan. Available: <https://dhsprogram.com/pubs/pdf/fr290/fr290.pdf>

74 Ibid.

75 United Nations Pakistan (2016) *ONE UN Annual Report 2015*. Islamabad: UN Pakistan. Available: http://www.un.org.pk/wp-content/uploads/2016/10/UN_report_2015_web.pdf

76 Sathar, Z., Singh, S., Rashida, G., Shah, Z. and Niazi, R. (2014) "Induced Abortions and Unintended Pregnancies in Pakistan", *Studies in Family Planning*, 45(4), 471-491.

77 National Institute of Population Studies (2013) *Pakistan Demographic and Health Survey 2012-2013*. Islamabad: Government of Pakistan.

78 Qureshi, H., Bile, K.M., Jooma, R., Alam, S.E. and Afridi, H.U. (2010) "Prevalence of Hepatitis B and C viral infections in Pakistan: Findings of a national survey appealing for effective prevention and control measures", *Eastern Mediterranean Health Journal*, 16 (Supplement), S15-S23.

79 WHO (2015) *Roll Back Malaria: Pakistan*. Available: <http://www.emro.who.int/pak/programmes/roll-back-malaria.html>

80 WHO (2015) *Stop Tuberculosis: Pakistan*. Available: <http://www.emro.who.int/pak/programmes/stop-tuberculosis.html>



This warrants a greater focus on preventing and curbing NCDs, most of which are associated with behavioural risk factors – tobacco use, an unhealthy diet, physical inactivity and the harmful use of alcohol. Tobacco use is on the rise, particularly among young men.⁸¹ Expanded services for people with disabilities are needed given Pakistan’s high incidence of disability. Injuries account for over 11% of the total burden of disease, linked to growing road traffic, urbanisation and crises.



HIV

100,000 people live with HIV (PLHIV) in Pakistan⁸²



72% men
28% women
2.5% children under 14



Drug Use

4.25 million people are dependent on drugs



860,000 regularly use heroin
430,000 people inject drugs, of whom
73% share syringes⁸³

Pakistan is among four countries in the Asia Pacific region where the estimated number of new **HIV** infections has increased, year on year, since 1990.⁸⁴ Every year, over 2,400 women are in need of services to prevent parent-to-child HIV transmission. Vulnerability to HIV is multi-layered and closely linked to gender inequalities, stigma and discrimination against people living with HIV/AIDS. It is also tied to drug use.

Drug dependence, a chronic health disorder⁸⁵, is associated with high risk of diseases, physical ailments and mental health problems. Women who use drugs are especially unlikely to seek treatment.⁸⁶ There is a need to expand Pakistan’s capacity to provide treatment for drug users, as current services have the capacity for only 1,990 patients, with low threshold services able to cater for 26,550. This would be bolstered by integrating drug treatment services into the health care system.

81 WHO (2013) *Global Youth Tobacco Survey*. Available: <http://www.emro.who.int/tobacco/gtss-youth-survey/gyts-factsheets-reports.html>

82 UNAIDS Pakistan (2015) *HIV and AIDS estimates (2015)*. Available: <http://www.unaids.org/en/regionscountries/countries/pakistan>

83 Drug use in Pakistan 2013(Drug survey by UNODC in collaboration with Narcotics Control Division, Ministry of Interior and Narcotics Control, Pakistan)

84 UNAIDS (2010) *Global Report: UNAIDS Report on the Global AIDS Epidemic*. Geneva: UNAIDS. Available: http://www.unaids.org/globalreport/documents/20101123_GlobalReport_full_en.pdf

85 UNODC and WHO (2009) *Principles of Drug Dependence Treatment. Discussion Paper*. Vienna and Geneva: UNODC and WHO.

86 UNODC and Narcotics Control Division, Ministry of Interior and Narcotics Control, Pakistan (2013) *Drug use in Pakistan 2013*. Islamabad: UNODC/GoP.



Disparities exist in **health service delivery** across Pakistan, particularly in immunisation coverage. Following devolution, no major disruptions or visible improvements are apparent in terms of service delivery. Positive trends include a steady increase in the rate of deliveries assisted by skilled birth attendants since 2008, as well as an increase in contraceptive prevalence rate – from 14.5% in 1990 to 35.4% in 2013.⁸⁷ Birth spacing – one of the most effective means of improving child survival – needs to be promoted more widely. While vaccination coverage has fallen slightly in Sindh and Balochistan and plateaued in KP, Punjab has been able to sustain an increasing vaccination coverage rate.

To meet the needs of a growing population and secure progress on the SDGs, there is a need to increase **social investment in health**, currently 0.45% of GDP. This represents national expenditure of PKR 133.9 billion, with almost 90% at the provincial levels – in 2016, Punjab and Sindh spent PKR 59.7 billion and PKR 35 billion, respectively, while spending in KP and Balochistan totalled PKR 14.5 billion and PKR 9.4 billion, respectively.⁸⁸ This has implications for increased government funds and for the increased prioritisation of health care. Within existing resources, there is a tendency to focus government and donor attention on the formal health system – e.g. on doctors and hospitals – rather than preventive health care. **Social attitudes**, especially among marginalised rural populations, can constrain health gains. For instance, parents rejecting vaccinations for their children challenges the drive to eradicate polio by “reaching the unreached”. There is also a pressing need to meet the needs of survivors of gender-based violence, which health facilities often struggle to do.



Water

- 68% of water sources are unsafe/contaminated⁸⁹
- 25 million people still defecate in the open⁹⁰

Recent years have witnessed significant improvements in access to WASH services in Pakistan – 91% of the population now has access to improved drinking water sources. Efforts are needed to redress disparities between rural and urban areas, and between income quintiles. 83% of the urban population has access to improved sanitation, compared to 51% of rural residents. One-third of Pakistan’s schools lack basic WASH facilities, where these exist, issues of functionality are common. Thus, equitably providing WASH services *for all* remains an urgent priority.

87 <http://data.worldbank.org/indicator/SP.DYN.CONU.ZS?locations=PK>

88 Finance Division (2017) “Chapter 11: Health and Nutrition”, *Pakistan Economic Survey 2016-17*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/11_Health.pdf

89 Pakistan Council of Research on Water Resources. *National Water Quality Monitoring Programme*. Islamabad: PCRWR.

90 UNICEF and WHO Joint Monitoring Programme (JMP) (2015) *25 Years: Progress on Sanitation and Drinking Water. 2015 Update and MDG Assessment*. New York and Geneva: UNICEF and WHO. Available: https://www.wssinfo.org/fileadmin/user_upload/resources/JMP-Update-report-2015_English.pdf



UN Response: Better Health by 2022

Leveraging the expertise and resources of UN agencies in the fields of health and WASH, the UN will place a “leaving no one behind” approach at the heart of its support for universal health care coverage and improved WASH services in Pakistan. A particular focus will be placed on reproductive health rights. This is vital to accelerate progress on the agenda set by the International Conference on Population and Development (ICPD) in 1994 – namely, to improve the lives of young people, particularly women – while addressing population dynamics, human rights and gender equality. Specialist health services for vulnerable groups are another priority, vital for making sure that marginalised groups are not “left behind”. In line with Pakistan’s *Vision 2025*, the UN will support equitable access to, and sustainable management of, quality health care and water and sanitation, especially for vulnerable groups, through:

- **Stronger Partnerships:** The UN will foster new partnerships and enhance existing collaboration with government stakeholders, key players in the health sector and other actors, in pursuit of better health and WASH outcomes for all the people in Pakistan. Support will centre on **technical assistance** and **strengthening stakeholder capacity** to raise the quality and reach of health and WASH services.
 - **Technical Assistance:** The UN will provide technical support to help Pakistan achieve universal health coverage for all segments of the population, with a focus on maternal health; newborn and child health, including immunisation; adolescent health; sexual and reproductive health; and the health of groups with special needs – including the elderly, people with disabilities, people living with HIV/AIDS, drug users, transgender individuals, migrants, displaced persons and survivors of gender-based violence. The integration of WASH in health facilities and community-based health care will be prioritised, as will efforts to expand access to equitable WASH services via capacity strengthening, support for policy frameworks and data generation.

The UN will place a “leaving no one behind” approach at the heart of its support for universal health care coverage and improved WASH services in Pakistan



- **Capacity Strengthening:** As reproductive health is the foundation of maternal health, the UN will seek to enhance national and sub-national capacity to deliver integrated sexual and reproductive health services; develop policies and programmes surrounding MNCAH & SRH; improve newborn and child health, including via routine immunisation; and use disaggregated population data to inform policy making. Capacity for developing and implementing specialist health services – such as services to address HIV/AIDS, drug use and GBV – will be strengthened. Honing stakeholder capacity to enhance equitable WASH service delivery will be key. By promoting social and behavioural change, communities will be empowered to take collective action to improve hygiene and sanitation practices, as well as to advocate for better WASH services.
- **Policy Advocacy:** The UN will promote universal access to sexual and reproductive health information, care and services – including maternal, newborn, child and adolescent health – as well as family planning services and information for women, youths and adolescents. We will advocate for youth empowerment via gender mainstreaming in all policies and programmes, paired with life skills education. Alongside a focus on averting vaccine preventable diseases, as well as communicable and non-communicable diseases, efforts will be made to enhance the resilience of the health system, particularly in terms of health services for migrants. Cross-sectoral action will be championed to address the interlinked social, economic and environmental determinants of health.

The strategic focus of the UNSDF/OP III will be on the following areas:

- Supporting the Government to ensure **universal health coverage** for all segments of the population – with a special focus on newborns, children, adolescents and women; strengthening health systems; reducing the incidence of communicable diseases, including eradicating polio and curbing vaccine preventable diseases; reducing the burden of non-communicable diseases; promoting early childhood development, mental health and environmental health – including WASH; and improving emergency preparedness and response;
- Assisting the Government to ensure **equitable access to WASH services**, with a focus on eradicating open defecation; better quality of drinking water sources; WASH in schools and health facilities; and streamlining Disaster Risk Reduction in WASH sector planning and financing. This will involve supporting national and provincial stakeholders to legislate, plan and budget for safe, gender-responsive WASH services, alongside capacity development and community empowerment;
- Improving national and sub-national capacity to deliver quality **integrated maternal, newborn and child health services** – including immunisation and WASH services – while promoting healthy behaviours within communities. This is vital to safeguard vulnerable children, including in humanitarian settings, while advancing Pakistan's progress on implementing the *Convention on the Rights of the Child* (CRC);



- Boosting national and sub-national **capacity to deliver quality, integrated SRH services**, including in humanitarian settings, and promote the use of high-quality family planning information and services. This will involve support for community health workers, such as Lady Health Workers; advocacy for safe, affordable, accessible, adolescent-friendly, public SRH services and legislation; and health and life skills education for youth;
- Supporting national and sub-national **capacity to develop policies, legislation, programmes and institutional mechanisms** that incorporate the rights and needs of adolescents and young people, particularly the right to access to WASH and SRH information and services;
- Strengthening national **capacity to generate and use disaggregated data** to inform evidence-based policy making, planning, budgeting and monitoring of the SDGs – particularly SDGs 3 and 6. One sustainable approach could involve integrating SDG indicators into existing national surveys such as the *Pakistan Demographic and Health Survey* (PDHS);
- Promoting the **integration of specialised services into the health care system** to cater for vulnerable groups – such as people living with HIV/AIDS, including children; people who use drugs; transgender individuals; migrants; displaced persons; the elderly; people with disabilities; refugees; and GBV survivors. This should involve needs-based drug abuse prevention, treatment and rehabilitation services like counseling and psychosocial support;
- Backing efforts to curb gender-based violence and improve access to quality care, support and treatment services, alongside safe public spaces, for **survivors of gender-based violence**;
- Promoting **evidence-based services and policies to treat and prevent HIV and drug abuse** via capacity development. This will involve integrating such policies and services into the health system; assisting Government actions to achieve the “three 90s”⁹¹; and expanding access to – and the uptake of – HIV prevention, treatment, care and support services with high-impact, community-led programming. Key populations to target include injecting drug users, transgender people, adolescents and groups with high-risk behaviours;

The OP III will support equitable access to, and the sustainable management of, quality health care and WASH services, especially for vulnerable groups

91 That is, by 2020, i) 90% of all people living with HIV will know their HIV status; ii) 90% of all people with diagnosed HIV will receive antiretroviral therapy; and iii) 90% of all people receiving antiretroviral therapy will have viral suppression.



- Preventing **diseases like hepatitis** by introducing Hepatitis B birth dose vaccination; vaccinating at-risk children and adults; ensuring blood safety, infection control and injection safety. Efforts will be made to scale-up accessible, affordable diagnosis and treatment for vulnerable groups;
- Promoting control and prevention measures to tackle **non-communicable diseases** into primary health care, while raising awareness to reduce NCD-related risk factors; and
- Supporting the Government’s provision of timely, high-quality **health services for migrants**. This approach will prioritise the early detection of communicable diseases, including vaccine preventable diseases, through quality, integrated medical examinations and by facilitating host government efforts to revise and implement migration health strategies.

Risks and Assumptions

Risks	Assumptions
<p>An economic downturn leads to a high opportunity cost for universal health coverage and lower investments in WASH.</p> <p>Incongruence among departments and governance challenges affecting health service coverage.</p> <p>Communities are reluctant to change health seeking behaviours due to entrenched social norms.</p>	<p>The Government remains committed to its plans for strengthening health care, ensuring universal health coverage and expanding WASH service delivery.</p> <p>Adequate financial investments made in the health and WASH sectors.</p> <p>The Government is willing to support health financing sources with priority given to poor and the regulation of WASH sector actors, both public and private.</p> <p>Communities are receptive to behavioural change and adopt sustained health seeking behaviours.</p>

3.4 Nutrition

NUTRITION

Outcome 4:

By 2022, children, adolescent girls and pregnant and lactating women have improved dietary intake and feeding and care practices, resulting in improved nutritional status, reducing stunting and other forms of under nutrition.

Contributing UN Agencies:

WFP, WHO, UNICEF and FAO

ALIGNED
TO VISION
2025
AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth), 4 (Security)

SDGs

1 (Poverty), 2 (Hunger), 3 (Health), 4 (Education), 5 (Gender), 6 (WASH), 10 (Inequalities), 16 (Peace, Justice & Institutions), 17 (Partnerships)

What is Good Nutrition?

Nutrition refers the intake of food, considered in relation to the body's dietary needs. **Good nutrition**, i.e. an adequate, well balanced and nutritious diet, is a cornerstone of good health. It involves adequate access to nutritious foods; affordable food prices; good feeding practices, including exclusive breastfeeding for the first six months of a child's life; and proper sanitation and hygiene practices.

Poor nutrition is caused by the lack of these vital elements. Over time, poor nutrition can lead to reduced immunity, increased susceptibility to disease, impaired physical and mental development, and lower productivity.⁹²

92 WHO (n.d.) *Nutrition*. Geneva: WHO, Available: <http://www.who.int/topics/nutrition/en/>



Good nutrition will be a boon to Pakistan's economy, health, education, equality, and its achievement of all 17 SDGs

Vision and Rationale

Why does Nutrition Matter for Pakistan?

Good nutrition is an indispensable part of sustainable development. A lack of safe, sufficient nutritious food means less productive individuals, who are more prone to disease, unable to improve their livelihoods and held back from contributing to prosperity. Even where the effects of malnutrition are not easily observable – for example when diets lack the necessary vitamins or minerals – it can negatively affect brain development in young children. Thus, good nutrition boosts health and well-being; learning achievement; productivity; and reduces inequalities, making it far easier to eliminate poverty and secure economic growth.

By tackling malnutrition and its root causes, Pakistan's development outlook would benefit greatly – at present, malnutrition costs the country 3-4% of its GDP per year.⁹³ Good nutrition and “zero hunger” will be a boon to Pakistan's economy, health, education, equality and its achievement of all 17 SDGs.

Alignment with Vision 2025

Good nutrition is a key part of food security, enshrined as a priority in Pillar 4 of *Vision 2025*. This Pillar specifically recognises the importance of nutritional security, noting that “*nutritional inadequacies hinder the development of the intellectual capabilities of school-going children and young adults.*”⁹⁴ It envisages a multi-sectoral response to ensure that all people, at all times, have physical and economic access to sufficient, safe and nutritious food that meets their dietary needs.

To this end, *Vision 2025* outlines a range of actions to promote better nutrition, including innovative cost-effective strategies; nutrition-specific and nutrition-sensitive interventions; awareness raising, behaviour change communication and nutrition education. It focuses on vulnerable groups, including “*pregnant and lactating women, young children, the elderly and disabled*” – commitments with which this OP III outcome is fully aligned.

93 WFP (2017) *The Economic Consequences of Undernutrition in Pakistan: An Assessment of Losses*. Islamabad: Pakistan Scaling Up Nutrition (SUN) Secretariat and World Food Programme (WFP).

94 Planning Commission, Ministry of Planning, Development & Reform (2014) *Pakistan 2025: One Nation – One Vision*. Islamabad: Government of Pakistan, p. 8.



Current Context

In recent years, the Government has taken commendable steps to curb the serious challenge of malnutrition in Pakistan. Further sustained efforts are needed to fully address its scale and complexity. Although the country produces sufficient food to feed its population, malnutrition abounds – 22% of Pakistanis are undernourished.⁹⁵ In both rural and urban settings, challenges exist in terms of the quality of the population's diet (nutrition security) and the adequacy of the food consumed (food security). A lack of affordable nutritious food is one of the root causes of malnutrition, preventing the adequate intake of nutrients – a major reason for stunting and maternal malnutrition – or prompting households to opt for cheap, high calorie foods, which provoke obesity.

Poor nutrition is manifest by the fact that Pakistan's population, especially children, lack an adequate intake of all the vitamins and minerals necessary for optimal growth and survival, thus provoking micronutrient deficiencies. **Chronic malnutrition**, known as “stunting” (43.7 %) ⁹⁶ is at “emergency levels”. This is a physical manifestation of insufficient, poor quality diets, repeated infections and poor feeding practices, over extended periods of time. Disaggregating this average reveals that half of all stunting in Pakistan is severe.

Pakistan's level of **acute malnutrition** (15.1%)⁹⁷ constitutes an “emergency” by international standards. While acute malnutrition is partly caused by arid conditions and occasional drought in some areas, it is more broadly a manifestation of maternal under-nutrition, repeated pregnancies, low birth weight, a lack of exclusive breast feeding, poor infant feeding practices, delayed initiation of complementary feeding, repeated infections and food insecurity. It takes a particular toll on the poor and the marginalised, whether or not they reside in regions suffering from drought.

Obesity is becoming a problem in Pakistan, which ranks among the top nine most obese countries in the world.⁹⁸ It is often due to the long-term effects of stunting, but is also linked to limited access to affordable nutritious foods, low awareness of the importance of balanced diets and physical inactivity.

Nutritional disparities are also related to deep-rooted patriarchal norms and practices, including gender-based discrimination in food distribution that particularly affects adolescent girls and women. It is also tied to land tenure. Without access to land, many poor families are unable to produce or consume a balanced diet. Maternal nutritional status is inextricably linked to the nutritional status of children. Pervasive nutritional deficiencies among children are unsurprising given that women suffer from high-levels of anaemia and deficiencies in calcium, Vitamin D, zinc, iron and folic acid .

95 FAO, IFAD and WFP (2015) *The State of Food Insecurity in the World 2015*. Rome: FAO, p. 46. Available: <http://www.fao.org/3/a-i4646e/index.html>

96 Aga Khan University, Pakistan Medical Research Council, Government of Pakistan and UNICEF (2011) *National Nutritional Survey Pakistan 2011 (NNS)*. Available: https://www.humanitarianresponse.info/system/files/documents/files/59_National%20Nutrition%20Survey-2011.pdf

97 Ibid.

98 Ng, M. et al. (2014) “Global, regional, and national prevalence of overweight and obesity in children and adults during 1980–2013: A systematic analysis for the Global Burden of Disease Study 2013”, *Lancet*, 384(9945), 766-781. Available: [http://www.thelancet.com/journals/lancet/article/PIIS0140-6736\(14\)60460-8/fulltext](http://www.thelancet.com/journals/lancet/article/PIIS0140-6736(14)60460-8/fulltext)



Child health and nutritional status depends on their caregivers' feeding and care practices; adequate household food security; and access to health services and sanitation, among other factors. Practices that are strong determinants of children's nutritional status include:

- Care practices among pregnant and lactating women, including good antenatal care;
- Breastfeeding and young child feeding (IYCF);
- Reproductive health ;
- Good child health practices, including immunisation, regular de-worming and feeding during illnesses;
- Psychosocial care for children;
- Adequate food availability, distribution, storage and preparation; and
- Household hygiene and sanitation practices.

