



**United Nations Development Programme**  
**Country: Pakistan**  
**Project Document**

**Project Title:** Supporting Pro-Poor Governance for Legal Empowerment of the Poor

**UNDAF Outcome(s):** By 2010, empowerment and equity promoted for poor and vulnerable groups in target areas

**Expected CP Outcome(s):** Strengthen governing institutions and public sector organizations for effective, accountable and participatory governance

**Implementing Partner:** UNOPS/SMEDA

**Responsible Parties:** Relevant line departments, civil society organizations and UN agencies

**Brief Description**

Supporting Pro-Poor Governance for Legal Empowerment of the Poor (Pro-GOLE) project seeks to enhance legal awareness of poor men and women from disadvantaged groups. The LEP concept is operationalised through a programme framework anchored within the four LEP pillars of access to justice, property rights, labour rights, and right to do business. The LEP programme framework enables a multi-pronged and multi level approach, working with a diverse set of partners in government, the donor community and civil society, addressing both individual and institutional change, and provides for research and documentation of best practices to build an information and knowledge resource for legal empowerment of the poor.

Programme Period: 2004-2010 and 2011-2012

Key Result Area (Strategic Plan): \_\_\_\_\_

Atlas Award ID: \_\_\_\_\_

Start date: 15 May 2010

End Date: 15 May 2013

PAC Meeting Date: 23 December 2009

Total resources required	6,460,600
Total allocated resources:	
Regular	1,500,000
• Other:	
○ Donor	_____
○ Donor	_____
○ Donor	_____
○ Government	_____
Unfunded budget*:	4,960,600

\*Includes US\$ 1,770,000 of UN agencies budget financed in parallel.

Agreed by (Government): *Muhammad Asif*  
 28 June 2010

**(MUHAMMAD ASIF)**  
 Joint Secretary (UN/China),  
 Economic Affairs Division  
 Government of Pakistan  
 Islamabad

Agreed by UNDP: *Toshihiro Tanaka*  
 30 June, 2010

**Toshihiro Tanaka**  
 Country Director  
 United Nations Development Programme  
 Islamabad, Pakistan

## LEGAL EMPOWERMENT OF THE POOR

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### I. SITUATION ANALYSIS

Since the year 2000, Pakistan witnessed a steady rise in economic growth, reaching the highest 8.4% in 2004-2005 before falling back to a still robust 6.6% in 2005-2006 and further declining to 5.8% in 2007-2008. The global economic crisis and slow down in the domestic economy has plunged the growth rate to only 2% in 2008-2009. Unfortunately, ordinary people saw very limited benefits from the country's overall strong growth and are being hit harder with the declining growth and productivity. Major issues remain with distribution of wealth – the rich-poor gap has widened – and steadily rising inflation (more notably food prices), which rose as high as 13.1% in 2008-2009. The poor in Pakistan do not have the opportunities – in terms of living in a clean, safe environment, being healthy (having access to adequate nutrition, medicines, etc), being able to get a good education and jobs with a decent salary, being able to start businesses and earn a decent income – that could lift them out of the cycle of poverty.

A national study finds that poverty results largely from the considerable inequities in people's access to services and entitlements such as economic assets, political and social rights, and social and municipal services<sup>6</sup>. The National Social Protection Strategy (2007) defines social exclusion along lines such as religion, language, gender, access to land, occupation, physical disability, and Biraderi and/or social status. For instance, poverty levels are higher among landless occupational groups, including various 'caste-like' hereditary occupational groups. e.g. poverty headcount among sharecroppers and agricultural labourers and other labourers is 20% more than other groups. This exclusion from assets, participation and services, and denial of rights breeds and exacerbates poverty. Disempowerment is at the heart of poverty around the world. It is recognized that equitable access to assets and services can be improved through pro-poor governance. Allowing disempowerment to continue, is not only a violation of the international human rights treaties to which Pakistan is party, but it greatly limits the effect of any poverty reduction strategy or activity directed at the 32 percent of Pakistani's living below the poverty line.<sup>7</sup>

Securing their rights – be it to services and other entitlements such as a decent wage, security of assets, or access to justice – is a major challenge for Pakistani citizens, and particularly for the poor and the vulnerable. The lack of empowerment in one aspect of their lives has knock-on negative consequences in others: inability to get a good education limits employment opportunities, forcing people to take low-wage jobs with poor conditions. Their lack of financial resources means they cannot secure property and assets, and are constantly vulnerable to losing them (e.g. through eviction or exploitation by corrupt officials). Their inability to secure grievance redress means they cannot stop injustices being committed against them, and so on in a vicious cycle of increasing poverty and vulnerability.<sup>8</sup> The lack of legal empowerment pushes people further into this cycle of poverty.