Ultimately, these practices depend on the **resources available to caregivers** at the household level. Specifically, their education, knowledge and beliefs around child care; good health and nutritional status among caregivers; mental health, minimal stress and self-confidence; autonomy and control of resources, including land; intra-household resource/food distribution; time usage and a reasonable workload; the number of children in a family and the mother's age at the time of her marriage; access to family planning and health care services; and social support from their families and communities.

Pakistan is now beginning to move away from a **nutrition response** solely focused on treating acutely malnourished children, towards a more comprehensive response that addresses the root causes of malnutrition while alleviating its symptoms. The process of rolling out *Multi-Sectorial Nutrition Strategies* is underway across all provinces and regions, while the *Scaling Up Nutrition* initiative's coordination mechanisms are poised to help operationalise these multi-sectorial frameworks. As such, nutritional governance will be made more effective by pairing it with a focus on food security, WASH, agriculture, education, health, population welfare, social protection and women's empowerment.

UN Response: Enhancing Nutrition by 2022

The UN has extensive national and global expertise in tackling the manifestations and root causes, of malnutrition – including insufficient food; household food insecurity; a lack of dietary diversity; micro-nutrient deficiencies; maternal malnutrition; limited access to Maternal, Neonatal and Child Health (MNCH) services; poor care seeking behaviors, insufficient breastfeeding; poor complementary feeding practices; a lack of simple household hygiene and sanitation; and unsafe drinking water. Drawing on its experience, resources and expertise, the UN will work to improve nutrition in Pakistan through:



- **Stronger Partnerships:** Hand in hand with partners across the country, particularly federal and provincial governments, the momentum of *Scaling Up Nutrition* (SUN) activities will be taken forward, along with other sustained efforts to achieve “Zero Hunger”, aligned with SDG 2 and other related SDGs. This will involve **technical assistance** and **capacity strengthening** for a range of stakeholders. Team work and synergies will be prioritised at all levels, requiring UN agencies to work holistically and maximise each agency’s strengths to help Pakistan achieve optimal nutrition.
 - **Technical Assistance and Coordination:** Based upon current multi-sectoral nutritional strategies, *Multi-Sector Plans of Action* for each province and region, alongside an overall Country Plan, will be implemented. Through the SUN initiative, elaborating and enacting these plans will draw together all relevant stakeholders –federal and provincial governments, the UN, parliamentarians, the private sector, civil society, academia, the media and communities. By analysing what actions have been effective in the short-, medium- and long-term, the UN will identify gaps and opportunities, pinpointing where existing capacity and financing can be harnessed and where these need to be further developed. Such analysis will be indispensable for multi-sectoral action around good nutrition. Nutrition-specific and nutrition-sensitive interventions will be prioritised, particularly to curb stunting, with a focus on vulnerable groups. Support will also be provided to bolster coordination mechanisms at the federal, provincial and district levels, in order to effectively monitor and evaluate nutrition programmes.
 - **Capacity Strengthening:** Greater national capacity is essential for the efficacy of nutrition interventions. The UN will support capacity strengthening for all relevant sectors including federal, provincial and district Departments of Health; allied hospitals; municipal health facilities; rural health care centres and basic health units; provincial and district Education Departments and teachers; and provincial and district departments for food, agriculture, livestock, water and sanitation (WASH), social welfare and women’s development.
- **Policy Advocacy:** The UN will continue to support the Government’s adoption of multi-sectoral nutrition and national fortification strategies, aligned with provincial priorities. A focus will be placed on championing quality implementation; scaling up interventions; strong monitoring and evaluation; and the enforcement of legislation designed to protect and promote good nutrition.

Greater national capacity is essential for the efficacy of nutrition interventions.



The strategic focus of the UNSDF/OP III will be on the following areas:

- Supporting the development and implementation of an integrated, multi-sectoral **National Nutrition Policy/Strategy**, aligned with provincial priorities. Support will be based on *Provincial Nutrition Guidance Notes* and *Provincial Nutrition Strategies*;
- Aiding the **implementation of current multi-sector nutrition strategies** to improve dietary intake, feeding and care practices among vulnerable groups – including children, adolescent girls, pregnant and lactating women and mothers. Going beyond nutrition *per se*, a focus should be placed on gender equality and women’s empowerment, in order to fundamentally change the norms that disadvantage women and girls, with severe consequences for their nutritional outcomes;
- Continuing the momentum of **Scaling up Nutrition (SUN)** interventions through its various networks. This will entail clear plans, at the federal and provincial levels, to support multi-sectorial strategies and promote public financial allocations for nutrition;
- Assisting **nutrition-specific and nutrition-sensitive interventions**, with a focus on preventing and treating stunting, acute malnutrition, micronutrient deficiencies and maternal malnutrition. These will also address issues across the life cycle – ante-natal and postnatal care (ANC and PNC); maternal, newborn and child health (MNCH); early initiation and exclusive breastfeeding; infant and young child feeding (IYCF); school nutrition; adolescent health; WASH; and household food security interventions. A dual approach will continue to be spearheaded, pairing nutrition specific-and nutrition-sensitive action with efforts to tackle under-nutrition nutrition and its root causes;
- Improving federal, provincial and regional **coordination mechanisms** to effectively monitor and evaluate nutrition programmes;
- **Strengthening the capacities** of federal, provincial and district authorities to enhance nutrition through multi-sectoral approach – including stakeholders responsible for health care, education, agriculture, water and sanitation, social welfare, women’s empowerment, Disaster Risk Reduction and emergency response; and
- **Assisting** federal and provincial governments to generate and analyse evidence on innovative, scalable and sustainable nutrition-specific and nutrition-sensitive interventions.




Risks and Assumptions

Risks	Assumptions
<p>Limited commitment of funding for nutrition interventions.</p> <p>Inadequate stakeholder response to the nutrition emergency in Pakistan.</p> <p>Nutrition-sensitive and specific plans are not fully implemented or sustained.</p> <p>Behavioural change among communities is a lengthy, often difficult process.</p> <p>Climate change or emergencies compound food insecurity – thus limiting opportunities to foster lasting nutritional changes.</p> <p>Other relevant sectors are not interested in collaborating in an effective multi-sectoral nutrition response.</p>	<p>Federal and provincial governments continue to prioritise nutrition as a critical priority area, including by allocating significant funds to nutrition-sensitive and nutrition-specific interventions.</p> <p>Communities are responsive to interventions which promote improved feeding and care practices.</p> <p>UN policy support is relevant, timely and of high quality.</p>



3.5 Food Security

FOOD SECURITY 

Outcome 5:

By 2022, the most vulnerable and marginalised populations have improved availability of, access to, and consumption of safe, nutritious and sufficient food, while promoting sustainable agriculture to achieve zero hunger.

Contributing UN Agencies:

WFP, FAO, UNIDO and IFAD

ALIGNED TO VISION 2025 AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth), 4 (Security),

SDGs

1 (Poverty), 2 (Hunger), 3 (Health), 4 (Education), 5 (Gender), 6 (WASH), 9 (Infrastructure & Innovation), 10 (Inequalities), 12 (Consumption & Production), 13 (Climate), 14 (Life Below Water), 15 (Life on Land), 16 (Peace, Justice & Institutions), 17 (Partnerships)

What is Food Security?

Food security exists when *“all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life.”*⁹⁹ Effectively, food security effectively has **four dimensions**:

- **“Availability”** – sufficient quantities of quality, nutritious food physically available in the area. This includes food available in markets; produced on local farms or home gardens; obtained via imports; stored in strategic grain reserves; world food supplies; and food provided as food aid or as gifts.

99 FAO (2002) *State of Food Insecurity in the World 2001*. Rome: FAO.



- **“Access”** –households’ and individuals’ capacity to attain nutritious food¹⁰⁰. This involves physical, social and economic access¹⁰¹ and is influenced by the purchasing power of individuals and households
- **“Utilisation”** – the way in which the body makes the most of nutrients in the food it consumes. Sufficient nutrient intake is the result of feeding and care practices; food preparation; diet diversity; and intra-household food distribution. All this depends on knowledge and practices around nutritious food
- **“Stability”** is achieved through uninterrupted food availability, access and intake.

Vision and Rationale

Why does Food Security Matter for Pakistan?

Food security is a key building block of a better future for all. Rural development and investments in agriculture – whether in crop production, livestock, forestry, fisheries and aquaculture – are powerful tools to end poverty and hunger. Low crop and livestock productivity, a rise in the cost of fertilizer and seeds, and changes in land use patterns due to desertification, salinity and climate change limit the availability of food while driving up prices – ultimately, this could push millions of people deeper into poverty. Sustainable agriculture, with its focus on improved productivity, mitigates poverty and improves access to food. Thus, it is the bedrock of ensuring lasting food security. Achieving food security in Pakistan would have an immense, positive impact on the country’s economy, health outcomes, education, equality and social development. It is a vital step towards making sure that no one is “left behind”. Feeding a growing population will be a monumental challenge, but it can be achieved by transforming food systems and agriculture.

Alignment with Vision 2025

Food security is a national priority for the Government of Pakistan, enshrined in Pillar 4 of *Vision 2025*. Acknowledging that a lack of such security hinders development and perpetuates intergenerational inequalities, it envisages food security *“in the context of the entire supply-chain – from production, processing, storage and distribution to consumption.”*¹⁰² This OP III outcome is fully aligned with this vision, sharing its focus on supporting the most food-insecure segments of Pakistan’s population through effective relief measures; long-term arrangements; a modern, efficient and diversified agricultural sector; and food resource efficiency.

100 Sen, A. K. (1982) *Poverty and Famines: An Essay on Entitlement and Deprivation*. New York: Clarendon Press.

101 Physical access entails well-functioning, accessible markets, alongside farmers accessing improved technology and financing. Social access involves affordability and intra-household food allocation. Economic access refers to asset ownership and livelihood opportunities, especially for women.

102 Planning Commission, Ministry of Planning, Development & Reform (2014) *Pakistan 2025: One Nation – One Vision*. Islamabad: Government of Pakistan, p. 65.



Contributing
19.8% of
Pakistan's
GDP and
employing
nearly
half the
workforce,
agriculture is
central to the
livelihoods of
millions

Current Context

Pakistan has made significant progress in achieving self-sufficiency in major food crops, drawing on its rich agricultural resources. Efforts to cement food security are gaining pace, a major issue as 4.4 of every 10 Pakistanis are food insecure¹⁰³, despite the fact that the country produces enough food to feed its population. Food insecurity affects a significant proportion of the populace, taking a severe toll on the poorest, most vulnerable and marginalised segments of society.

Maintaining food production will be challenging given Pakistan's **growing population** and adverse **climatic conditions**, most notably transient but recurring environmental phenomena – such as floods, droughts and earthquakes. These trends will have important implications for the critical agriculture sector. Contributing 19.8% of Pakistan's GDP¹⁰⁴ and employing nearly half the workforce, agriculture is central to the livelihoods of millions and remains a key area for spurring poverty reduction. Challenges to agriculture mean challenges for food security. Wheat availability per capita from local production sources has been decreasing¹⁰⁵, although the production of other products has fared better. For instance, the per capita availability of locally produced milk has increased by 3%.¹⁰⁶ The production of pulses and vegetables has fallen, reducing crucial sources of protein, minerals and vitamins.

As prospects for expanding agricultural land are limited – since this would deplete natural resources – new technologies and practices are needed to intensify production on existing agriculture land. In the face of extreme weather or natural disasters, there is an impetus to help communities become more resilient and manage risks to both agriculture and food security. Since gender cuts across issues of food security – particularly in emergencies, where women and men are affected differently and are subject to differences in household food allocation – a gender-responsive approach to food security is vital.

103 Aga Khan University, Pakistan Medical Research Council, Government of Pakistan and UNICEF (2011) *National Nutritional Survey Pakistan 2011 (NNS)*. Available: https://www.humanitarianresponse.info/system/files/documents/files/59_National%20Nutrition%20Survey-2011.pdf

104 Finance Division (2016) "Chapter 2: Agriculture", *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/02_Agriculture.pdf

105 <http://www.pide.org.pk/psde/pdf/agm26/Day3/Pervez%20Zamurrad%20Janjua.pdf>

106 Finance Division (2016) "Chapter 2: Agriculture", *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/02_Agriculture.pdf



Economic access is among the most prominent “limiting factors” affecting food security in Pakistan. Poverty rates, coupled with rising food prices, increase pressure on the population, particularly the most vulnerable and marginalised. Market prices play a major role in determining economic access to food, particularly the rising prices of staple goods like wheat and fresh milk. Land tenure is a major issue, as without land poor families often cannot secure year-long access to fresh, organic vegetables, poultry, eggs, meat, milk and dairy products.

Improvements are needed in physical access, most notably in remote rural areas within GB, PAK, Balochistan, KP and Sindh. The adequate utilisation of food is affected by a lack of awareness of appropriate dietary intake, underlying the need for awareness raising, especially in rural areas. Food security is linked to adequate service delivery in terms of WASH, education and health care. Challenges related to WASH are particularly important to tackle given that Pakistan has the third largest number of people in the world who practice open defecation and 30% of schools do not have access to safe drinking water.¹⁰⁷

The Government of Pakistan’s Ministry of National Food Security and Research (MNFS&R), which addresses both agriculture and food security together, is in the process of finalising its draft *National Agriculture and Food Security Policy*. This is an important step, encompassing a set of actions on federal and inter-provincial issues concerning agriculture and food security. Specifically, these issues relate to international and domestic coordination; upstream and strategic research; minimum standards for food safety; seed certification; and pest and animal health surveillance.

UN Response: Improving Food Security by 2022

The UN has a long record of working on agriculture and food security issues in Pakistan. Several specialised agencies have the resources, as well as the financial and technical expertise, to aid the design of comprehensive strategies for food security and agricultural development – strategies which will ensure that vulnerable and marginalised populations benefit from the improved availability of, and access to, adequate nutritious food. Drawing on our experience, resources and expertise the UN will focus on improving food security in Pakistan through:

- **Stronger Partnerships:** Strengthening partnerships with federal and provincial governments, civil society organisations and other stakeholders will be the main vehicle by which the UN contributes to improved agriculture and food security up to 2022. This will principally be achieved by providing **technical assistance** and **strengthening capacity**, especially the capacity of government agencies and policy makers to improve policies and programmes on food security. It will also prioritise community-based livelihood initiatives which enable people on the ground to design and pilot scalable models.

107 “Country Paper on Sanitation: Pakistan.” (2016) Paper prepared for the South Asian Conference on Sanitation VI, 11-13 January, Dhaka, Bangladesh



- **Technical Assistance:** The UN will capitalise on the establishment of a coherent, coordinated Sanitary and Phytosanitary (SPS) system. We will support the application of food safety controls, as well as efforts to strengthen the federally-coordinated SPS management system and its provincial arms. Initiatives will also seek to diversify agricultural production, improve practices and enhance value chain development.
- **Capacity Strengthening:** The UN will engage its resources to support the Government in working towards the goals of the “Zero Hunger” initiative at the federal and provincial levels. This will involve developing the capacity of small-holder farmers to produce sufficient food; employ technology and modern agricultural practices; and benefit from improved access to land, water, agriculture extension services, inputs, technology and financing. It will also entail developing the capacity of stakeholders to strengthen food systems via an integrated approach at all levels; to ensure “value addition” in food products; to undertake food security analysis; and to establish a *Food Security Monitoring System*. By gathering and analysing information, such a system will enhance preparedness, early warnings and timely response to food security crises. In tandem, the UN will continue to work with vulnerable communities, as well as national and provincial government departments, building capacities for tackling natural and “human-induced” disasters that affect food security, through “climate smart agriculture”.
- **Policy Advocacy:** The UN will advocate for the development and implementation of agriculture and food security policies, strategies and plans. These are vital for improving the availability of, and access to, adequate nutritious food among the most vulnerable groups in Pakistan. Specifically, the UN will continue to support the Government of Pakistan’s efforts to create and enact a *National Food Security Policy*. We will also work closely with the Government to strengthen institutional and policy frameworks at all levels, to better address Pakistan’s agriculture and food security needs.

At the systematic level, a **three-pronged approach** will be adopted to tackle food insecurity:

- i. First, an approach which prioritises improving the quality of food by monitoring its compliance with food safety and standards’ (SPS) mechanisms through quality assurance procedures.
- ii. Second, an approach based on strengthening government data management systems through the provision of technical expertise to track and monitor commitments on sustainable agriculture and food security.
- iii. Third, an approach that seeks to strengthen collaboration between the public and private sectors, championing consultations and dialogue, with a view to diversifying the approaches used for basic service delivery in food and agriculture.

The strategic focus of the UNSDF/OP III will be on the following areas:

- Promoting the Government’s approval and implementation of a *National Agriculture and Food Security Policy*;



- Preparing and implementing a *National Action Plan* on achieving the “Zero Hunger” goal;
- Supporting the SPS management system across the country;
- Advocating for increased investment in agriculture and livestock, alongside agriculture markets, in order to lay a solid foundation for sustainable food security;
- Boosting stakeholder capacity to undertake gender-responsive food security analysis and set-up an effective *Food Security Monitoring System*, aligned with global and country standards for measuring under-nourishment and the *Food Insecurity Experience Scale* (FIES);
- Working with vulnerable and marginalised people to raise awareness of improved dietary feeding and care practices, while enhancing their access to quality agricultural inputs, modern technologies, services and financing linked to agriculture and food security;
- Rebuilding livelihoods through the rehabilitation of agriculture, natural resource management and food assistance for assets (FFA);
- Offering food and cash assistance, coupled with agriculture and livestock inputs, in response to shocks, disasters, or displacement. This will be tied to capacity strengthening for communities and authorities, enabling them ensure food security during the crisis response and recovery phase; and
- Increasing the incomes of poor, rural households in targeted areas through increased crop and livestock productivity. A focus will be placed on empowering women to fully participate in economic decision making and engage more effectively with the market, thereby expanding their livelihood opportunities, as well as through conditional food and cash assistance.

Risks and Assumptions

Risks	Assumptions
<p>Agriculture and food security are threatened by natural disasters, climate-induced shocks or stress, security issues, or trans-boundary diseases and pests.</p> <p>Changing government policy priorities.</p> <p>Changing donor preferences in terms of supporting agriculture, food security and nutrition.</p> <p>Weak implementation of government action plans on food security.</p>	<p>The Government takes increased ownership for improving agriculture; cementing food security and safety; and improving nutrition.</p> <p>National institutions take responsibility for improved service delivery and ensure access to safe, nutritious and sufficient food for all.</p>



3.6 Resilience

RESILIENCE



Outcome 6:

By 2022, the resilience of the people of Pakistan, especially the most vulnerable populations is increased by addressing and mitigating natural and human induced disasters, including climate change mitigation and adaptation measures, and the sustainable management of cultural and natural resources.

Contributing UN Agencies:

WFP, UNIDO, UNDP, UN Habitat, IOM
UNESCO, WHO, UNICEF, UNFPA, FAO,
UN Environment, UNOCHA and UN Women

ALIGNED
TO VISION
2025
AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth), 4 (Security)

SDGs

5 (Gender), 6 (WASH), 7 (Energy), 12 (Consumption & Production), 13 (Climate), 14 (Life Below Water), 15 (Life on Land), 17 (Partnerships)

What does Resilience Involve?

Resilience is “the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner”. This involves preserving and restoring basic structures and services.¹⁰⁸ Thus, resilience against crises means reducing risks and damage from disasters (i.e. loss of lives and assets) – whether natural disasters or human-induced crises – as well as the ability to quickly bounce back to a stable state.¹⁰⁹

108 UNISDR (n.d.) *Terminology*. Geneva: United Nations International Strategy for Disaster Reduction. Available:

109 UN Habitat (n.d.) *Resilience*. Nairobi: UN Habitat. Available:



Resilience is not an issue confined to one sector alone. As the *Sendai Framework for Disaster Risk Reduction* makes clear, there is a strong link between culture, resilience and DRR. This makes it vital to mainstream a concern for culture in DRR and vice versa, while protecting cultural sites from hazards. Overall, priorities for achieving resilience include:

- Understanding disaster risk;
- Strengthening disaster risk governance for the management of these risks;
- Understanding the economic, social, health, education, environmental and cultural heritage impacts of hazards;
- Investing in DRR for resilience; and
- Enhancing disaster preparedness to improve response, rehabilitation and reconstruction.¹¹⁰

Vision and Rationale

Why does Resilience Matter for Pakistan?

Human life depends on the earth for sustenance and livelihoods. Plant life provides 80% of our human diet, allowing people to rely on agriculture as an important economic resource and means of development. Diverse ecosystems and biodiversity are vital sources of clean air and water, as well as being crucial for combating climate change. Cultural resources are also core components of lives and livelihoods. Our wealth of tangible and intangible cultural heritage encompasses resources of immeasurable value for sustainable development.

Protecting these resources, while guarding against challenges linked to increasingly frequent crises, is essential for Pakistan – whether environmental degradation, accelerating climate change, or natural and human-induced disasters. Only a focus on resilience can hope to turn the tide, safeguarding vital natural and cultural resources; enabling communities to prevent, reduce and recover from pressing risks; and protecting development gains.

110 United Nations (2015) *Sendai Framework for Disaster Risk Reduction 2015-2030*. New York: United Nations. Available: http://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf



Pakistan is highly vulnerable to natural and “human induced” disasters. It is the 7th most vulnerable country to the impacts of climate change

Alignment with Vision 2025

Vision 2025 acknowledges the need to explicitly assess and counter the risks facing Pakistan – spanning climate change to natural disasters and complex crises. Above all, it calls for greater resilience, outlining plans to develop well-defined mitigation and adaptation strategies; strategies for long-term sustainability; and measures to ensure that natural resources are used in a sustainable manner. This OP III outcome echoes *Vision 2025*’s concerns and is fully in line with its aims. It is also in line with *Vision 2025*’s recognition of culture as a sector which can play a key role in development.

Current Context

Pakistan has made strides towards greater resilience, with national and provincial authorities increasingly capable of planning, mitigating, managing and responding to disaster risks. This is exceptionally significant as Pakistan is among the countries with high susceptibility to disasters and climate change, including environmental degradation, natural disasters and seismic activity. This is due to the country’s geographical location, topography, hydrological configuration, extended fault-lines, inequality and low levels of development. Disasters exacerbate the stresses of poverty, inequality, exclusion and the demands of sustainable development. The most marginalised and vulnerable segments of the population are hardest hit – most notably women, children, minorities and displaced persons unable to prevent or prepare for risks. Vulnerability to disasters is growing in both urban and rural areas, placing ever more lives and livelihoods at risk. As urban planning often lacks provisions for disaster management, urban areas are especially vulnerable.

Pakistan is also among the ten countries in the world most vulnerable to the impacts of **climate change**, ranking 7th of 181 countries on the *Global Climate Risk Index 2017*.¹¹¹ Recent years have already witnessed frequent extreme weather variability, such as droughts and glacial lake outburst floods. This has serious implications for several socio-economic sectors, including health; agriculture and food and nutrition security; energy consumption; human security; and natural resource management. As Pakistan’s population rapidly grows and urbanises, and as extreme weather affects water supplies and causes agricultural yields to decline, the risk of hunger and food insecurity will remain high.

111 Global Climate Risk Index 2017 GERMANWATCH <http://reliefweb.int/sites/reliefweb.int/files/resources/16411.pdf>

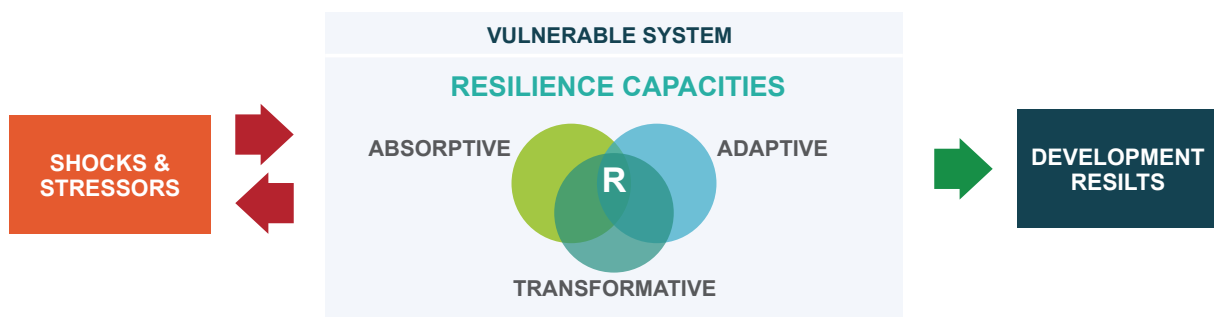


There are also challenges related to the large number of people dislocated from their homes as they return and rebuild. Notably, those returning to FATA require support, given their limited capital to repair or rebuild their homes and productive assets; to re-establish their livelihoods; to restore community and agricultural infrastructure; as well as to restore and expand public health and education services.

More generally, Pakistan's **natural resources** are under strain. Ecosystems, biodiversity, land and water resources, and other natural assets are threatened by rising levels of environmental degradation, spurred by rapid, unplanned urbanisation, pollution and unsustainable patterns of production and consumption. The indigenous knowledge and practices on sustainably managing natural resources are beginning to disappear in the wake of urbanisation. Natural assets are the cornerstone of the livelihoods of millions of people. Thus, strains on these assets will have wide-ranging implications for Pakistan's ability to achieve the SDGs. Conservative estimates suggest that environmental degradation costs the country 6% of its GDP annually¹¹², roughly PKR 365 billion. This heavy toll is due to: a) illnesses and premature mortality caused by indoor and outdoor air pollution, amounting to nearly 50% of the total damage cost; b) diarrhoeal diseases and typhoid provoked by inadequate water supplies, sanitation and hygiene, representing 30% of the total cost; c) and reduced agricultural productivity due to soil degradation, accounting for 20% of the damage cost. These trends are compounded by issues like hazardous solid waste, the loss of forest cover, desertification, soil erosion, a decline in soil fertility and water scarcity.

The environmental challenges facing Pakistan have certain common causes. Therefore, common solutions can address them. These include greater investment in natural resource management according economic value to natural resources; proper planning in relation to natural resources; and reversing soil and land degradation, alongside water pollution, caused by industrial expansion and climate patterns. Existing regulations need to be better enforced through effective, incentive-based regulatory policies and systems, alongside efforts to galvanise support for voluntary environmental protection initiatives among industrial stakeholders.

Resilience and the Humanitarian-Development Nexus



112 World Bank (2006) The cost of environmental degradation in Pakistan: An analysis of physical and monetary losses in environmental health and natural resources. Washington, DC: World Bank. Available: <http://documents.worldbank.org/curated/en/276121468059090167/The-cost-of-environmental-degradation-in-Pakistan-an-analysis-of-physical-and-monetary-losses-in-environmental-health-and-natural-resources>



UN Response: Bolstering Resilience and Sustainable Resource Management by 2022

Uncertainties spawned by climate change, natural hazards and social tensions call for a strengthened UN focus on risk management and resilience as a key outcome of its work in Pakistan. This will require fully integrating development and humanitarian approaches, while making sure that humanitarian assistance can be scaled up if required. The UN's on-going work in Pakistan has brought to the fore the need for an integrated risk management (IRM) and resilience approach that addresses the multiple, interrelated vulnerabilities which affect sustainable development. Experience confirms that fragmented approaches cannot address vulnerabilities. Thus, the UN will continue to harness its technical expertise, experience and resources to boost Pakistan's ability to bounce back from crises; adapt to climate change; and manage natural and cultural resources sustainably. Specifically, we will focus on:

- **Stronger Partnerships:** Work with the Government, the UN will help mainstream action on risk management and resilience across all government bodies, ministries and departments, at all levels. Collaboration will also centre on consolidating Pakistan's gains and lessons learnt from managing and mitigating risks, while supporting the transition to an "integrated risk management and resilience approach". This means an approach that is aware of the "shocks" and "stressors" that underlie vulnerabilities and is capable of mitigating, managing and adapting accordingly. We will also partner with the Government to institutionalise environment sustainability and climate change adaptation. These efforts will be based upon concerted **technical assistance** and **capacity strengthening** for stakeholders at all levels, including in vulnerable urban areas.
- **Technical Assistance:** The UN will provide upstream support coupled with assistance for mainstreaming resilience and risk management across the Government's work. To enhance planning and decision making, good practice models will be offered on stabilisation and service delivery, based on research, innovation, knowledge management and multi-hazard vulnerability risk assessments. These will focus on the areas outlined below, namely "absorptive" capacity, encompassing preparedness and response; "adaptive" strengths; and "transformative" capacities. We will assist Government efforts around community-based protection systems, including health care, especially for vulnerable groups; community stabilisation; and revitalising the productive capacities and employment opportunities of communities affected by natural hazards, human-induced crises, or those at risk of violence. Given the particular vulnerability of urban areas, we will support specific strategies to make urban centres more resilient.



- **Capacity Strengthening:** UN support for the Government and people of Pakistan – in urban and rural areas – will centre on strengthening their capacity to prepare for, mitigate and absorb the impacts of shocks and stressors on livelihoods and basic needs; to adapt to climate change; and to transform practices to better achieve development results. A focus will be placed on bolstering capacities around risk management and resilience, particularly among Disaster Management Authorities (DMAs) at all levels, while mainstreaming DRR into the work of all government bodies and line ministries. Making vulnerable communities more resilient will hinge on creating livelihoods and employment opportunities and improving community coping mechanisms. Specific, multi-sectoral “urban” approaches will be spearheaded to tackle the particular vulnerability of urban centres. We will also continue assisting the return and recovery of temporarily displaced persons (TDPs).
- **Policy Advocacy:** Drawing on its role as a convenor of global good practices, the UN will advocate for the context-specific replication of workable models across Pakistan’s provinces and regions. These will be based on strong protection standards around preparedness, relief, risk management, recovery, reconstruction and resilience. We will engage in research to inform evidence-based policies to counter radicalisation, while promoting youth engagement. A focus will also be placed on raising awareness and advocating for environmentally sustainable practices, including by engaging the private sector, government stakeholders, civil society, academia, the media and communities. As urban areas require specific attention, the UN will advocate for truly “urban” multi-sectoral approaches and engage in targeted research on urban risk management and resilience.

The UN’s approach will have a **three-pronged focus**, described in greater detail below:

- i. Fostering **absorptive** capacity, encompassing **resilience** and stability, through preparedness, response and mitigation;
- ii. Improving **adaptive strengths in risk management**; and
- iii. Cultivating **transformative** capacities.

The strategic focus of the UNSDF/OP III will be on the following areas:

- Supporting the **implementation of key national frameworks** for risk management and resilience – particularly Pakistan’s *National Disaster Risk Reduction Policy (2012)* and *National Disaster Management Plan 2016-2030* – while assisting the development of innovative new strategies, including for urban resilience;



- **Building “absorptive” capacity**, i.e. the ability of the Government and people of Pakistan to prepare for, mitigate and overcome the impacts of hazards or shocks on their lives and livelihoods. This will include stabilisation and resilience building among hazard-affected, or at-risk, communities in urban and rural areas; risk awareness; Disaster Risk Reduction and prevention measures to mitigate the impact of sudden on-set events; coping strategies; and capacities to preserve and restore basic services. For instance, cash savings, reserve food stocks, access to social safety nets and the diversification of livelihoods. This will be coupled with action to safeguard Pakistan’s natural and cultural environment, including traditional knowledge and practices around resource management;
- **Improving “adaptive strengths”**, i.e. ability of the Government and people to adjust to the impacts of shocks and stressors; to mitigate and reduce potential damage; and to take advantage of opportunities as they emerge. In urban and rural settings, this will include diversifying livelihoods and promoting alternative income opportunities; creating storage facilities; championing clean energy; improving the efficiency of energy consumption; creating and enforcing codes for the construction of buildings and other structures; involving the private sector and NGOs in delivering basic services; encouraging improved farming techniques and practices; designing and implementing of replicable DRR livelihood models; and introducing climate resistant crops. It will also encompass capacity development for vulnerable groups and the formulation of mitigation and adaptation plans – both important steps towards more resilient communities;
- **Strengthening the “transformative” capacity** of institutions responsible for weather and climate forecasting systems, natural resource management and Disaster Risk Management (DRM) at the national, provincial, district and municipal levels. Specifically, this will entail building capacities around contingency and policy planning; mainstreaming climate change into sectoral strategies; Disaster Risk Reduction (DRR) and DRM, including Community-Based Disaster Risk Management (CBDRM); school safety; hazards and vulnerability mapping; early warning systems; technology transfer; multi-hazard DRM planning; and mainstreaming DRR into urban management. The UN will also boost the capacities of civilian law enforcement agencies to respond to, and assist with, emergencies and transition planning. This will facilitate an effective shift from preparedness to response and early recovery;
- **Supporting environmental sustainability**, with a focus on **climate change adaptation and mitigation** strategies. Specific interventions will be tailored to needs and challenges at the provincial, regional, district and municipal levels, guided by certain core efforts:
 - Bolstering national and provincial capacity to reduce climate vulnerabilities;
 - Supporting the Federal Government to meet its international environmental obligations;
 - Enhancing government capacity and involving communities in the sustainable management of ecosystems and biodiversity, including forests, wildlife and fisheries’ resources; and



- Raising awareness and advocating for change, particularly by engaging the private sector, civil society, academia and the media in support of environmentally sustainable practices.
- Aiding Government efforts to **gather and analyse data** on the effects of social dislocation, while assisting communities to engage youths.
- Boosting the Government’s ability to achieve **long-term change** via a combination of capacity building, technological innovations, institutional reforms, behavioural and cultural change. This will involve strengthened oversight; more inclusive community-based institutions; innovative forms of social engagement; evidence-based research; and promoting media dialogue and advocacy, public-private partnerships and inter-provincial coordination.

Risks and Assumptions

Risks	Assumptions
<p>Policy shifts due to a change in political leadership lead to resilience being denigrated from its position as a national priority.</p> <p>An economic downturn leads to a high opportunity cost for investments in resilience and risk management.</p> <p>Financial and economic crises; concurrent, multiple natural disasters; and volatile climate change patterns.</p>	<p>Communities are aware of the importance of resilience and risk management, especially the need to mitigate the impact of shocks on livelihoods and basic needs.</p> <p>The Government is committed to mainstreaming the resilience and risk management agenda in its work.</p> <p>The Government is willing to invest in adaptation and transformation to address the effects of climate change and natural hazards, in rural and urban areas.</p>



3.7 Education and Learning

EDUCATION AND LEARNING



Outcome 7:

By 2022, children and youth have enhanced, equitable and inclusive access to and benefit from quality learning opportunities

ALIGNED
TO VISION
2025
AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth),
6 (Knowledge Economy)

SDGs

2 (Hunger), 3 (Health), 4 (Education), 5 (Gender),
6 (WASH), 8 (Decent Work & Economic Growth),
12 (Consumption & Production), 16 (Peace,
Justice & Institutions), 17 (Partnerships)

Contributing UN Agencies:

UNESCO, UNHCR, UNICEF, UNFPA, UNV,
WFP and ILO

What is Quality Education?

While education is often defined quantitatively, filling schools with children does not address development objectives if no real learning occurs. The **quality** of education is essential:

- **Quality education** is education which allows children to reach their full potential in terms of cognitive, emotional and creative capacities.
- Three **principles** are broadly agreed to underlie quality education: its relevance; equity of access and outcomes; and the observance of individual rights.

Pre-conditions for achieving quality education include:

- Increased, equitable allocation of budgets;
- Capacity building for duty bearers;
- Education Sector Plans inclusive of all SDG 4 targets;
- Inter-sectoral coordination;
- Capacity building for duty bearers;



- Education Sector Plans inclusive of all SDG 4 targets;
- Inter-sectoral coordination;
- Implementing existing policies and laws at the federal and provincial levels;
- Improved coordination with other sectors (employment, nutrition, health and culture); and
- Synergies between teachers' professional development, curricula, textbooks and learning assessment.

Vision and Rationale

Why do Education and Learning Matter for Pakistan?

Inclusive, quality education is one of the most powerful proven vehicles for sustainable development. When people are able to get quality education they can break from cycles of poverty and inequality. Education empowers people to live more healthy and sustainable lives, and to build more tolerant, peaceful societies. An educated, skilled workforce is the basis of a thriving economy, just as an educated population is the foundation for a prosperous country. Thus, Pakistan stands to gain immeasurably – now and in the future – by expanding and ensuring quality education for all of its children and young persons.

Alignment with Vision 2025

Vision 2025 is committed to expanding all levels of education, while improving its quality. Pointing to education as the very basis of development outcomes, Pakistan's national development plan calls for reforms in quality, curricula, pedagogy, technology, governance and assessments; the increasing enrolment of girls; and efforts to improve education's social and economic relevance. Fully aligned to this vision, this OP III outcome shares its focus on expanded quality education as an end in itself, as well as a means of promoting civil rights and civic responsibilities; health and well-being; and the pursuit of economic prosperity.

Current Context

Recent years have witnessed significant **advancements of the right to education** in Pakistan. The country has committed to landmark international frameworks, including the *Declaration on the Rights of the Child* (UNCRC), the *Programme of Action of the International Conference on Population and Development* (ICPD) and the SDGs. All of these instruments reiterate the fundamental right to education, an understanding enshrined in Article 25-A of Pakistan's 2010 Constitutional Amendment. This legislative milestone committed the country to educating all girls and boys between the ages of 5 and 16. It has been followed by compulsory education laws in most provinces and administrative areas.



Recent years have witnessed significant advances in terms of the right to education in Pakistan, from stronger policy frameworks to rising investment in the sector

Provincial and regional governments are steadily making headway – for instance, by developing Education Sector Plans to guide their education reform agendas. To develop **localised targets and indicators for SDG** (“Quality Education”), “*SDG 4 Roadmaps*” are being prepared by the provinces. The Ministry of Education and Training’s new “SDG 4 Cell” is setting targets and indicators, as and will monitor progress on SDG 4’s implementation, including on refugee education.

Investment in the education sector is rising, reaching 2.2% of GDP in 2016.¹¹³ Following the 18th Constitutional Amendment, which devolved responsibility for education to the provinces, provincial governments have considerably increased resource allocations for education in their annual budgets. The overall national education budget has increased by 27%, underscored by positive provincial trends.¹¹⁴ To capitalise on these promising trends, resources will have to be used more efficiently. At present, provinces return funds earmarked for education each year to the Federal Treasury. Structurally, better implementation and enforcement of education commitments, legislation and policies is required.

These are positive developments that need to be taken forward to tackle the **multiple, complex challenges** to quality education and learning in Pakistan. Three parallel streams of education contribute to social disparities by separating children from different social classes. Elite, private English medium schools are attended by children from privileged backgrounds. Low cost private schools, public sector schools and *madrassas* are attended by children from more modest or impoverished backgrounds.

Early Childhood Education (ECE) requires greater attention as it lays the foundation for effective learning and holistic growth. Some 51.2% of 4-year-olds in the country’s four provinces do not attend pre-school. While Pakistan’s Constitution does not guarantee ECE (“pre-primary”) – which is strongly promoted by the UNCRC and SDG target 4.2 – the country’s *National Education Policy (NEP) 2009* recognises ECE’s importance. While the clear policy actions identified by the policy have yet to be fully implemented, the policy’s forthcoming revision is a welcome move towards a stronger focus on ECE.

113 Finance Division (2016) “Chapter 10: Education”, *Pakistan Economic Survey 2015-16*. Islamabad: Government of Pakistan. Available: http://www.finance.gov.pk/survey/chapters_16/10_Education.pdf

114 Institute of Social and Policy Sciences) (2016) *Public Financing of Education in Pakistan: 2010-2011 to 2015-2016*. Islamabad: I-SAPS. Available: <http://www.i-saps.org/publications>



Primary education coverage is increasing, thanks to rising investments and government action, supported by the UN. Addressing access issues would immeasurably improve coverage. Government statistics indicate that an estimated 22.6 million children, aged 5-16, are out-of-school – 44% of all children in this age group.¹¹⁵ Pakistan has the world’s second-highest number of out-of-school children (OOSC) at the primary level – totaling 5 million children, aged 5-9, over 3 million of whom are girls.