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### II. STRATEGY

#### CONCEPT

Legal empowerment is both a process and a goal. The former refers to activities aimed at increasing the control disadvantaged people exercise over their lives, while the latter refers to actual achievement of such control. It is possible to undertake the *process* of legal empowerment, even if the goal is still to be achieved. There is a clear distinction between legal empowerment and traditional 'rule of law' approaches focusing on institutions such as

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<sup>6</sup>Nadvi and Robinson (2004) replicated from Gul (OGC Paper)

<sup>7</sup> Gul (OGC Paper)

<sup>8</sup> Idris (UNDP: 2008)

the judiciary and police, and on law reforms.<sup>9</sup> The latter are typically top-down, state-centred initiatives designed to ensure effective independent functioning of legal institutions, promote good governance and public safety. While important, such approaches often do not directly address the needs of the disadvantaged.

By contrast, legal empowerment is centred on the needs of the disadvantaged; it is a grassroots approach that aims to make rule of law a reality for the poor and disadvantaged by advancing their rights and alleviating poverty. At the core of this approach is the quality of State Citizen relationship - it is only through an improved engagement of the citizen with the State that rule of law is translated into empowerment of the poor. It needs to be stressed that legal empowerment is not an alternative to rule of law reforms but something that needs to be carried out alongside these in order to ensure tangible benefits to the poor. The concept of Legal Empowerment is structured around four themes: access to justice, property rights, labour rights and the right to do business.

The Commission on Legal Empowerment of the Poor has identified five characteristics that together distinguish legal empowerment from traditional approaches to legal and institutional reform.

**Bottom-up and pro-poor:** The process should be based on the needs of the poor as they themselves experience and express them. Reforms must be designed and implemented in an inclusive and participatory way, and geared towards helping the poor organize themselves to get out of poverty.

**Affordable:** Proposed measures, procedures and requirements must all be within the means of the poor that they seek to benefit.

**Realistic:** Reforms should be based on a realistic understanding of formal and informal mechanisms, norms and institutions, and how they interact. Governments need to engage with poor people to find out how and why grass-roots institutions work, as well as their strengths and weaknesses. Unconventional mechanisms for gathering information may be needed.

**Liberating:** LE should focus on removing legal barriers that hinder economic activities of the poor. Since this is inextricably linked to a functioning regulatory and institutional framework, the burden of proof for such requirements lies with the state.

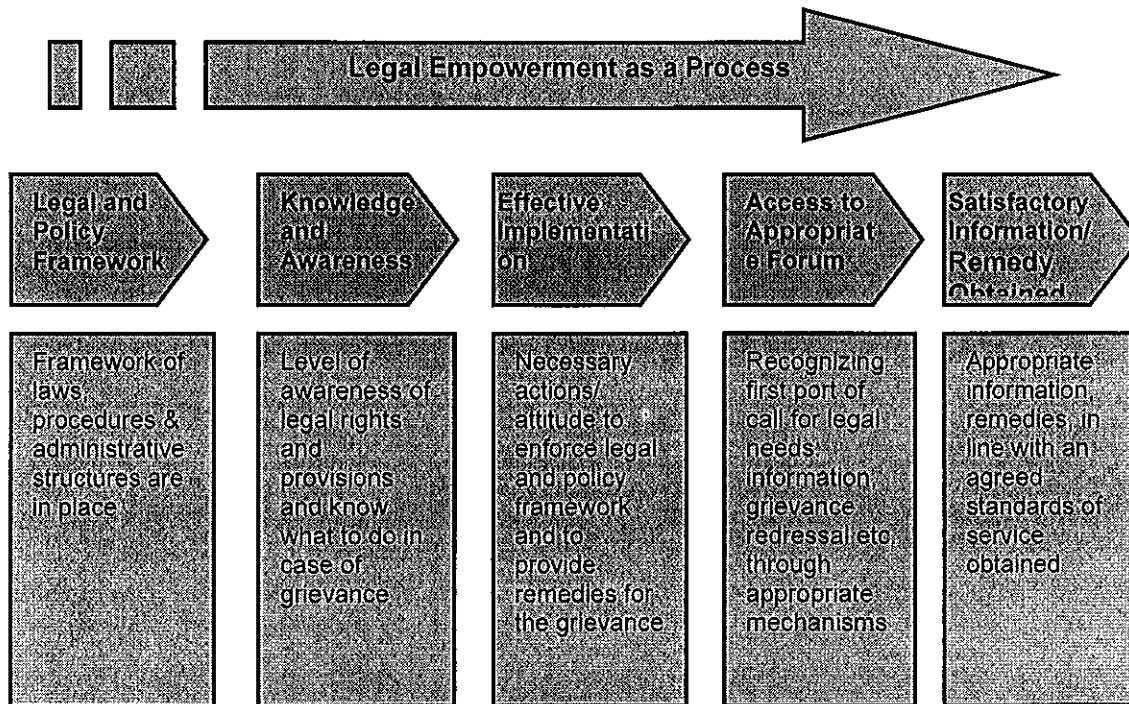
**Risk aware:** Care must be taken in designing, implementing and monitoring local reforms. Inevitably though ambitious reforms may unintentionally harm some poor and vulnerable people. These risks should be scrupulously monitored throughout the process.