A growing number of higher education facilities across the country, including in smaller urban centres, are helping to expand access to **secondary and tertiary education**. Nonetheless, access is limited, particularly for girls. To equitably enable all children to acquire basic skills, greater access to **vocational training and skills development** is needed. Strong partnerships do not exist between educational establishments and the private sector, which ultimately has the greatest interest in the development of a well-trained labour force.

Across all grades, **retention rates** are low. Only 60% of enrolled students complete their primary education.¹¹⁶ Completion rates are 46% at the “lower secondary” and 36% at the “higher secondary” levels.¹¹⁷ Beyond enrolment, **learning outcomes** are a concern. Education tends to be of low **quality** across all levels. For instance, a study in Punjab found that, by the end of Class 3, just over half of public school students master a first grade mathematics curriculum.¹¹⁸ Quality issues are linked to socio-cultural barriers, institutional bottlenecks and teacher absenteeism.

The need for **life skills education** – globally regarded as essential for young people’s empowerment and awareness of sexual and reproductive health, and a focus of SDG 4 – is reflected in Pakistan’s *National Education Policy* and both national and provincial *Youth Policies*. Thus, it is important to integrate such programmes into school curricula.

Positive developments need to be taken forward to tackle the multiple, complex challenges to quality education and learning in Pakistan

115 *Pakistan Education Statistics 2015–2016*. Available: <http://library.aepam.edu.pk/Books/Pakistan%20Education%20Statistics%202015-16.pdf>

116 <https://data.unicef.org/topic/education/primary-education/>

117 <https://data.unicef.org/topic/education/secondary-education/>

118 <http://siteresources.worldbank.org/PAKISTANEXTN/Resources/Publications-and-Reports/367132-1208398596098/2008LEAPS.pdf>



Gender disparities exist in the availability of education in Pakistan. This is tied to access issues – given the distances girls have to travel to attend school, coupled with unsafe transportation – a lack of school WASH facilities, poverty and food insecurity. This belies the need for community awareness of education’s importance and the sensitisation of duty bearers as custodians of change. Challenges to education have also been posed by crises – whether natural disasters or human induced crises – given their toll on vital infrastructure like schools, human resources and community willingness to educate their children.

UN Response: Enhancing Education and Learning by 2022

The UN’s long-standing partnership with Pakistan places a special focus on education and learning. Expanding access to all forms of quality education will be at the apex of UN efforts under the OP III. Efforts will focus on vulnerable groups and under-served areas. Placing an emphasis on social cohesion and improving learning, the UN will consider all facets of learning – spanning formal schooling, non-formal schooling and alternative learning programmes, vocational training, life-skills education and other learning channels. Leveraging its experience, resources and expertise, the UN will focus on enhancing education and learning in Pakistan through:

- **Stronger Partnerships:** The UN will collaborate with the Government to expand access to all levels and forms of education, as well as to enhance the quality of education and learning. Our focus will be on improving educational opportunities and quality in under-served areas for children and adolescents, particularly for girls, young women and other vulnerable groups, such as refugees. Bolstering access to, and the quality of, education, vocational training and life skills education will also be pursued to promote good health, social cohesion and resilience. Provincial governments will be supported to provide missing facilities at schools, making these attractive places for quality learning. These efforts will rest on the solid foundation of UN **technical assistance** and **capacity strengthening** for all relevant stakeholders.
 - **Technical Assistance:** The UN will support the application of innovative education practices, including education to promote social cohesion; learning technologies; alternative pathways for learning; distance learning; Early Childhood Education (ECE); life skills education; school feeding; school safety; and DRR.
 - **Capacity Strengthening:** To promote the principles of “leaving no one behind” and gender equality, while achieving better sexual and reproductive health outcomes, the UN will strengthen national capacity to design and implement alternative learning programmes, as well as community- and school-based life skills education. Priority will be given to boosting stakeholder capacity to improve the quality of public education at all levels. As education outcomes are intimately linked to a range of other issues, the UN will strengthen capacities at the household and community levels to manage key elements of well-being – including health, nutrition, sanitation and hygiene. It will also foment capacities for gathering, analysing and using data for advocacy purposes, particularly on expanded access to education and the quality of learning.



- **Policy Advocacy:** The UN will continue evidence-based advocacy to ensure that excluded groups enjoy their right to free and compulsory education; to promote the integration of key elements of sustainable development into school curricula; to create a policy environment that promotes life skills education; to empower youth; to promote dialogue, particularly at the community level, in order to raise awareness on the importance of education with a view to bolstering enrolment, raise retention and completion rates; and to improve quality teaching while expanding teaching on diversity and tolerance.

The strategic focus of the UNSDF/OP III will be on the following areas:

- Supporting improved **access** to, and the **quality** of, education across Pakistan, particularly to ensure that as many children, youths and adults as possible – both women and men – achieve literacy and numeracy;
- Strengthening **education sector planning** to raise the quality and reach of education and learning programmes. This will include advocating for increased, sustained financing for quality education;
- Promoting the expansion of **Early Childhood Education (ECE)** and **alternative forms of education**. The latter will involve strengthening education – including education on science – in *madrassas* and other institutions, thereby expanding access to quality education;
- Advocating for **excluded groups' right** to free, compulsory education. This will include strengthening capacities to gather, analyse and use **data** for advocacy, and to provide evidence on quality learning;
- Introducing **innovative practices**, such as the use of learning technologies; flexible, alternative pathways to learning, including accelerated learning or distance education for adolescents; school feeding and cash-based transfers for primary school students and adolescent girls; and improving emergency preparedness and response via Disaster Risk Reduction (DRR);
- Ensuring that, as part of quality education, learners also acquire the knowledge, skills, attitudes and awareness to promote **key elements of sustainable development**. These encompass sustainable lifestyles, human rights, gender equality, a culture of peace and non-violence, cultural diversity and global citizenship. This will also involve improving teaching on diversity and tolerance in the education curriculum, enabling teachers to instil these values in their students;
- Strengthening **skills and knowledge at the family and community levels**, equipping key players to manage health, nutrition, sanitation and other aspects of human development. It will also be necessary for school curricula to focus on these issues; Increasing national capacity to design and implement community- and school-based **life skills education programmes** which are age-appropriate, gender-responsive and which promote human rights;
- Creating an enabling environment for **youth empowerment** and social integration through providing life skills training, as well as increasing community schools and volunteer-driven non-formal education facilities;



- Promoting volunteerism, which is a powerful means of improving education by engaging civil society, volunteers and the corporate sector, actors that can play a role in widening the scope for educational facilities;
- Advocating for the inclusion of **schools meals** in education policy frameworks, coupled with budgetary allocations and inter-sectoral linkages for long-term impact and sustainability;
- Championing **social cohesion and resilience** through education by engaging with children and youth; promoting community dialogue; supporting community-level radio programming; and honing IT skills; and
- Strengthening moves to protect Pakistan’s rich **cultural heritage** through education and by engaging students, given its contributions to national identity, poverty reduction and economic growth.

Risks and Assumptions

Risks	Assumptions
<p>Natural disasters threaten education coverage, student enrolment, retention and completion.</p> <p>An economic downturn increases the opportunity cost of investing in education.</p> <p>An unstable security situation prevents students from accessing educational institutions, or causes schools to close.</p> <p>The quality of education proves difficult to enhance across the various streams of Pakistan’s education system.</p>	<p>Education remains a top priority for federal and provincial governments.</p> <p>The Government provides greater and more equitable resource allocations for education.</p> <p>Accountability is enhanced for the implementation of education policies .</p> <p>The Government improves its teacher management and development strategy.</p> <p>Evidence-based programmes are designed and implemented.</p> <p>Development partners, the private sector, the media and all other relevant stakeholders support education.</p> <p>Rights holders are engaged in programme design.</p> <p>Feedback mechanisms for communities and rights holders are in place and are fully functional.</p>

3.8 Gender Equality and Rights

GENDER EQUALITY AND RIGHTS



Outcome 8:

By 2022, government institutions will have increased accountability towards gender equality commitments and social, economic, cultural and political rights

Contributing UN Agencies:

UN Women, UNICEF, UNAIDS, UNODC, UNESCO, UNFPA, WHO, FAO, ILO and UNDP

ALIGNED TO VISION 2025 AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth), 5 (Entrepreneurship),

SDGs

1 (Poverty), 2 (Hunger), 3 (Health), 4 (Education), 5 (Gender), 6 (WASH), 7 (Energy), 8 (Decent Work & Economic Growth), 9 (Infrastructure & Innovation), 10 (Inequalities), 11 (Cities), 12 (Consumption & Production), 13 (Climate), 14 (Life Below Water), 15 (Life on Land), 16 (Peace, Justice & Institutions), 17 (Partnerships)

What Do We Mean by Gender Equality and Basic Rights?

Gender equality means the equal rights, responsibilities and opportunities of women, men, girls, boys and transgender individuals. This isn't to say that they will become the *same* – rather, it is about all people enjoying the same rights, resources, opportunities and protections. It means the interests, needs and priorities of all people are considered.¹¹⁹

Gender equality is part and parcel of **social, economic, cultural and political rights**. These are **basic rights** which all people hold equally simply because they are human, guaranteeing that they can live their lives with dignity. They encompass the right to:

- Life, liberty and security of person;

119 UN Women Training Centre (n.d.) *Glossary: Gender Equality*. Santo Domingo: UN Women Training Centre. Available: <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey=&sortorder=>



- Freedom from slavery, torture, cruel, inhuman or degrading treatment, arbitrary arrest, detention or exile;
- Equal recognition before the law, redress and a fair public hearing, and to be presumed innocent until proven guilty;
- Freedom of movement and the right to asylum;
- Privacy, to marry and found a family;
- Own property and not be arbitrarily deprived of assets;
- Freedom of thought, conscience and religion;
- Freedom of opinion and expression, to freedom of peaceful assembly and association;
- Take part in politics, governance and access public services;
- Decent work and social security; and
- Health, education, leisure, cultural participation.¹²⁰

Vision and Rationale

Why do Gender Equality and Basic Rights Matter for Pakistan?

Human rights and gender equality are the necessary foundation for sustainable development. All people – whether women, men or transgender individuals – are entitled to live with dignity, with freedom from want and from fear. Only by guaranteeing all peoples’ fundamental rights, while committing to “leaving no one behind”, can this be achieved. Providing all the people in Pakistan with equal rights, opportunities and access to services – i.e. to decent work, health care, good nutrition, education, participation in cultural life, and representation in political and economic decision making processes – will fuel a sustainable economy and a more prosperous society.

The enjoyment of basic social, economic, cultural and political rights – and particularly gender equality and women’s empowerment – is vital for expanding economic growth and social progress. Ending discrimination against vulnerable groups, especially the transgender community and minorities, is equally essential. These fundamental rights ensure that all individuals can take part in sustainable development, economic progress and prosperity for all. For instance, women and girls represent half of Pakistan’s population and therefore half of its potential. Women’s participation in the labour force would add percentage points to the economy, while the full participation of excluded groups in socio-cultural life would be a boon to democratic governance and human development. As gender inequality is an especially significant concern for Pakistan, this OP III outcome deals with both basic rights in general and gender equality in particular.

120 United Nations (1948) *Universal Declaration of Human Rights*. Available: <http://www.un.org/en/universal-declaration-human-rights/>



Alignment with Vision 2025

Pakistan's *Vision 2025* prioritises basic rights and gender equality as central tenants of the country's development – so much so that women's empowerment is an explicit part of its very first Pillar, "People First". It highlights the need to end discrimination, while creating an enabling environment in which women and girls can realise their full potential. In tandem, Pillar 1 is fundamentally about ensuring the rights of all of Pakistan's people, in line with the principles of equity and "leaving no one behind". It conceives of these efforts as vital steps to cement the population's well-being and harness their potential contribution – especially the contribution of women – to socio-economic development.

These aspirations are also at the heart of this OP III outcome, which is aligned with this understanding of the importance of both basic rights and gender equality, as well as their immense value for Pakistan's development. It is also in line with *Vision 2025's* recognition of culture as a sector which can spearhead development and cultural diplomacy, so long as cultural rights are enjoyed by all.

Current Context

In terms of **institutional commitments**, Pakistan is doing well. The country has ratified a range of international frameworks on human rights and gender equality.¹²¹ In the wake of devolution, provincial policies and plans are seeking to localise international and national commitments. The *National Plan of Action on Human Rights* (2016) will guide the elaboration of provincial human rights strategies. Moreover, the new *National Commission for Human Rights* (NCHR) is now operational.

Pakistan has specifically affirmed its dedication to women's rights through the *National Plan of Action for Women* (1998); the National Commission on the Status of Women; the *National Policy for Development and Empowerment of Women* (2002); and the creation of national and provincial Women's Parliamentary Caucuses in 2009. Following a landmark Supreme Court ruling in the same year, the transgender community has been accorded greater legal protection – with Computerised National Identity Cards (CNICs) reflecting their gender identity and the 2017 Census counting the transgender population for the first time.¹²²

Pakistan's Vision 2025 prioritises basic rights and gender equality as central tenants of the country's development

121 These include the Beijing Platform for Action (1995); the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW) (ratified in 1996); the *Convention on the Rights of the Child* (CRC) (ratified in 1990); and the *Convention on the Elimination of Racial Discrimination* (CRD) (ratified in 1966).

122 UNCT (2017) *Universal Periodic Review (UPR) of Pakistan 2017.: UNCT Submission*, p3.



The **implementation** of commitments has been more challenging. The NCHR, for instance, must build capacity to meet its objective of promoting and protecting human rights in accordance with the “*Paris Principles*” on National Human Rights Institutions. Despite legal protections, the transgender community and religious and ethnic minorities face harassment, discrimination, violence, poverty and practices like land grabbing.¹²³ Thus, in many instances, individuals' basic rights remain unfulfilled. Law enforcement agencies are often accused of overlooking complaints by transgender individuals.¹²⁴ A dearth of data on the plight of minorities and transgender people makes it difficult to gauge the extent of the challenges they, or to enact evidence-based policies to protect them.



Gender Equality

- 130th of 157 countries on the Gender Inequality Index¹²⁵
- 147th of 188 countries on the *Gender Development Index*¹²⁶
- 143rd of 144 countries on the *Global Gender Gap Index*¹²⁷

Seminal national and provincial legislation reflects the Government's strong commitment to addressing **gender inequality**, the most pervasive rights concern in Pakistan. Given the Gender disparities are evident across sectors and key indicators – poverty; health; education; employment; access to resources; food and nutrition security; legal rights; social and political affairs; and decision making within households, work places and communities. This clearly demonstrates that gender is a central, cross-cutting concern.

With respect to **economic activity**, women's labour force participation (23.4%) is significantly lower than that of men (48.1%).¹²⁸ Women workers tend to be concentrated in the informal sector, in agriculture and in the home-based worker sector. As such, they face specific challenges, including workplace harassment and difficulties in accessing social protection.¹²⁹

Socially, the prevalence of gender-based violence across Pakistan is a serious concern. It is reported to be the highest in Punjab, yet the conviction rate for such crimes is very low, at only 1%-2.5%.¹³⁰ Violence against transgender individuals is also rife, but often remains unreported. Social norms and discriminatory practices – such as forced marriages and “bride price” – exacerbate the situation. These trends underline the need to transform attitudes, behaviours and entrenched social norms around gender equality in Pakistan.

123 Jinnah Centre (2015) *A Question of Faith: A Report on the Status of Religious Minorities in Pakistan*.

124 UNCT (2017) *Universal Periodic Review (UPR) of Pakistan 2017: UNCT Submission*; Aurat Foundation (2016) *Silent No More. Transgender Community in Pakistan*. Islamabad: Aurat Foundation & Information Services Foundation. Available: <http://af.org.pk/gep/images/GEP%20Gender%20Studies/Transgender%20Community%20in%20Pakistan.pdf>

125 Ibid.

126 <http://hdr.undp.org/en/composite/GDI>

127 <http://reports.weforum.org/global-gender-gap-report-2016/economies/#economy=PAK>

128 Ibid.

129 Hassan, S. M. (2015) "Making an impact? Analysis of Social Protection Programs in Pakistan," *Journal of the Research Society of Pakistan (JRSP)*, Vol. 52, No. 1, January-June, 2015.

130 Women and girls in rural areas are more likely to have experienced physical violence than their urban counterparts (34% vs. 28%) as per Human Rights Commission of Pakistan (HRCP) (2016).



For example, women and children – particularly girls – face greater risks of ill-health in the wake of disasters. As women tend not to be included in community consultations and decision making processes – both before and after disasters – their needs are often not met. In many areas, women have limited access to cultural activities – whether due to transport constraints or social disapproval – which constrains their participation in cultural life.

Further progress at the **institutional level** would help to address many of the root causes of these challenges. Increasing the administrative and budgetary capacities of women's institutions would be an important step – including the National and Provincial Commissions on the Status of Women (NCSW and PCSWs), Gender and Child Cells in Disaster Management Authorities, Women Protection Cells, Women Development Departments (WDD), Women Parliamentary Caucuses and an Inter-Provincial Ministerial Group on Women Development. There is also a need for better coordination between women's machineries, alongside collaboration with line departments, to mainstream gender equality across Pakistan.

UN Response: Advancing Gender Equality and Basic Rights by 2022

Upholding basic rights and gender equality requires concerted, well-coordinated action by all duty bearers, institutions and communities. This OP III outcome will build on the progress Pakistan has made to date on both these overarching issues. Drawing on the mandate for human rights and gender mainstreaming shared by all UN agencies, the UN will leverage its experience, resources and expertise to bolster gender equality and the observance of basic rights in Pakistan, through:

- **Stronger Partnerships:** The UN will establish or reinforce strategic alliances with key actors to strengthen institutional mechanisms for human rights and gender equality, including to fulfill Pakistan's commitments under the Universal Periodic Review (UPR) and CEDAW. These key players include Ministries of Human Rights, Finance, Education, Health Services Regulation, and Planning, Development & Reform; the Employers' Federation of Pakistan; Women's Development Departments; Commissions on the Status of Women; Planning Commissions; civil society, including women's groups; academia; the media; religious leaders; and the private sector. The Ministry of Finance will be an indispensable partner in increasing budgets for gender programmes. Throughout, a focus will be placed on **technical assistance** and **strengthening the capacity** of stakeholders.
- **Technical Assistance:** The UN will continue to support Pakistan's institutions in enacting and operationalising policies, laws and programmes that are gender-sensitive and responsive, particularly in areas like sexual and reproductive health; gender-based violence; HIV; drug dependence; and discrimination against women, girls, transgender individuals, minorities and other vulnerable groups. In response to UPR and CEDAW recommendations, Action Plans will be developed to increase marginalised groups' participation in decision making, cultural expression and various key sectors. Research on human rights and gender equality will be undertaken to collect, disaggregate and analyse data.



The UN will also devise systems and benchmarks to generate data on gender-related SDG indicators, with a focus on SDGs 5 (“Gender Equality”) and 10 (“Reduced Inequalities”). To safeguard the rights of vulnerable refugees, the UN will facilitate solutions for Afghan refugees with an emphasis on voluntary repatriation and sustainable reintegration in Afghanistan.

- **Capacity Strengthening:** The UN will work to strengthen the knowledge and capacities of a range of key players – including decision makers, opinion leaders, law enforcement agencies and criminal justice institutions – on human-rights based legislation, policies and protection; respect for cultural and religious diversity; promoting gender equality; and addressing gender-based violence. Enhancing their leadership and management skills will be key for promoting rights to education, health and good nutrition, while redressing the discrimination faced by women, transgender people and minorities.
- **Policy Advocacy:** UN advocacy will centre on promoting equitable, cross-sectoral policies that mainstream human rights and gender equality, to promote tolerance; advance equitable gender norms; and further the social, economic, legal and political empowerment of women, girls, transgender individuals, minorities and vulnerable groups. The UN will monitor gender-responsive frameworks to enhance accountability and influence decision making. A focus will also be placed on creating positive public narratives around gender equality to encourage behavioural change. This will involve advocacy and capacity building for key change agents – parliamentarians, civil society, law enforcement, government officials, the media, teachers, communities and the private sector.

The strategic focus of the UNSDF/OP III will be on the following areas:

- Strengthening **institutional mechanisms** for human rights and gender equality, while advocating for a specific mechanism – within and among government departments – to accelerate progress on these cross-cutting issues in each socio-economic sector;
- Supporting **legal and policy reforms** that are gender-sensitive and responsive, particularly related to HIV, SRH, women’s empowerment, gender-based violence and discrimination.
- Elaborating *Action Plans* to raise women’s and minorities’ **participation in decision making**, cultural expression and key sectors like the media;
- Monitoring **gender-responsive frameworks** and progress on issues like food and nutrition security, the social determinants of health and health equity;
- Assisting federal and provincial counterparts to enhance access to quality multi-sectoral **sexual and reproductive health services and rights** – spanning health care, justice, policing and safe spaces – while advocating for the integration of gender concerns into all health planning, policies and programmes. These moves are vital to reduce maternal, neonatal, child and infant mortality;



- Promoting a coordinated, effective response to **gender-based violence** across all sectors, including justice and health systems. The UN will also support initiatives to prevent and address GBV and discrimination against women, girls and transgender persons;
- Strengthening the **knowledge and capacities** of law enforcement agencies, criminal justice institutions, decision makers, opinion leaders and multiple service delivery sectors – health, WASH, nutrition and education – on human rights and gender equality. This will involve fostering the capacity of duty bearers to deliver on human rights and gender commitments and empowering right holders to call for accountability;
- Promoting **positive, public narratives** around religious and social tolerance, as well as gender equality, to elicit and sustain positive behavioural change. This will involve addressing prevalent social norms around gender and gender stereotyping;
- Developing systems, benchmarks and research to generate **data** on human rights- and gender-related SDG and CEDAW indicators;
- Focusing on **specific solutions for vulnerable groups** like Afghan refugees and temporarily displaced persons (TDPs) to secure their sustainable reintegration.

Risks and Assumptions

Risks	Assumptions
<p>The overlapping mandates of institutions responsible for human rights and gender equality dissuade any leading on these issues.</p> <p>Gender equality is not prioritised as a cross-cutting human rights concern across all social and economic sectors, leading to limited cross-sectoral coordination.</p> <p>Minority and transgender rights are not prioritised by key stakeholders.</p> <p>Weak implementation capacity reduces the impact of frameworks on gender equality, gender-based violence and basic rights.</p>	<p>Willingness of key actors (government, civil society and individuals) to take collective action towards upholding human rights and gender equality.</p>



3.9 Governance

GOVERNANCE



Outcome 9:

By 2022, the people in Pakistan, especially the most vulnerable and marginalised, have increased knowledge of their rights and improved access to more accountable, transparent and effective governance mechanisms and rule of law institutions

Contributing UN Agencies:

UNFPA, UNODC, UNDP, UN Habitat
UNHCR, UN Women, UNICEF, WHO, IOM and
UNESCO

ALIGNED
TO VISION
2025
AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth), 3 (Governance),
4 (Security), 5 (Entrepreneurship),
7 (Connectivity)

SDGs

1 (Poverty), 2 (Hunger), 3 (Health), 4 (Education),
5 (Gender), 6 (WASH), 7 (Energy),
8 (Decent Work & Economic Growth),
9 (Infrastructure & Innovation), 10 (Inequalities),
11 (Cities), 12 (Consumption & Production),
13 (Climate), 14 (Life Below Water),
15 (Life on Land),
16 (Peace, Justice & Institutions),
17 (Partnerships)

What is Effective Governance?

Governance refers to the processes of decision making and of implementing these decisions.

Good governance means that these processes are participatory; consensus-oriented; accountable; transparent; responsive; effective and efficient; equitable and inclusive; and abide by the rule of law.¹³¹

Governance is **effective** when a state's institutional mechanisms discharge all of their core functions; abide by the law; are accountable to the populace; safeguard human dignity and basic rights; operate transparently; enhance access to reliable information; enable freedom of expression; and are responsive to, and inclusive of, people's different needs.

131 United Nations Economic and Social Commission for Asia and the Pacific (n.d.) *What Is Good Governance?* Bangkok: UNESCAP. Available: <http://www.unescap.org/sites/default/files/good-governance.pdf>



The **rule of law** is a principle of governance in which all persons and entities – public and private, including the state itself – are accountable to laws that are publicly promulgated; equally enforced; independently adjudicated; and consistent with international human rights standards. It involves measures that secure adherence to the principles of: the supremacy of law; equality before the law; accountability to the law; fairness in the application of the law; separation of powers, participation in decision making; legal certainty; avoidance of arbitrariness; and procedural and legal transparency.¹³²

Upholding the rule of law is the basis of **justice**, an ideal of accountability and fairness, sworn to protect rights, while preventing or penalising wrongs. Its administration involves formal judicial and informal/traditional mechanisms.¹³³

Vision and Rationale

Why Does Governance Matter for Pakistan?

Effective governance is a building block of peaceful, just and inclusive societies – only here can sustainable development truly flourish. At the heart of such societies are governance institutions which function efficiently, according to legitimate, equitable laws. They are vital for delivering public services to *all*, acting as a bulwark against arbitrariness and the abuse of power by securing transparency and accountability. By guaranteeing access to justice, they offer protection and meaningful redress. By guaranteeing freedom of expression and information, they make sure that the populace is aware of its rights and can exercise them freely. All of these elements build a relationship of trust between citizens and the state, creating the conditions for peace, inclusive growth and human development. By moving towards more effective and efficient governance, Pakistan's institutions will set the stage for truly sustainable development and prosperity for all.

Alignment with Vision 2025

Good governance is at the heart of *Vision 2025*. Pillar 3 hails a “*responsible and accountable government and public sector*”¹³⁴ as a priority for translating the Government's vision into action. In fact, governance is a cross-cutting theme which runs across all seven Pillars of *Vision 2025*. These particularly prioritise the quality of democratic governance, which is understood to underpin the realisation of all of Pakistan's national objectives. This OP III outcome is strongly aligned to this understanding of a responsive, inclusive, transparent and accountable system of governance at the federal and provincial levels.

132 United Nations (2004) *Report of the Secretary-General: The rule of law and transitional justice in conflict and post-conflict societies* (S/2004/616). New York: UN.

133 United Nations (2008) *Guidance Note of the Secretary-General: UN Approach to Rule of Law Assistance*. New York: UN.

134 Planning Commission, Ministry of Planning, Development & Reform (2014) *Pakistan 2025: One Nation – One Vision*. Islamabad: Government of Pakistan, p. 8.



By devolving responsibilities to the provinces, the 18th Amendment seeks to make decision making more inclusive and service delivery more responsive to people's needs

Current Context

As the *Bertelsmann Transformation Index* (BTI) demonstrates, political participation has improved greatly in Pakistan, as has the stability of its democratic institutions.¹³⁵ The 18th Constitutional Amendment (2010) is a step towards a more participatory and representative system of governance. By devolving legislative, administrative, fiscal and budgetary authority to the provinces, it seeks to make decision making more inclusive and service delivery more responsive to people's needs.¹³⁶

Taking forward these positive trends will be vital for strengthening governance, transparency, accountability and the rule of law. Enhancing **institutional capacity** – especially at the sub-national level – will enable the benefits of the 18th Amendment to reach people on the ground. There is a need for greater capacity among administrative state structures and mechanisms for enacting devolution and inter-provincial coordination, as well as civil service reform. Reliable data to inform targeted policies, alongside engagement between citizens and the state, will help to make governance more “citizen-focused”. There is a need to promote policy and legal coherence in the context of the devolution of powers, so that all domestic laws – which federal, provincial or local – uphold Pakistan's strong international commitments on basic rights.

Issues of capacity affect the availability of rapid, affordable access to **justice** – such as a deficit trained of judges and lawyers, particularly women professionals. This has particular implications for impoverished individuals, especially poor women, who are often unable to understand legal rights or remedies, or to navigate the process of litigation. The availability of legal aid is low and rarely accessed. As police work on the frontline, interacting with citizens, their performance often determines the delivery of criminal justice as a whole. Thus, strengthening their capacity is especially important.

Burgeoning prosecution services face capacity issues, underscored by the need for greater prosecutor-police cooperation. The pace of the criminal justice system has led to overcrowding in prisons – Pakistan's prisons have the capacity for 45,587 prisoners, yet as of 2013 they held 77,504¹³⁷, the bulk of whom were awaiting trial.

135 Bertelsmann Stiftung Transformation Index (2016) *Pakistan Country Report*. Gütersloh: BTI. Available: <https://www.bti-project.org/en/reports/country-reports/detail/itc/pak/>

136 Covering issues like local governance, human rights, social welfare, education, the environment, health, labour, sports, women's development and youth affairs, etc.

137 National Academy for Prisons Administration (NAPA), Ministry of Interior (2013) *Province-wise Statement of Prisons*. Islamabad: Government of Pakistan.



Reliable **data** – both official and unofficial – on people’s experiences of governance and the formal legal system would help to redress incongruence between real grievances and reforms. For instance, an estimated half of all legal disputes in Pakistan involve land and property, but the land legislation regime has yet to be simplified.¹³⁸ A lack of data proved challenging to the country’s pursuit of the MDGs. Thus, disaggregated data on vulnerable groups is needed to progress towards the SDGs.

Alongside data, greater financial, human and infrastructure-related resources are needed to advance the effectiveness of administrative institutions, law enforcement agencies and state legislature. Progress on **transparency** has been made in many areas, most notably the higher judiciary and the Election Commission of Pakistan. Broader moves are underway to align the legal framework with the *United Nations Convention against Corruption* (UNCAC). Further progress is needed to expand this progress to all areas of governance. Moreover, efforts are needed to quell the possibility of uncertainties or tensions surrounding upcoming elections in 2018.

Greater levels of **accountability** are also apparent. Devolution promises significant opportunities to reaffirm public trust in governance bodies, law enforcement and justice systems. Improved accountability owes a great deal to Pakistan’s increasingly diverse and vibrant media landscape and ever greater access to information. The media’s engagement with a plethora of political, social and economic concerns has helped to foster greater accountability within state institutions responsible for these issues. This is aided by growing opportunities for people to voice their concerns through informal channels. Although the media’s potential to empower citizens is positive, it is important to be vigilant against potential harmful effects, such as discussions which “close down” space or threaten people. The security of journalists remains a concern, as many face threats ranging from harassment to murder.

Further efforts are also needed to cement **stability and security**. Improvements in equipment and border management would help Pakistan prevent the flow of drugs, arms, money and insurgents into the country, thus curbing migrant smuggling, human and drug trafficking, and insecurity.

UN Response: Strengthening Governance by 2022

The UN has a wealth of experience in working with state institutions to improve public service delivery and champion inclusivity and accountability at all levels. Ensuring that all the people in Pakistan have access to an accountable, transparent and effective governance system requires a holistic approach – one which strengthens the entire process of governance, from policies, to strategies, through to implementation, delivery and access to information at all administrative levels. Leveraging its experience, resources and expertise, the UN will support effective governance in Pakistan through:

138 Oxfam (2011) *My Land, My Right, Briefing Paper 149*. Oxford: Oxfam.



- **Stronger Partnerships:** Working with all tiers of government, the UN will provide **technical assistance** and **strengthen institutional capacities** to foster more efficient governance mechanisms and institutions at the federal and provincial levels. This will involve strengthening the rule of law; championing citizens’ participation in governance; and promoting greater access to information. To create an environment characterised by protection, justice and stability, the UN will work with ministries, departments, law enforcement agencies and criminal justice bodies to foster the delivery of services aligned with international conventions, norms and standards. To this end, a focus will be placed on addressing both the “supply” and “demand” sides of governance.
 - **Technical Assistance:** The UN will support state institutions in improving service delivery, transparency and accountability, while enhancing people’s access to the rule of law. At its core, this will involve strengthening existing legal mechanisms, legislative development and enforcement; improving the performance of the justice system; expanding alternative dispute resolution; enhancing the case management and referral system for the protection of women and children; and enacting mechanisms that create space for incorporating citizens’ and civil society’s voices into governance. A focus will be placed on facilitating policy implementation to boost coordination at all levels; on enhancing border management; updating legislation and operating procedures; and aiding electronic record keeping. It will also entail improving the collection and management of data, and identifying gaps in disaggregated data on vulnerable groups. Baseline data will be collected to better understand the interests, capacities and needs of stakeholders, with a view to informing evidence-based programming in areas where the UN can best support the Government.
 - **Capacity Strengthening:** The UN will work to strengthen the capacity of institutions to perform their core functions efficiently and effectively, while enabling the public’s participation and representation. Priority will be given to institutional capacities and systems for data management, information dissemination and the enforcement of legislation. This is key for enacting evidence-based national and provincial development strategies; the local implementation of these strategies; needs-based service delivery; monitoring and reporting on progress against the SDGs; and guiding reforms that advance transparency and accountability. The capacities of key elements of the justice system – the police, prosecutors, the judiciary and prison staff – will also be strengthened.
 - **Policy Advocacy:** Efforts to strengthen the rule of law will involve engaging the public, both to raise awareness of their rights and facilitate access to governance and legal mechanisms. These will include mechanisms for the protection of journalists. The UN will advocate for the use of disaggregated data to feed into evidence-based policies, plans and service delivery at the national, provincial and local levels. Upstream policy engagement will be pursued to encourage a human rights-based approach to security and stability.



The strategic focus of the UNSDF/OP III will be on the following areas:

- Developing **evidence-based programmes** based on empirical data for "best fit" approaches;
- Bolstering the **capacities of institutions** – including government bodies, parliaments, law enforcement agencies, information and media entities, planning and development agencies, the Election Commission (ECP), and other justice and rule of law institutions – to better perform their core functions, with greater transparency and accountability;
- Supporting state bodies to establish and institutionalise processes which **improve service delivery** and expand **people's access to governance mechanisms**, rule of law institutions and access to information. Strengthening existing legal mechanisms will take place primarily at the level of service delivery, where there is a need to focus on human security concerns, including drug trafficking, transnational crime, migrant smuggling, human trafficking, border management, money laundering. A focus will also be placed on the safety and security of journalists and improving the scientific and forensic capacity of the justice chain.
- Providing state bodies and rule of law institutions with access to knowledge and **international best practice** to inform their responses to existing and emerging issues, including drugs and crime. This will involve facilitating Pakistan's engagement in international and regional networks;
- Supporting state bodies to **align domestic laws and policies to international governance standards**, while spearheading their implementation via increased partnerships with civil society;
- Enhancing the **performance of key elements of the criminal justice system** – the police, prosecutors, the judiciary and prison systems. Above all, this will encompass improved service delivery and greater coordination between law enforcement and justice institutions. It will specifically include:
 - Strengthening investigation systems, mechanisms and techniques; crime scene protection; and forensic capabilities;
 - Boosting the management capacity of police and prison staff, and improving operating policies;
 - Enhancing the ability of prosecutors, the judiciary and courts to reduce case backlogs and coordinate productively with all criminal justice actors; and
 - Employing e-learning on a wide scale using different technical solutions: (i) on-line LMS, (ii) off-line training centres and (iii) Mobile Training Units;
- Strengthening existing mechanisms to incorporate the **voice of citizens and civil society** into governance systems, in order to foster accountability.
- Strengthening institutional capacities to modernise **data collection**, management and analysis. In this way, quality, timely disaggregated data can inform collaboration between all tiers of governance and all rule of law institutions, while enabling monitoring and reporting on the SDGs;



- Identifying **data gaps**, particularly through research and analysis, with a focus on marginalised and vulnerable groups – including women and youth – to stimulate evidence-based service delivery;
- Raising the **public’s awareness** of their rights, of the constitutional provisions which affect them, and of how to access governance mechanisms, with a focus on vulnerable groups. This will involve institutionalising dispute resolution mechanisms, bringing the justice system closer to those who need it the most. The UN will also support a more effective public child protection case management and referral system, to protect girls’ and boys’ from violence and exploitation.
- Providing solutions for Afghan **refugees**, with an emphasis on voluntary repatriation and sustainable reintegration in Afghanistan; and
- Supporting **community stabilisation** to benefit returning migrants and temporarily displaced persons (TDPs), while advocating for a survivor-centred approach for survivors of human trafficking.

Risks and Assumptions

Risks	Assumptions
<p>Resources are not adequate for the timely collection, verification and dissemination of quality disaggregated data.</p> <p>Gaps in key legal frameworks or their enforcement.</p> <p>Changing opportunities for public advocacy and dialogue.</p> <p>Competing priorities and discordant approaches to similar governance problems among stakeholders.</p>	<p>There is political will for more transparent and accountable institutions, as well as the will to devise or reform policies.</p> <p>Disaggregated population data is available.</p> <p>Data to monitor progress towards the SDGs is available.</p> <p>State institutions are receptive and open to technical assistance.</p> <p>Strong UN networking with government counterparts and other stakeholders.</p>

3.10 Social Protection

SOCIAL PROTECTION



Outcome 10:

By 2022, more people in Pakistan, especially the most vulnerable and marginalised, benefit from effective social protection systems.

Contributing UN Agencies:

UNAIDS, WFP, UNHCR, ILO, IOM and WHO

ALIGNED
TO VISION
2025
AND SDGS



Vision 2025 Pillars

1 (People First), 2 (Growth), 6 (Knowledge Economy)

SDGs

1 (Poverty), 2 (Hunger), 3 (Health), 4 (Education), 5 (Gender), 6 (WASH), 10 (Inequalities)

What is Social Protection?

Pakistan's *National Social Protection Policy Framework* defines **social protection** as a set of provisions – policies, interventions, systems, benefits and guarantees – that aim to ensure a minimum and stable living standard for the poor and the vulnerable. It prioritises those most in need, enabling them to cope with risks. It builds their capacity to participate in, and benefit from, opportunities to exit poverty, mitigate vulnerability and prevent the vulnerable from falling into poverty.

Universal social protection includes:

- Adequate cash transfers for all who need them across the life cycle, especially for children;
- Benefits and support for people of working age in case of maternity, disability, work injury or for those without jobs; and
- Pensions for all older persons.



Social protection can be provided through social insurance, tax-funded social benefits, social assistance services, public works programmes, or other schemes which guarantee basic income security and a reasonable standard of living.¹³⁹

Vision and Rationale

Why does Social Protection Matter for Pakistan?

Social safety nets are vital for building more resilient societies. Inclusive social protection systems mitigate the impact of external shocks, promote stability and cement social cohesion. They help people lift themselves out of poverty, overcome inequality and promote inclusive growth.

By ensuring social protection, Pakistan will be able to prevent marginalised and impoverished groups from being “left behind”. Such protection can play a pivotal role in tackling malnutrition, improving health outcomes, education, learning, risk management and community resilience. With effective social protection systems in place, the country will reap the rewards of a population that can better contribute to, and benefit from, economic progress and sustainable development.

Alignment with Vision 2025

Vision 2025 prioritises the development of a broad, shared conceptual understanding of social protection. It envisages a multi-dimensional approach to creating a social protection framework for Pakistan, one which harmonises policies and programmes at the federal and provincial levels, and which works to overcome regional disparities. It calls for a range of strategies to manage risk and vulnerability, including prevention, mitigation and coping mechanisms. This OP III outcome is closely aligned with these aspirations. It also shares the commitment of the *Pakistan Social Protection Strategy to Reach the Poor and Vulnerable 2007*, which aims to “develop an integrated and comprehensive social protection system, covering all the population, but especially the poorest and the most vulnerable.”

139 ILO (2015) *A joint mission and plan of action: Universal social protection to ensure that no one is left behind*. Geneva: ILO. Available: http://www.ilo.org/global/about-the-ilo/how-the-ilo-works/ilo-director-general/statements-and-speeches/WCMS_378984/lang-en/index.htm



Current Context

Pakistan's Constitution guarantees citizens' the right to **social security** and the basic necessities of life (cf. Article 38). With the advent of the *Benazir Income Support Programme* (BISP) – Pakistan's largest social safety net – and the recent drive of provincial governments to prioritise social protection, the country has made strong progress on these guarantees. From 2006/07 to 2011/12, pro-poor social protection expenditure rose almost fivefold – from 0.16% of GDP to 0.79%.¹⁴⁰ To take this momentum forward, further fiscal, technical and operational capacities are needed, as are greater investments. The Asian Development Bank accords Pakistan a score of 0.046 on the *Social Protection Index* (SPI), below the regional average of 0.061.