Source: *Making the Law Work for Everyone, Volume I, Report of the Commission on Legal Empowerment of the Poor (2008)*

The background study commissioned in 2007 with the support of UNDP NY on Legal Empowerment in Pakistan documented the numerous laws, policies and development plans relevant to the four pillars of legal empowerment. The study revealed that despite the plethora of legal provisions and policies, their enforcement and compliance remains weak. The lack of enforcement of the existing legal and policy framework stems in large part due to a lack of knowledge and awareness about existing provisions. At the same time, state capacity to enforce and take necessary actions is limited, while there exists a general apathy to enforcement of rights and opportunities for the poor and the vulnerable.

Based on the findings of the study, the implementation model for LEP in Pakistan can be represented as below:

<sup>9</sup> See Golub, Stephen, 'Beyond Rule of Law Orthodoxy: The Legal Empowerment Alternative', (Carnegie Endowment for International Peace, Rule of Law Series, No. 41, October 2003).



## APPROACH

The point of departure as compared to traditional rule of law and access to justice programmes is at the grassroots level, with a concerted effort to **inform, advocate and organize** at community level to integrate the concept of legal empowerment in community based approaches to develop a locally owned culture of legal empowerment. The awareness of legal rights and entitlements has to be augmented with the capacity to assert and/ or demand these rights from due sources.

Of the four themes the first, access to justice and the rule of law, is really a cross-cutting theme. The remaining three, property rights, labour rights and freedom to do business address very specific aspects of legal empowerment, each of which can make a significant contribution to poverty reduction.

The Legal Empowerment programme in Pakistan will be based on a multi-pronged and mutually reinforcing strategy.

- **Communication:** Legal awareness activities to inform targeted disadvantaged groups of their basic rights, importance of a legal identity, accessing justice and redressal mechanisms
- **Capacity development:** Develop capacity of disadvantaged groups and their leaders
- **Action Research:** Inform grassroots interventions, as well as document and codify lessons from innovative initiatives at community level to inform policy level. Expert voice: Advocacy and coordination for stakeholder engagement at the policy level.

## PROGRAMME LINKAGES

The UNDP Strategic Plan 2004-2010 outlines the importance of fostering inclusive participation, especially by the poorest social sectors and strengthening governing

institutions to increase responsiveness and accountability to the concerns and interests of poor people. The United Nations Development Assistance Framework UNDAF commits that by 2010, empowerment and equity is promoted for poor and vulnerable groups in target areas. One UN Joint Programme: Agriculture, Rural Development and Poverty Outcome 3.1: Enhanced participation in decision making of poor and vulnerable. UNDP's Country Programme Action Plan (CPAP) Outcome 39: Strengthen governing institutions and public sector organizations for effective, accountable and participatory governance.

#### **LINKAGES WITH RELEVANT LEP INTERVENTIONS**

LEP programme expands the scope of legal empowerment interventions, while complementing the on-going initiatives of UNDP. The major interventions among these are: 1) Devolution Trust for Community Empowerment (DTCE), 2) Gender Justice Through Musalihat Anjuman (GJTMA), 3) Gender Justice and Protection Project and 4) Sustainable Land Management Project (SLMP)

DTCE works on the paradigm of citizen engagement, with the thrust on social mobilization, networking and accountability. LEP may seek collaboration with DTCE, such as in their engagement with District Bar Associations and Press Clubs and convening of community empowerment roundtables. Thus far, DTCE's engagement has been for mobilization and facilitation of CCBs but is ripe for extension to issues of legal awareness and empowerment.