Social safety is estimated to cover 10-11% of the population¹⁴¹, yet more Pakistanis are in need of protection. 38.8% of the population is multi-dimensionally poor and 29.5% is affected by absolute poverty.¹⁴² These estimates are based on the national poverty line – if the internationally established poverty line of less than US\$ 2 per day is applied, the proportion of poor people in Pakistan rises to 60.2%.¹⁴³ Many Pakistanis experience “transitory” poverty – especially informal workers, most of whom are women – if they lose their jobs or fall ill. Given the supposedly “transitory” nature of their plight, coupled with the informal nature of their employment, they find it difficult to access social security benefits related to employment, health, or education.

Pakistan's **social protection system** comprises a **range of programmes and schemes** which fall into three overarching categories: a) social insurance; b) social assistance; and c) labour market programmes. Federal and provincial governments have initiated various short- and long-term social protection initiatives offering different kinds of benefits. Poverty-oriented schemes, including social safety nets, encompass *Zakat*, a form of religious alms-giving; *Bait-ul Maal*, an autonomous body which offers assistance to the destitute, widows, orphans and others in need; and the BISP.

From 2006/07 to 2011/12, pro-poor social protection expenditure rose fivefold – from 0.16% of GDP to 0.79%. To build on this momentum, further investments and capacities are needed

140 <http://documents.worldbank.org/curated/en/593471468145476615/pdf/795780BRI0SASE0Box0377381B00PUBLIC0.pdf>

141 Ministry of Labour & Manpower (2009) The Pakistan Institute of Labour Education and Research reported that, out of a total labour force of over 50 million, only 6.62 million people benefited from social protection schemes in 2008.

142 MPI

143 World Bank - World Development Indicators 2014



Public awareness of such programmes is low, largely due to limited communication. Many social protection initiatives require improved **capacity, coordination and cooperation** among service providers. Their full impact is constrained by a lack of consistently efficient service delivery; appropriate service packages; proper monitoring; and graduation mechanisms. Effectiveness is also affected by procedural complexities; the low value of transfers; and the high cost to beneficiaries of accessing benefits. The design of programmes themselves, as well as their targeting, requires improvement. For example, in 2012, 32% of cash benefits distributed through *Zakat* and the BISP accrued to non-poor households.¹⁴⁴ Similarly, the World Bank reports that 27% of the beneficiaries of the *Guzara Allowance* (a monthly cash allowance), and 37% of those who receive Rehabilitation Grants, are not “poor”.

Recent reforms mark a welcome move to improve targeting, such as the BISP’s introduction of a dynamic socio-economic registry and an assets-based Poverty Score Card in 2016. A food and nutrition security lens is seen to further improve its targeting efficiency. *Ad hoc* initiatives like the *Kissan* package are beginning to use social protection as a means of strengthening disaster response – a promising trend that could strengthen resilience manifold if it is taken forward. There is also an acute need for social protection for specific vulnerable groups, including people living with HIV, informal workers and survivors of gender-based violence, among others.

As the World Bank notes, Pakistan’s social protection system faces certain **challenges**:

- Many social protection initiatives are fragmented and duplicate efforts;
- Schemes are marked by limited programme coverage, outreach and access;
- Most programmes lack a nutrition-sensitive approach, which would help to reduce malnutrition;
- While measures to improve targeting are improving, a significant portion of social protection benefits are extended to people who are not “poor”;
- Social safety nets require better implementation and monitoring and evaluation (M&E) capacities, particularly to improve conditional transfers;
- Existing safety nets have limited capacity to provide rapid assistance in the wake of natural disasters, particularly in situations that require horizontal expansion;
- Institutional arrangements for the multi-sectoral orientation of the social protection agenda require strengthening; and
- A coherent, systematic approach is needed so that good practices are replicated or scaled-up.

144 The First Impact Evaluation Report of the BISP by Oxford Policy management Institute published in 2014 established 68% targeting efficiency. Statistics on Zakats’ targeting are adopted from World Bank’s report on SSNs in Pakistan 2015.



UN Response: Expanding Social Protection by 2022

To achieve national priorities and the SDGs, Pakistan needs a comprehensive, well-coordinated, cost-effective and inclusive social protection system, capable of improving the lives of the most vulnerable and disadvantaged. A holistic approach is required to address new forms of vulnerability that will emerge as the population rapidly grows and urbanises; as its demographic profile changes; and as climate change gains pace. Drawing its expertise, experience and resources, the UN will support the Government's efforts to expand social protection through:

- **Stronger Partnerships:** The UN will work closely with national and provincial governments and other partners, including the private sector, workers' and employers' organisations to promote inclusive, discrimination-free social protection policies. To this end, it will provide **technical assistance** and **capacity strengthening** for national and provincial stakeholders.
 - **Technical Assistance:** In line with *Vision 2025*, the UN will support the development of a range of strategies, including prevention, mitigation and coping mechanisms for managing risks and vulnerabilities. We will aid government efforts to strengthen the social protection agenda so that it can address transitory poverty; generate disaggregated data on social protection and social dynamics; and analyse, monitor and evaluate social protection policies and programmes. To address the fragmentation of the social protection system, a focus will be placed on enhancing linkages and coherence with socio-economic strategies in other areas – such as economic growth, poverty reduction, school meals and cash-based transfers, among others. Policy advice will also be offered, based on current international debates in the field of social protection. To harness the full potential of existing safety nets, the UN will assist the design and implementation of integrated pilot interventions that showcase effective models for graduation, resilience building, disaster response and nutrition-sensitive safety nets.
 - **Capacity Strengthening:** The UN will strive to strengthen the capacity of national and provincial governments to develop stronger policy frameworks for social protection; to strengthen existing schemes like the BISP; and to coordinate effectively – both across state institutions and with other key partners in the public sector and civil society. This will facilitate the implementation of these frameworks, while enabling good practices to be replicated or scaled-up.
- **Policy Advocacy:** UN advocacy will centre on promoting an effective national social protection system that provides increased coverage, quality and equitable access. This will involve advocacy for universal health care; insurance and cash transfer schemes; birth registration; the issuance of Computerised National Identity Cards (CNICs); school meals; and integrated approaches like social protection floors.¹⁴⁵

¹⁴⁵ The ILO defines "social protection floors" as "*nationally defined sets of basic social security guarantees that should ensure, as a minimum that, over the life cycle, all in need have access to essential health care and to basic income security which together secure effective access to goods and services.*"



The strategic focus of the UNSDF/OP III will be on the following areas:

- Supporting the Government, through consultation with stakeholders, to further develop a strong, needs-based **social protection framework**, while strengthening the social protection agenda to control issues like transitory poverty;
- Providing technical assistance to **sub-national governments** to strengthen and expand access to social protection mechanisms, including the issuance of CNICs, for the most vulnerable;
- Fostering innovative solutions to **strengthen existing schemes**, such as the BISP and Pakistan *Bait-ul-Mal*, while working with employers' and workers' organisations;
- Advocating for universal **health care, insurance schemes, birth registration, CNICs and cash transfers** – both conditional and unconditional;
- Enhancing **linkages between the pillars of the social protection framework**, as well as bolstering coherence with other policy frameworks – such as strategies for socio-economic development, the labour market, climate change, health, nutrition, poverty reduction and education;
- Integrating these linkages, alongside evidence on existing and emerging vulnerabilities, as key features of **Social Protection Action Plans**. These will be the foundation for implementing Pakistan's social protection framework at the national and sub-national levels;
- Promoting **integrated approaches**, such as the development of social protection floors, health insurance, social security and protection against violence. A focus will be placed on approaches for home-based workers, juvenile justice mechanisms and school feeding;
- Assisting government efforts to generate **disaggregated data** on social protection and social dynamics across Pakistan. This will improve understandings of emerging risks and vulnerabilities – in the context of urbanisation, climate change and natural or “human-induced” crises – offering an up-to-date “evidence base” for social protection policies. It will be especially important to gather data on vulnerable groups like people living with HIV/AIDS, women and girls, refugees and TDPs.
- Supporting the analysis, and **monitoring and evaluation (M&E)**, of social protection policies and programmes; and
- Providing information and policy advice on current **international debates** around social protection policies, such as issues of social differentiation, targeted versus universal approaches and the involvement of non-state actors.



Risks and Assumptions

Risks	Assumptions
<p>Policy shifts due to a change in political leadership.</p> <p>An economic downturn leads to a high opportunity cost for social protection allocations.</p> <p>Poor monitoring limits effective outreach.</p>	<p>Vulnerable groups are actively seeking social security support.</p> <p>The Government is committed to more effective social protection initiatives.</p> <p>The Government increases budgetary allocations for social protection, in line with Pakistan’s international commitments.</p> <p>The Government is willing to harmonise social protection schemes.</p> <p>Resources are targeted in a transparent and equitable manner.</p> <p>UN policy recommendations on social protection are timely, relevant and of high quality.</p>



4. Institutional Arrangements for Coordination, Planning, Implementation, and Operational Support

4.1 Management, Coordination and Working Arrangements

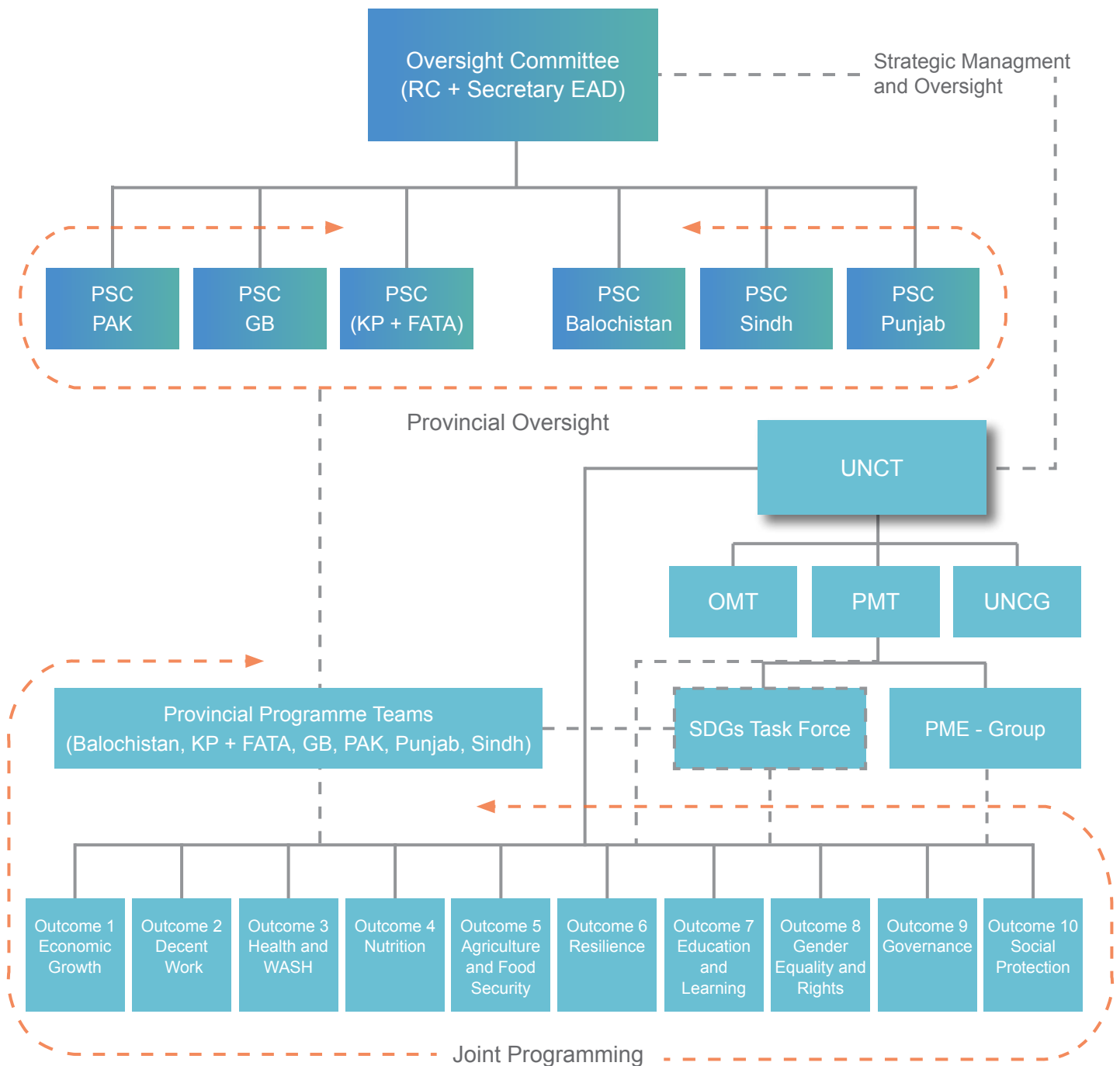
In line with the UN's commitment to national ownership, the OP III's management and coordination arrangements maximise the use of national systems and available UN competencies and resources. These are grounded upon the international norms and standards upheld by the UN systems – particularly the principles of partnership, national government ownership and UN coherence. Effective implementation requires that all UN agencies operate in a manner that promotes coherence, ensuring that the UN's core integrated programming principles and approaches are fully applied under the unifying principle of “leaving no one behind”.

The coordination and management arrangements of the OP III are based on lessons learnt from the previous One Programme cycles (I and II), as well as on current needs to strengthen UN development cooperation in Pakistan. The detailed working arrangements and the Terms of Reference (ToR) of the OP III's coordination mechanisms will be jointly prepared by the UN and the Government of Pakistan. Every effort has been made to align the OPIII's implementation arrangements to existing national coordination mechanisms, to avoid duplicating these mechanisms, to keep transaction costs to a minimum and to ensure national ownership and leadership.

At present, Government-led coordination structures for the SDGs at the national and provincial levels are being set-up. Coordination structures are also being planned to monitor the integration of FATA with the province of KP. Thus, during the OP III period, needs-led Task Forces and other ad-hoc coordination arrangements will be introduced into the overall OP III management structure.

4.1.1 Overall Management Structure

The OP III's management structure is characterised by strong national leadership through the Joint UN-National Oversight Committee and a greater role for provincial stakeholders in oversight via Provincial Steering Committees. More focused result groups – in line with the OP III's ten outcomes – at the national and provincial levels will allow for improved coordination and joint programming.





Joint UN-National Steering Mechanism

Joint UN-Government oversight is one of the key features of “Delivering as One”, enabling national ownership of initiatives supported by the UN. For the OP III, these functions will be formally exercised by the **Oversight Committee (OC)** and the **Provincial Steering Committees (PSCs)**.

Oversight Committee (OC)

The OC will provide national level oversight for the UN’s work under the framework of the OP III and will be co-chaired by the Secretary of the Economic Affairs Division (EAD) – the Government’s coordinating entity – and the UN Resident Coordinator (UNRC). In the absence of the Secretary, the Additional Secretary EAD and the UNRC will co-chair the OC to facilitate prompt decision-making. Other stakeholders such as the civil society and donors may be invited on a needs-led and *ad hoc* basis for advisory support. The OC will meet at least twice a year. The core functions of the OC will be to:

- Review the strategic direction of UN development assistance in Pakistan;
- Discuss strategic policy issues that may affect the implementation of the OP III and suggest remedial actions;
- Review the Joint Work Plans, as well as their alignment to national priorities and the OP III’s planned results;
- Review the Joint Annual Reports and undertake an Annual Review;
- Oversee the OP III evaluation’s, including the mid-term review;
- Review follow-up on the recommendations of UN agency Portfolio Review Meetings (PRMs);
- Approve One Fund allocations;
- Oversee the progress of the Provincial Steering Committees; and
- Undertake joint resource mobilisation.

Provincial Steering Committees (PSCs)

The PSCs will provide provincial oversight and increase sub-national ownerships of the UN’s work in Pakistan. Past experience has demonstrated the efficacy of such structures and their key role in promoting local ownership. The PSCs are geographically representative bodies, featuring both senior government and UN representation. These will be co-chaired by the Chairman of the Planning & Development Board/Assistant Chief Secretary for Planning & Development and the Head of the UN agency “lead” for the province in question. Its members will comprise UN agencies active in the province, provincial line departments and the Economic Affairs Division (EAD). Like the Oversight Committee, each PSC will meet at least twice a year.



The PSCs' core functions will be to:

- Provide strategic oversight and guidance for UN engagement in the province or administrative area;
- Review the UN's work in the province or administrative area, including planning and progress on reporting;
- Ensure that UN efforts in the provinces are aligned with provincial needs, priorities and development plans, as well as the Provincial Government's Annual Work Plan; and
- Facilitate dialogue between the Provincial Government and the UN.

4.1.2 UN Inter Agency Management and Coordination Arrangements

United Nations Country Team (UNCT)

Internally, the OP III will be guided by the UNCT, comprising all Heads of UN agencies active in Pakistan, including non-resident agencies and headed by the UN Resident Coordinator (UNRC). The UNCT will continue to be the body responsible for inter-agency coordination and joint decision making around all aspects of the UN system in Pakistan. The UNCT is committed to the core UN principle of "managing for results" – reflected in the application of a Results Based Management (RBM) and Theory of Change (ToC) approach in the OP III's design.

The UNCT in Pakistan will continue to be supported by the Programme Management Team (PMT), the Operations Management Team (OMT) and the UN Communications Group (UNCG). Together, they will ensure a unified UN presence and meaningful development assistance in Pakistan.

Programme Management Team (PMT)

The PMT will be responsible for ensuring UN programmatic coherence in Pakistan, acting as the key advisory body for the UNCT. The PMT's members will be the Deputy Heads of UN agencies in Pakistan, who will hold monthly meetings. The PMT will:

- Advise the UNCT on all aspects of the OP III, including:
 - Joint resource mobilisation;
 - Integrated policy support;
 - Aligning UN programming with normative programming principles;
 - Maximising programmatic synergies; and
 - Capitalising on emerging best practices across Pakistan's provinces;
- Advise the UNCT on harmonising results management and supporting joint initiatives by UN agencies.



Planning, Monitoring and Evaluation Group (PME Group)

The PMT will be supported by a dedicated PME Group, which will provide guidance and advisory support on monitoring frameworks; the development of Joint Work Plans; and lead the OP III's Mid-Term Review and Evaluation. The PME Group will consist of senior planning, monitoring and evaluation specialists.

The UNCT will provide guidance to the PME Group to ensure that it provides relevant, accurate, timely data to inform UNCT decision making. The adoption of a strategic development approach by the Government and the UN will also facilitate alignment and reporting on the SDGs, which will provide further evaluation criteria.

Results Groups

The OP III's Results Groups will be the primary conduit for UN joint programming, organised along the lines of the OP III's ten outcomes. Each of the ten Outcome Results Groups will be led by a UN convening agency. The Head of this convening agency will be accountable to the UN Resident Coordinator and the UNCT for outcome level coordination, in accordance with the UNDG's mutual accountability arrangements.

While these Result Groups are principally internal UN working mechanisms to ensure a coherent UN approach, they will be open to the participation of relevant government counterparts and civil society organisations on an *ad hoc* basis, in order to provide advisory support.

The Results Group will draw together the expertise of relevant agencies, in order to manage progress on the OP III's outcomes. To this end, they will use results-based management tools and standards – such as UN OCHA's "Who's doing What, Where and When" (4W) tool. By regularly briefing the Programme Management Team, these groups will strive to ensure continual, holistic awareness of the national context within which the OP III's outcomes are framed, as well as of progress towards, and constraints to, implementation.

Provincial Programme Teams (PPTs)

The PPTs will comprise UN programme staff based in Pakistan's provinces and administrative areas. The PPTs will report to the PMT; support the UN provincial lead agency in engaging with the Provincial Government; and facilitate PSC meetings. Alongside their role in planning and reporting, the PPTs will strengthen interagency integration and coordination at the provincial level. They will oversee the implementation of the OP III's Annual Work Plans at the provincial level.



4.1.3 Communicating as One

Implementing the OP III, with its strengthened focus on policy advocacy, will require an even closer link between the programmatic and communication strategies covered in the OP III. “One Voice” is a key pillar of the DaO framework. Its objective of “Communicating as One” seeks to improve the coordination of communications among UN agencies in the country, in support of the shared aims of the OP III.

According to UNDAF Standard Operating Procedures, Communicating as One involves:

- Establishing a set of key common advocacy messages on topics in which the UN is engaged;
- Working through a country-level United Nations Communications Group (UNCG) and identifying ground rules to guide participation in Communicating as One;
- Ensuring a system of mutual accountability and the resolution of differences for joint communications and common messaging;
- Developing a joint Communications Strategy that includes shared messaging in support of the OP III and developing standard joint communication products; and
- Elaborating and utilising a common visual identity for joint United Nations’ products and communications.

Communications Strategy for OP III

A **Communications Strategy** will be developed for the OP III aimed at promoting the UN system in Pakistan as a family that speaks with “One Voice” on key development and humanitarian issues. This strategy will aim to raise awareness of national development priorities, engage Pakistani counterparts in communicating these priorities and keep the donor community informed of the achievements of the OP III. The strategy will focus on:

- Developing common messages and policy positions;
- Strengthening the UN system’s outreach by enhancing synergies among communications efforts; and
- Promoting coherent and cohesive UN communications.

Some of the key objectives of the Communications Strategy will be:

- Increasing stakeholder awareness and ownership of key UN achievements;
- Identifying new, creative ways to engage with the media;
- Strategising to promote the SDGs across Pakistan;
- Ensuring awareness of the processes and vision of Delivering as One among all UN staff members; and
- Strengthening partnerships and resource mobilisation efforts.



The UNCG – comprised of communications focal points from all resident UN agencies in Pakistan – will play a vital role in promoting principles of “Communicating as One”. Specifically, the UNCG will take the lead in supporting the UNCT to develop and implement the OP III’s Communications Strategy.

As part of this Communications Strategy, a **Knowledge Management and Advocacy Strategy** will be developed to help the UN apply its knowledge to improve effectiveness, innovation and the quality of its results. This will be instrumental in enhancing the effectiveness of UN support for Pakistan’s sustainable development. Its aim will be to transform the UNCT from predominantly a holder and broadcaster of information, into an interactive sharer of knowledge at all levels – within and between agencies and other stakeholders, as well as with other countries in the region.

Working in close collaboration with the UN Information Centre in Pakistan (UNIC), the UN Resident Coordinator’s Office (RCO) and all resident UN agencies, the UNCG will develop a set of comprehensive corporate communications products, as well as a Toolkit for Behavioural Change Communications, as part of advocacy efforts to strengthen the UN’s identity.

4.1.4 Monitoring and Evaluation

Monitoring and reporting of results will remain a UN priority under the OP III. Building on the framework used under the OP II, indicators, baselines and targets will be established for each outcome, drawing on national data where possible. The M&E framework will be spelled out in the annual Work Plan.

The following reporting responsibilities will apply:

- Each agency is responsible for reporting around its areas of intervention at the output level, according to agreed indicators and targets.
- Each agency is responsible for reporting its contribution towards the achievement of the outcomes and their respective indicators and targets.
- The Monitoring Team is responsible for preparing common M&E and Results Frameworks; ensuring that all baselines, targets and indicators are established appropriately; and verifying reported data.
- The Administrative Agent is responsible for preparing Annual Reports based on inputs by the agencies and monitoring teams.
- The final Annual One UN Report will be cleared by the UNCT.

As the UNINFO system has not yet been rolled out in all countries, the web-based programme management information system developed for the OP II will be taken forward under the OP III to build on the opportunities it offers for information sharing and efficient reporting.



4.1.5 Partnerships and Resource Mobilisation

With the OP III, the UN's priority is to maximise the impact of available resources. As the international landscape evolves, donors will gradually reduce their financial support for Pakistan as a new Middle Income Country and/or shift from development assistance to a focus on bilateral trade relations. Thus, there is a growing need to mobilise domestic resources in pursuit of development aims and overcoming small- or medium-scale disasters. There is also a need to shift from funding to financing. To this end, the UN will act as a smart development entrepreneur, evoking a change in its business policies and engaging the Government to ensure the planning and financing needed to attain Pakistan's development aims.

By calculating financing flows, the UN will develop a “smart” funds mobilisation plan for Pakistan. The OP III's resources mobilisation strategy will align finance with sustainable development. UN agencies will be required to mobilise significant additional funds from multiple sources, while international and domestic stakeholders – both in the private and public sectors – will be engaged in contributing to the OP III's outcomes via diverse investments. Pakistan's financing setting requires an integrated holistic approach – considered a good practice strategy to mobilise new partners and increase the commitment of traditional donors. Creating a *National Strategic Plan* that links financing to results at the country level, in order to achieve the SDGs, will be a priority for the UNCT and the Government of Pakistan.

This “smart” ***Integrated National Financing Framework*** (INFF) will consider a range of key issues: leadership that facilitates institutional coherence, a clear vision of results; overarching strategic financing policies for specific flows; and an enabling environment for accountability and dialogue. As we move towards implementing the SDGs, UN agencies in Pakistan will leverage innovative investments opportunities by engaging with new investors; diversifying the funding landscape; building partnerships built on trust; reducing transaction costs; and, most importantly, working collectively.

Shifting from funding to financing will be based on certain key elements. As “One UN”, the UN system in Pakistan needs to be a smart investor, filling resource gaps. The UN must build financial coalitions with high impact social investors to create bring about sustainable change, while influencing the policy environment and offering incentives to use funds as unifier towards “delivering as one”.

The OP III will seek to evoke change through new communication tools, built around advocacy objectives and a better understanding of key actors relevant for Pakistan's development and financing landscape. UN agencies are expected to “map” stakeholders based on market research; understanding how resources flow in Pakistan and how these will be allocated; developing new fundraising initiatives in collaboration with major state companies, the private sector and government partners; focusing on value for money; championing policy-oriented results; and thoroughly analysing each sector in which interventions will take place. Private sector engagement will be guided by the *UN Guiding Principles on Business and Human Rights*.



Throughout the OP III, the UN will continue to work closely with a range of partners – federal and provincial government counterparts, donors, international and national investors, development partners, international NGOs, local civil society, UN member state missions, academia, the media and communities. Crucially, it will deploy the UN system’s globally acknowledged convening role – bringing stakeholders together to address shared priorities and jointly mobilising resources in service of Pakistan’s achievement of the SDGs.





5. Annexes

5.1 Annex A: Legal Annex and Basis of Relationship

5.1.1 Partnerships, Values and Principles

Whereas the Government of Pakistan (hereinafter referred to as “the Government”) has entered into the following:

- a) WHEREAS the Government and the United Nations Development Programme (hereinafter referred to as UNDP) have entered into a basic agreement to govern UNDP’s assistance to the country, the Special Fund Agreement (SFA) between the Government of Pakistan and the United Nations Special Fund, which was signed by both parties on 25 February 1960. Based on Article I, paragraph 3 of the SFA, UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, Decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules and along with them the new definitions of ‘execution’ and ‘implementation’ enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the undg simplification and harmonisation initiative. In light of this decision this UNSDF/OP III together with a work plan (which shall form part of this UNSDF/OP III and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SFA. In accordance with Executive Board decision DP/2013/9, all direct costs associated with project implementation should be charged to the concerned projects. Different implementation modalities (national, direct and/or non-governmental organisations) will be used and partners will be selected on the basis of comparative advantage and capacities and with a view to building sustainable impact.
- b) With the United Nations Children’s Fund (UNICEF), a Basic Cooperation Agreement (BCA) concluded between the Government and UNICEF on 24 May 1995.
- c) With the Office of the United Nations High Commissioner for Refugees (UNHCR), a Country Co-operation Agreement concluded between the Government and UNHCR on 18 September 1993.



- d) With the World Food Programme (WFP), a Basic Agreement concerning assistance from the World Food Programme, which Agreement was signed by the Government and WFP on 25 July 1968, as well as a Memorandum of Understanding for Protracted Relief and Recovery Operations-Pakistan (PPRO200867) signed on 30 December 2015..
- e) With the United Nations Population Fund (UNFPA), letters of exchange which note that UNFPA is governed by the UNDP SFA.
- f) With the United Nations Environment Programme, through the United Nations Environment Assembly (UNEA) and the UNEA's approval of UNEP's Medium Term Strategy 2018-2021, 2022-2025 and related programmes of work.
- g) With the United Nations Industrial Development Organization (UNIDO), the New Standard Technical Assistant Agreement 1956 and the revised Standard Agreement 1965 with.
- h) With the Food and Agriculture Organization of the United Nations (FAO), the Agreement for the establishment of the FAO Representation in Pakistan on 30 May 1978.
- i) With the International Labour Organization (ILO), the Revised Standard Agreement concerning technical assistance signed on 2 July 1956, and the exchange of letters constituting an agreement amending the aforementioned Agreement on 9 January 1965.
- j) With the World Health Organization (WHO), the Basic Agreement signed with the Government of Pakistan on 20 January 1960.
- k) With the United Nations Office on Drugs and Crime (UNODC), the United Nations Special Fund Agreement with the Government of Pakistan and the UNDP SFA of 25 February 1960.
- l) With the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Letter of Agreement signed between UNESCO and the Government of Pakistan on 25 May 1967 and the Letter of Understanding between both parties signed on 8 November 1992.
- m) For all agencies: Assistance to the Government shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UN system agency's governing structures in reference to [Add names of all UN agencies applicable].

The UNSDF/OP III will, in respect of each of the United Nations system agencies signing, be read, interpreted and implemented in accordance with and in a manner that is consistent with the basic agreement between such United Nations system agency and the Host Government.



5.1.2 Programme Management and Accountability Arrangements

The programme will be nationally executed under the overall co-ordination of the Economic Affairs Division, Government of Pakistan. Government Ministries, NGOs, INGOs and UN system agencies will implement programme activities.

The UNSDF/OP III will be made operational through the development of joint work plan(s) (JWPs) and/or agency-specific work plans and project documents as necessary which describe the specific results to be achieved and will form an agreement between the UN system agencies and each implementing partner as necessary on the use of resources.

To the extent possible the UN system agencies and partners will use the minimum documents necessary, namely the signed UNSDF/OP III and signed joint or agency-specific work plans and project documents to implement programmatic initiatives. However, as necessary and appropriate, project documents can be prepared using, *inter alia*, the relevant text from the UNSDF/OP III and joint or agency-specific work plans and/or project documents.

All cash transfers to an Implementing Partner are based on the Work Plans (WPs) agreed between the Implementing Partner and the UN system agencies.

Cash transfers for activities detailed in work plans (WPs) can be made by the UN system agencies using the following modalities:

1. Cash transferred directly to the Implementing Partner:
 - a. Prior to the start of activities (direct cash transfer), or
 - b. After activities have been completed (reimbursement);
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;
3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in support of activities agreed with Implementing Partners.

Where cash transfers are made to the [national institution], the [national institution] shall transfer such cash promptly to the Implementing Partner.

Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorised expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorised amounts.



Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

Cash transfer modalities, the size of disbursements and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity, in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN Implementing Partner.

A qualified consultant, such as a public accounting firm, selected by the UN system agencies may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant.

Cash transfer modalities, the size of disbursements and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

5.1.3 Resources and Resource Mobilisation Strategy

On the basis of the Common Budgetary Framework the UNCT will develop a joint resource mobilisation strategy, which will focus on the SDG agenda and aligning actions to the priorities of *Vision 2025*. The resource mobilisation approach is based on the principle that Government has the primary responsibility for the economic and social development of the country, using domestic resources and development strategies, while the UN role is to provide support and additional resource needs in collaboration with other development partners, including global funding facilities, the private sector, civil society and the public.

The Government will support the UN system agencies' efforts to raise funds required to meet the needs of this UNSDF/OP III and will cooperate with the UN system agencies including: encouraging potential donor Governments to make available to the UN system agencies the funds needed to implement unfunded components of the programme; endorsing the UN system agencies' efforts to raise funds for the programme from other sources, including the private sector both internationally and in the country; and by permitting contributions from individuals, corporations and foundations in the country to support this programme which will be tax exempt for the Donor, to the maximum extent permissible under applicable law.

The UN system agencies will provide support to the development and implementation of activities within the UNSDF/OP III, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, monitoring and evaluation, training activities and staff support. Part of the UN system agencies' support may be provided to Non-Governmental and Civil Society organisations as agreed within the framework of the individual work plans (WPs) and project documents.



Additional support may include access to UN organisation-managed global information systems, the network of the UN system agencies' country offices and specialised information systems – including rosters of consultants and providers of development services – and access to the support provided by the network of UN Specialised Agencies, Funds and Programmes.

The UN system agencies shall appoint staff and consultants for programme development, programme support, technical assistance, as well as monitoring and evaluation activities.

Subject to annual reviews and progress in the implementation of the programme, the UN system agencies' funds are distributed by calendar year and in accordance with the UNSDF/OP III. These budgets will be reviewed and further detailed in the work plans (WPs) and project documents. By mutual consent between the Government and the UN system agencies, funds not earmarked by donors to the UN system agencies for specific activities may be re-allocated to other programmatically equally worthwhile activities.

In case of direct cash transfer or reimbursement, the UN system agencies shall notify the Implementing Partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner in [here insert the number of days as per UN system agency schedule].

In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners, the UN system agencies shall proceed with the payment within [here insert the number of days as agreed by the UN system agencies].

The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third-party vendor.

Where the UN system agencies and other UN system agency provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

5.1.4 Monitoring and Evaluation

Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following:



1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in specific clauses of their engagement documents/ contracts with the UN system agencies.
2. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring,
3. Special or scheduled audits. Each UN organisation, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating Ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies and those whose financial management capacity needs strengthening.

The audits will be commissioned by the UN system agencies and undertaken by private, external audit services.

5.1.5 Commitment of the Government of Pakistan

The Government of Pakistan will support the UN system agencies' efforts to raise funds required to meet the needs of this UNSDF/OP III and will cooperate with the UN system agencies including: encouraging potential donor Governments to make available to the UN system agencies the funds needed to implement unfunded components of the programme; endorsing the UN system agencies' efforts to raise funds for the programme from other sources, including the private sector both internationally and in Pakistan; and by permitting contributions from individuals, corporations and foundations in Pakistan to support this programme which will be tax exempt for the Donor, to the maximum extent permissible under applicable law.

Cash assistance for travel, stipends, honoraria and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations system (as stated in the ICSC circulars).

The Government will honour its commitments in accordance with the provisions of the cooperation and assistance agreements outlined in the first section of Annex A, on the Basis of Relationship]. Without prejudice to these agreements, the Government shall apply the respective provisions of the Convention on the Privileges and Immunities of the United Nations (the "General Convention") or the *Convention on the Privileges and Immunities of the Specialized Agencies* (the "Specialized Agencies Convention") to the Agencies' property, funds, and assets, and to their officials and experts on mission. The Government shall also accord to the Agencies and their officials and to other persons performing services on behalf of the Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements between the Agencies and the Government.



In addition, it is understood that all United Nations Volunteers shall be assimilated to officials of the Agencies, entitled to the privileges and immunities accorded to such officials under the General Convention or the Specialized Agencies Convention.

The Government will be responsible for dealing with any claims, which may be brought by third parties against any of the Agencies and their officials, experts on mission or other persons performing services on their behalf and shall hold them harmless in respect of any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is mutually agreed by Government and a particular Agency that such claims and liabilities arise from gross negligence or misconduct of that Agency, or its officials, advisors or persons performing services.

[If required]: Without prejudice to the generality of the foregoing, the Government shall insure or indemnify the Agencies from civil liability under the law of the country in respect of vehicles provided by the Agencies but under the control of or use by the Government.

(a) "Nothing in this Agreement shall imply a waiver by the UN or any of its Agencies or Organisations of any privileges or immunities enjoyed by them or their acceptance of the jurisdiction of the courts of any country over disputes arising of this Agreement".

(b) Nothing in or relating to this document will be deemed a waiver, expressed or implied, of the privileges and immunities of the United Nations and its subsidiary organs, including WFP, whether under the Convention on the Privileges and Immunities of the United Nations of 13th February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21st November 1947, as applicable, and no provisions of this document or any Institutional Contract or any Undertaking will be interpreted or applied in a manner, or to an extent, inconsistent with such privileges and immunities.

A standard Fund Authorisation and Certificate of Expenditures (FACE) report, reflecting the activity lines of the work plan (WP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that [UN organisation] will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilisation of cash received.

The Implementing Partner shall identify the designated official(s) authorised to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner.

Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the work plans (WPs) only.



Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the Work Plans (WPs), and ensuring that reports on the utilisation of all received cash are submitted to [UN organisation] within six months after receipt of the funds. Where any of the national regulations, policies and procedures are not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply.

In the case of international NGO/CSO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the Work Plans (WPs), and ensuring that reports on the full utilisation of all received cash are submitted to [UN organisation] within six months after receipt of the funds.

To facilitate scheduled and special audits, each Implementing Partner receiving cash from [UN organisation] will provide UN system agency or its representative with timely access to:

- all financial records which establish the transactional record of the cash transfers provided by

[UN system agency], together with relevant documentation;

- all relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed. The findings of each audit will be reported to the Implementing Partner and [UN organisation].

Each Implementing Partner will furthermore:

- Receive and review the audit report issued by the auditors.
- Provide a timely statement of the acceptance or rejection of any audit recommendation to the [UN

organisation] that provided cash (and where the SAI has been identified to conduct the audits, add: and to the SAI) so that the auditors include these statements in their final audit report before submitting it to [UN organisation].

- Undertake timely actions to address the accepted audit recommendations.

Report on the actions taken to implement accepted recommendations to the UN system agencies [and where the SAI has been identified to conduct the audits, add: and to the SAI], on a quarterly basis (or as locally agreed).



5.2 Annex B: Indicative Common Budgetary Framework (CBF) (2.5 years)

Resources projected to be available (A): These are funds available from all funding sources and already secured – including under contract – at the time of the Common Budgetary Framework's (CBF) preparation. These resources include both voluntary core/assessed budget funding, as well as non-core/other contributions received in-country, allocated from UN agency headquarters or the regional level and/or received through UN inter-agency pooled funds, agency-specific thematic funds or global vertical funds. They include confirmed non-core/other resources, as well as all pipeline funds under negotiation between UN organisations and potential contributors.

Resources to be mobilised (funding gap) (B): This is the difference between resources already secured and firmly available, and the resources required to implement the UNSDF/OP III. This gap should be based both on needs and realistic projections of additional resources that can be mobilised. These funds are estimates by UN agencies on funding needs for the first 2.5 years of the UNSDF/OP III and therefore do not constitute legal commitments with respect to these amounts as they are subject to the availability of contributions by donors and other partners.