The Gender Justice and Protection project manages a fund for innovative and catalytic projects for reduction in violence against women (VAW). The fund has been supporting capacity development, awareness raising and legal aid activities in almost 42 districts in Pakistan. The Small Grants Facility under Pro-GOLE will establish due linkages with the Fund, and benefit from the lessons learned from the grant making process.

GJTMA is focused on creating and strengthening Musalihat Anjumans (MA) and capacity building of relevant local government and civil society stakeholders. MA is a community-based informal, inexpensive and effective means towards dispensing justice to victims of gender violence and other vulnerable groups and in resolving their disputes amicably. GJTMA has established Musalihat Anjuman Support Service (MASS) network at the provincial levels with membership from NGOs experiences in legal rights awareness and social mobilization. LEP may seek collaboration with GJTMA to tap this network for its legal awareness activities.

SLMP works with the Ministry of Environment on harmonizing land use planning with principles of sustainable land management. LEP under the property rights pillar may seek synergy where appropriate for the land rights based planning output.

#### **Programme Framework for Operationalizing LEP**

The LEP concept is operationalised through a programme framework anchored within the four LEP pillars of access to justice, property rights, labour rights, and right to do business: as below. However, it is important to take cognizance of the multi faceted nature of the concept in that LEP calls for an integrated and holistic strategy and flexible, multi partner implementation modalities, as it deals not only with access to justice but economic empowerment through awareness and access to property rights, labour rights and right to do business. The programmatic approach consolidates these interventions and creates a single strategic framework with policy linkages at the institutional level. The Pro-GOLE programme framework will enable the following:

- A multi-pronged and multi level approach, working with a diverse set of partners in government, the donor community and civil society. Instead of a one-Ministry focus, the programme will potentially be dealing with a wide variety of Ministries and organizations such as the Small and Medium Enterprise Development Authority (SMEDA), Ministry of Labour, Ministry of Social Welfare, and relevant departments at the provincial level.
- Awareness raising is about making the public recognize their legal rights, how they affect their social and economic opportunities and how to access and advocate for these legal rights with the support of lawyers and other civil society bodies, as well as through sensitizing relevant public officials to be more responsive.
- Research and documentation of best practices to build an information and knowledge base of how legal empowerment can be best addressed and advocated at the levels of individual, community and the institution.
- Decentralized management of mutually reinforcing pillars with distinct outputs delivered by different partners

## **PROGRAMME PILLARS:**

### ***Pillar 1: Access to Justice***

The key objective of the programme is to enhance legal awareness of poor men and women from disadvantaged groups. It is recognised that often it is the lack of knowledge about existing laws, available recourse; lack of easy-to-understand information, accessible information hubs that limit meaningful engagement of the citizen with the State. This pillar aims at creating such hubs and making information accessible, relevant and meaningful. Related legal literacy campaigns (including for property rights, labour rights and right to do business) will be augmented by provision of legal aid and development of paralegal resources at the community level<sup>10</sup>. Additionally, capacity development activities will also target local leaders, elders, and elected representatives who are most often referred to or consulted by citizens for guidance and support in such matters. Public sector training institutions will also be targeted to design and include more rights based curricula to sensitive government officials to be more responsive to citizens needs. A Small Grants Facility (see Annex 4 for concept) will be set up to support innovative pilot activities at the community level such as successful local partnerships, activities or models for legal empowerment, quick wins can be demonstrated to advocate further for legal empowerment. Legal identity is the cornerstone of access to justice. Advocacy for importance of legal identity and securing national identity cards will be the fundamental activity under this pillar, where possible facilitating identity registration.