All the figures below, for the 2.5 years of this CBF, are in United States Dollars (US \$)

ECONOMIC GROWTH (Outcome 1): By 2022, the people in Pakistan, especially the most vulnerable, marginalised and unskilled, benefit from improved inclusive and sustainable economic growth, progress towards full access to energy and fair trade practices.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	
UNIDO	\$ 5,000,000	\$ 5,000,000	\$ 10,000,000	
UNV	\$150,000	\$ 111,000	\$ 261,000	
UN HABITAT	\$ 0	\$ 500,000	\$ 500,000	Total Budget (Outcome 1)
FAO	\$ 12,000,000	\$ 0	\$ 12,000,000	
UNESCO	\$ 3,300,000	\$ 0	\$ 3,300,000	\$ 69.351 million
ILO	\$ 760,000	\$ 540,000	\$ 1,300,000	
IOM	\$ 29,089,575	\$ 12,500,000	\$ 41,589,575	
UNCTAD	\$ 100,000	\$ 300,000	\$ 400,000	
Total	\$ 50,399,575	\$ 18,951,000	\$ 69,350,575	



DECENT WORK (Outcome 2): By 2022, the people in Pakistan, especially women and youth, have improved access to productive livelihoods, income opportunities and decent work.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	
ILO	\$ 4,900,000	\$ 3,100,000	\$ 8,000,000	Total Budget (Outcome 2) \$ 47.416 million
UN Women	\$ 1,666,408	\$ 1,500,000	\$ 3,166,408	
UNHCR	\$ 5,950,000	\$ 16,300,000	\$ 22,250,000	
UNESCO	\$ 0	\$ 0	\$ 0	
UNDP	\$ 500,000	\$ 1,500,000	\$ 2,000,000	
UNIDO	\$ 5,000,000	\$ 3,000,000	\$ 8,000,000	
IOM	\$ 500,000	\$ 3,500,000	\$ 4,000,000	
Total	\$ 18,516,408	\$ 28,900,000	\$ 47,416,408	

HEALTH AND WASH (Outcome 3): By 2022, the people in Pakistan, especially the most vulnerable and marginalised, have access to, and benefit from, improved universal health coverage, including sexual and reproductive health, and equitable WASH services.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	
UNFPA	\$ 5,000,000	\$ 6,500,000	\$ 11,500,000	Total Budget (Outcome 3) \$ 413.2 million
UNAIDS	\$ 50,000	\$ 35,054,600	\$ 35,104,600	
UNODC	\$ 0	\$ 10,000,000	\$ 10,000,000	
UN Habitat	\$ 0	\$ 1,000,000	\$ 1,000,000	
UNHCR	\$ 7,480,000	\$ 11,570,000	\$ 19,050,000	
IOM	\$ 10,794,087	\$ 11,000,000	\$ 21,794,087	
UNICEF	\$ 32,600,000	\$ 174,300,000	\$ 206,900,000	
WHO	\$ 0	\$ 107,851,250	\$ 107,851,250	
Total	\$55,924,087	\$357,275,850	\$413,199,937	

NUTRITION (Outcome 4): By 2022, children, adolescent girls and pregnant and lactating women have improved dietary intake and feeding and care practices, resulting in improved nutritional status, reducing stunting and other forms of under nutrition.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	
WFP	\$ 0	\$ 73,000,000	\$ 73,000,000	Total Budget (Outcome 4) \$ 116.14 million
WHO	\$ 0	\$ 444,600	\$ 444,600	
UNICEF	\$ 9,700,000	\$ 25,000,000	\$ 34,700,000	
FAO	\$ 8,000,000	\$ 0	\$ 8,000,000	
Total	\$ 17,700,000	\$ 98,450,000	\$ 116,144,600	



FOOD SECURITY (Outcome 5): By 2022, the most vulnerable and marginalised populations have improved availability of, access to, and consumption of safe, nutritious and sufficient food, while promoting sustainable agriculture to achieve zero hunger.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	Total Budget (Outcome 5) \$ 98 million
WFP	\$ 0	\$ 73,000,000	\$ 73,000,000	
FAO	\$ 15,000,000	\$ 0	\$ 15,000,000	
UNIDO	\$ 5,000,000	\$ 5,000,000	\$ 10,000,000	
Total	\$ 25,000,000	\$ 78,000,000	\$ 98,000,000	

RESILIENCE (Outcome 6): By 2022, the resilience of the people of Pakistan, especially the most vulnerable populations is increased by addressing and mitigating natural and human induced disasters, including climate change mitigation and adaptation measures, and the sustainable management of cultural and natural resources.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	Total Budget (Outcome 6) \$ 133.85 million
WFP	\$ 0	\$ 49,000,000	\$ 49,000,000	
UNIDO	\$ 5,000,000	\$ 5,000,000	\$ 10,000,000	
UNDP	\$ 20,600,000	\$ 20,700,000	\$ 41,300,000	
UN Habitat	\$ 200,000	\$ 3,000,000	\$ 3,200,000	
IOM	\$ 3,350,515	\$ 5,000,000	\$ 8,350,515	
UNESCO	\$ 1,025,000	\$ 4,500,000	\$ 5,525,000	
WHO	\$ 0	\$ 3,424,000	\$ 3,424,000	
UNICEF	\$ 0	\$ 0	\$ 0	
UNFPA	\$ 750,000	\$ 500,000	\$ 1,250,000	
FAO	\$ 10,000,000	\$ 0	\$ 10,000,000	
UN Environment	\$ 500,000	\$ 500,000	\$ 1,000,000	
UN Women	\$ 0	\$ 800,000	\$ 800,000	
Total	\$ 41,425,515	\$ 92,424,000	\$ 133,849,515	



EDUCATION AND LEARNING (Outcome 7): By 2022, children and youth have enhanced, equitable and inclusive access to and benefit from quality learning opportunities.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	
UNESCO	\$ 11,050,000	\$ 3,500,000	\$ 14,550,000	Total Budget (Outcome 7) \$ 130.742 million
UNHCR	\$ 21,870,000	\$ 26,760,000	\$ 48,630,000	
UNICEF	\$ 13,500,000	\$ 25,500,000	\$ 39,000,000	
UNFPA	\$ 500,000	\$ 500,000	\$ 1,000,000	
UNV	\$ 226,000	\$ 36,000	\$ 262,000	
WFP	\$ 0	\$ 24,000,000	\$ 24,000,000	
ILO	\$ 300,000	\$ 3,000,000	\$ 3,300,000	
Total	\$ 47,446,000	\$ 83,296,000	\$ 130,742,000	

GENDER EQUALITY AND RIGHTS (Outcome 8): By 2022, government institutions will have increased accountability towards gender equality commitments and social, economic, cultural and political rights.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	
UN Women	\$ 253,592	\$ 3,000,000	\$ 3,253,592	Total Budget (Outcome 8) \$ 52.281 million
UNICEF	\$ 400,000	\$ 0	\$ 400,000	
UNAIDS	\$ 56,000	\$ 155,000	\$ 211,000	
UNODC	\$ 0	\$ 0	\$ 0	
UNESCO	\$ 0	\$ 200,000	\$ 200,000	
UNFPA	\$ 1,000,000	\$ 3,000,000	\$ 4,000,000	
WHO	\$ 0	\$ 216,500	\$ 216,500	
FAO	\$ 3,000,000	\$ 0	\$ 3,000,000	
ILO	\$ 550,000	\$ 2,500,000	\$ 3,050,000	
UNDP	\$ 8,500,000	\$ 29,450,000	\$ 37,950,000	
Total	\$ 13,759,592	\$ 38,521,500	\$ 52,281,092	



GOVERNANCE (Outcome 9): By 2022, the people in Pakistan, especially the most vulnerable and marginalised, have increased knowledge of their rights and improved access to more accountable, transparent and effective governance mechanisms and rule of law institutions.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	
UNFPA	\$ 1,500,000	\$ 1,000,000	\$ 2,500,000	
UNODC	\$ 10,000,000	\$ 27,800,000	\$ 37,800,000	
UNDP	\$ 12,000,000	\$ 31,750,000	\$ 43,750,000	
UN HABITAT	\$ 200,000	\$ 2,000,000	\$ 2,200,000	Total Budget (Outcome 9)
UNHCR	\$ 5,680,000	\$ 5,130,000	\$ 10,810,000	\$ 131.463 million
UN Women	\$ 2,000,000	\$ 500,000	\$ 2,500,000	
UNICEF	\$ 14,800,000	\$ 3,700,000	\$ 18,500,000	
WHO	\$ 0	\$ 5,063,500	\$ 5,063,500	
IOM	\$ 1,913,701	\$ 6,195,474	\$ 8,109,175	
UNESCO	\$ 80,000	\$ 150,000	\$ 230,000	
Total	\$ 48,173,701	\$ 83,288,974	\$ 131,462,675	

SOCIAL PROTECTION (Outcome 10): By 2022, more people in Pakistan, especially the most vulnerable and marginalised, benefit from effective social protection systems.

Agencies	Projected (A)	To be mobilized (B)	Total (A+ B)	
UNAIDS	\$ 5,000	\$ 20,000	\$ 25,000	
WFP	\$ 0	\$ 24,000,000	\$ 24,000,000	Total Budget (Outcome 10)
UNHCR	\$ 48,200,000	\$ 99,020,000	\$ 147,220,000	\$ 195.295 million
ILO	\$ 2,300,000	\$ 1,000,000	\$ 3,300,000	
IOM	\$ 2,976,190	\$ 17,773,810	\$ 20,750,000	
WHO	TBC	TBC	TBC	
Total	\$ 53,481,190	\$ 141,813,810	\$ 195,295,000	

Total (A+B) for all 10 outcomes **\$ 1,387,741,802**

Total Budget (All Outcomes)
\$ 1.388 billion



5.3 Annex C: Methodology and Process of Developing the OP III 2018–2022

Integrated Programming Approach

The OP III embodies the six integrated, mutually reinforcing programming approaches demanded of all UN Development Assistance Frameworks (UNDAFs).¹⁴⁶ Namely a focus on:

- 1. Results-based programming** – whereby the allocation of energies and resources is based on clear, measurable intended results, articulated in the form of the ten OP III outcomes. This has involved the identification of critical assumptions about the programming environment, Pakistan’s context and development priorities, and due consideration for relevant risks and management measures.
- 2. Capacity development** – which is stressed under each OP III outcome to maximise national ownership and leadership, while strengthening capacity at the levels of individuals, government institutions and other organisations, as well as the wider enabling environment.
- 3. Risk-informed programming** – involving identifying risks and outlining strategies for effective risk mitigation and management, outlined in detail in section 2.2.
- 4. Linkages between development and humanitarian approaches** – entailing coherence across the OP III in terms of integrated UN development and humanitarian approaches.
- 5. Coherent policy support** – reflected in the OP III’s integrated approach, which leverages the UN system’s diversity and range of specialised expertise in a coordinated, coherent manner.
- 6. Partnerships** – whereby the OP III will leverage the UN’s comparative strengths to convene a broad spectrum of stakeholders, spanning all tiers of government, the private sector, civil society, the media, academia, development partners, communities and other key players. By fomenting multi-stakeholder partnerships, the OP III seeks to harness the diverse views, rich experiences and wide range of capacities and resources towards the pursuit of its ten outcomes and Pakistan’s pursuit of the SDGs.

146 United Nations Development Group (2017) *Guidance on UN Development Assistance Frameworks*. New York: UNDG. Available: <https://undg.org/document/2017-undaf-guidance/>



These inter-connected approaches are underpinned by the four key programming principles identified by the UNDG.¹⁴⁷ Across the OP III, priority will be given to the aims of leaving no one behind; advancing human rights and gender equality; promoting sustainability and resilience; and striving for greater accountability. To enhance the coherence of the OP III, a “Theory of Change” approach” was adopted to operationalise the framework’s ten outcomes. Such an approach articulates a hypothesis of how change happens over time,¹⁴⁸ in terms of the rationale of the framework, how it is expected to achieve its outcomes and underlying assumptions that underpin this process.¹⁴⁹ In this way, UN agencies were able to “unpack” each outcome area and position the UN’s work within the broader parameters of change.



147 Ibid.

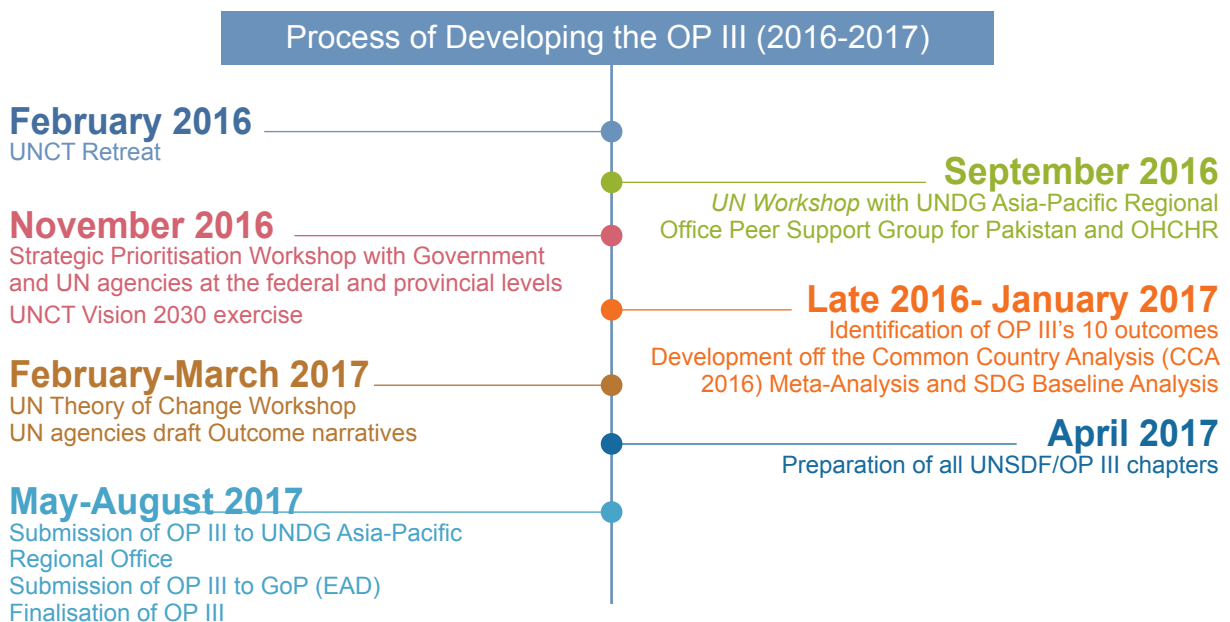
148 UN Women Training Centre (2017) *Working Paper Series: A Theory of Change for Training for Gender Equality*. Santo Domingo: UN Women Training Centre, p. 10.

149 Hoy, Caroline (2015) *What can drive an effective Theory of Change approach? The DFID experience*. London: UK Department for International Development. Available: <https://www.odi.org/sites/odi.org.uk/files/odi-assets/events-presentations/1710.pdf>



Methodological Approach

The formulation of the One UN Programme III has been guided by an approach that prioritises collaboration and consultation, in order to ensure that the framework responds to Pakistan’s national development priorities in a way that fully harnesses the UN’s competitive advantage in the country. In developing the OP III, the UN has taken particular care to work closely with government stakeholders at all levels, to secure strong country-ownership of the OP III. To minimise the impact of potential risks on each Outcome area, a “risk-informed programming approach” was applied throughout. This is explored in greater detail in Section 2.1 of this document, outlining OP III’s “Risks and Mitigation Strategy”.



Initial Steps

The UN in Pakistan began the process of developing the OP III in early 2016. Initial steps included a *UNCT Retreat* in February 2016, which reviewed the implications of the SDGs for the UN’s work in Pakistan – in terms of national development priorities, UN areas of support to the Government and appropriate strategies for the UN.

The focus on the SDGs, and the UN’s potential role in supporting the Government of Pakistan to achieve these ambitious goals, were centre stage at a workshop for over 80 UN agency staff members in September 2016. The gathering was facilitated by experts from the United Nations Development Group (UNDG) Asia-Pacific Regional Office Peer Support Group for Pakistan (UN Women, UNAIDS and the UNDG), as well as from the Office of the UN Commissioner for Human Rights (OHCHR) in Geneva.



In reviewing lessons learnt from the OP II, participants reflected on how the OP III will prioritise the SDG's underlying principles of “leaving no one behind” and “reaching the unreached”, gender equity and human rights, while strengthening the nexus between development and humanitarian assistance. The workshop also focused on how to strengthen the formulation of results in order to permit greater transparency, monitoring and evaluation in close coordination with the Government.

Defining Outcomes Collaboratively

Based on these initial steps, and in tandem with the work of several UN Agencies in preparing analyses to form the basis for their next country programmes/strategies, the UNCT reviewed a number of key trends and risks associated with the UN's role in supporting Pakistan's pursuit of the SDGs. The *Vision 2030 exercise* undertaken by the UNCT used a “foresight approach”, employing “forecasting and back-casting” techniques, to highlight key assumptions and opportunities around Pakistan's socio-economic development, as well as the UN's role in the country towards 2030. This helped to contextualise UN programming in Pakistan within a longer-term perspective, aligned with the 2030 Agenda and multi-year national planning.

The cumulative findings of these processes were presented to the *Strategic Prioritisation Workshop* in November 2016. This seminal event benefitted from wide participation by UN agencies at the federal level – involving over 50 staff members – alongside representative participation by the UN agencies present in the provinces and participation by the Government of Pakistan – most notably the Economic Affairs Division of the Ministry of Finance and the Ministry of Foreign Affairs.

In addition to reviewing Pakistan's national goals, context and the challenges it faces to achieving the SDGs, the *Strategic Prioritisation Workshop* invited participants to propose priority areas of work for the UN in the context of the OP III. Workshop participants proposed 108 priorities for the UN under OP III. After extensive dialogue among UN agencies, coupled with discussion and agreement with the Government of Pakistan, these were condensed into the **ten outcomes** included in the OP III. These ten outcomes have also been used by those UN agencies (UNDP, UNFPA and UNICEF) which were in the process of preparing formal Country Programme Documents (CPDs) for submission to their Executive Boards in September 2017, as well as by other UN agencies which are in various stages related to developing their own strategies and programmes without formal CPDs. This process coincided with the UNCT developing a new *Humanitarian Needs Overview* and *Humanitarian Strategic Plan*, generating useful synergies with the OP III's formulation.

Consolidating and Finalising the OP III

To inform the OP III, the UNRCO undertook a systematic *Common Country Assessment (CCA)* linked to the SDGs, based on a meta-analysis of available data on Pakistan's economic, social, environmental and governance context. The UNRCO then prepared a mapping of global and Pakistan-level UN mandates and strategies related to each of the proposed OP III outcomes, which served as the basis for identifying agencies to participate in creating narratives for each outcome.



The UNCT assigned the current OP II “results groups” – referred to as “Strategic Priority Area Working Groups” or “SPAs” in Pakistan – to invite all UN agencies identified as relevant to each outcome to work together to develop the outcome analysis and narrative. This process, between February-March 2017, began with a workshop for UN agencies on the “Theory of Change” approach, which was facilitated by a consultant from the UNICEF Asia-Pacific Regional Office in Bangkok.

The draft outcome narratives subsequently prepared by the agencies were edited by the UNRCO for consistency of content and presentation, before being shared with the agencies for their review and concurrence. Simultaneously, the UNRCO prepared the other chapters of the UNSDF/OP III as spelled out in the UNDG’s 2016 *UNDAF Guidelines*, including the Legal Annexes which will take effect once the OP III is signed by the UN and the Government of Pakistan.

Finally, the complete draft UNSDF/OP III and supporting documentation was shared with the UNDG Asia-Pacific Regional Office in May 2017 for quality assurance purposes, before being formally shared with the Government of Pakistan – specifically, the Economic Affairs Division of the Ministry of Finance and the Ministry of Foreign Affairs – for their formal review and comments. These were incorporated into this final draft of the One UN Programme III.



5.4 Annex D: Quality Criteria for the UNSDF/OP III

The UN system in Pakistan has striven to ensure that this United Nations Sustainable Development Framework for Pakistan (UNSDF), also known as the One UN Programme III (OP III) 2018-2022, complies with *UNDG Quality Criteria for UNDAFs*¹⁵⁰. It upholds the five quality criteria identified by the UNDG, in that it is relevant and strategically focused, principled, effective, efficient and sustainable. It is also aligned to good practice both in terms of the process of preparing the OP III, as well as in its content, strategic focus and structure. Specifically, the OP III:

- Supports Pakistan's national development priorities, alongside the localisation, implementation and monitoring of the SDGs. It explicitly links to Pakistan's national plan, *Vision 2025*, to ensure that the OP III's results respond to national priorities;
- Is underpinned by a theory of change based on disaggregated data and analysis, including the in-depth *Common Country Analysis (CCA)* and evaluations from earlier programme cycles;
- Places a strong focus on joint programming;
- Engages the United Nations Communications Group (UNCG) to find entry points for advocacy and communication at the outcome level;
- Identifies multi-stakeholder partnership strategies that bring in a broad set of national partners, while clearly determining the roles of the UN system and national partners in achieving results;
- Addresses the immediate, underlying, root causes of poverty and inequalities, fosters inclusiveness and reduces inequalities and discrimination to ensure no one is left behind;
- Upholds and mainstreams the UN system's four integrated programming principles of leaving no one behind, human rights and gender equality, sustainability and resilience, and accountability;
- Embodies results-focused programming, risk-informed programming, linkages between humanitarian and development, a coherent policy support and a commitment to partnership – thus reflecting the six integrated programming approaches advocated by the UNDG; and
- Supports the capacity development of national and sub-national institutions, civil society and other stakeholders, including entities bodies involved in data collection and management.

150 https://undg.org/wp-content/uploads/2017/05/2017-UNDAF_Guidance_01-May-2017.pdf p. 18; 33-36.





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