### ***Pillar 2: Property Rights***

Pakistan is faced with multiple problems with systems of property administration, ranging from agricultural land, urban residential property, and urban commercial and so on. Space use and planning needs to addressed, both, in the context of rural and urban areas. The MTRF (2005-2010) and the Vision 2030 recognize a need for space and land use planning and statutory cover for the planning and implementation of spatial planning strategies. The main problems affecting the poor and vulnerable groups are due to lack of secure deeds or ownership and weakness in the justice system which makes it difficult to seek redress. Interventions will focus on awareness raising at the grassroots level to understand the existing property system. This intervention is closely related to legal literacy but specific to property rights. A particular focus will be on urban slums that now exist in almost all major cities of Pakistan, face problems with regard to ownership rights, access to services and security. Advocating for change in the administration of property rights has to be supported

<sup>10</sup> One of the key indicators for Output 1 is the targeting of 30% projects under the Small Grants Facility towards women

by policy research to get an accurate picture of the issues faced in the system and to suggest ways in which it can be tackled. Policy debate can be promoted through the media, awareness raising and round table dialogue and seminars among key stakeholders, including elected representatives.

### ***Pillar 3: Labour Rights***

In Pakistan, considerable rights exist on paper but enforcement and implementation of these is weak. This is particularly true for labour rights in the country. However, the majority of the labour force in Pakistan works in the informal sector and are not covered by labour legislation. Women in the informal sector are even more vulnerable to exploitation than men. Under the Labour Rights pillar, awareness, capacity development activities and promotion of networking will strengthen disadvantaged groups such as informal labourers in different sectors, formal and informal workers' associations, small traders' unions, etc. Strategy will involve review and mainstreaming of selected labour laws, awareness raising, and enhancing capacity of informal labourers to seek entitlements, and operationalizing existing grievance redress mechanisms.

### ***Pillar 4: Right to do Business***

One of the objectives of the programme is to strengthen mechanisms of support for disadvantaged groups. The size of the informal economy in Pakistan is considerable, estimated to be over 30% of GNP. Businesses, individuals, small entrepreneurs in the informal sector are more vulnerable to poor governance manifested in rent seeking, anti-encroachment drives, and other forms of official harassment. They are also faced with barriers in entering the formal economy including complex and lengthy procedures, lack of services and facilities for commerce, and lack of awareness of mechanisms and benefits of formalization. Under the Right to do Business pillar, legal services will be extended to smaller districts, especially for women and marginalized stakeholders such as street vendors, small family owned businesses or small kiosk owners. Marginalized businesses will be mobilized to access business services. Alternative Dispute Resolution mechanisms will also be introduced and promoted for small businesses to minimize transaction costs

### ***Cross-Cutting: Research and Policy Engagement***

A research and policy engagement output is envisaged to bridge the gap between policy and implementation and challenges on ground. Baseline studies for selected target groups and action research will be commissioned through the programme to document legal empowerment issues and interventions, influence of existing legislations and legal provisions and draw lessons from pilot legal empowerment initiatives and inform and engage state and policy level stakeholders in the legal empowerment dialogue. Empowerment checks will be conducted for selected target groups at the outset of the project to create a baseline. Before completion of the project empowerment checks will be conducted again to evaluate the results of the targeted interventions (see Annex 3 for details). A research consortium of selected academic, research, and training institutions may be established to guide formulation of research proposals and where possible undertake relevant action research studies to inform the four pillars of legal empowerment.

**III. RESULTS AND RESOURCES FRAMEWORK**

<p><b>Intended Outcome as stated in the UNDAF</b> By 2010, empowerment and equity promoted for poor and vulnerable groups in target areas</p> <p><b>Intended Outcome as stated in the Country Programme Results and Resource Framework:</b> Outcome 39: Strengthen governing institutions and public sector organizations for effective, accountable and participatory governance</p> <p><b>Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:</b></p> <p><b>Applicable Key Result Area (from 2008-11 Strategic Plan):</b> Strengthening accountable and responsive governing institutions</p> <p><b>Project title and ID (ATLAS Award ID):</b></p>			
INTENDED OUTPUTS	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	BUDGET/ INPUTS
<p><b>Pillar 1: Access to Justice</b></p> <p><b>Output 1</b> Increased awareness of Legal empowerment issues among local media, local CSOs/ Community Organizations</p> <p>Implementation: UNOPS</p> <p>Baseline: Inadequate draw down of the Access to Justice Development Fund (AJDF)</p> <p>Indicators: 2012: Repository of ICE material available 2012: 30% of projects under the Small Grants Facility targeted towards women. 2012: 30% of lowest ranking districts as per NHDR 2003 targeted for awareness raising</p>	<ul style="list-style-type: none"> <li>▪ Identify key stakeholders, existing networks, CSO and other relevant partners who can support LEP related work in target areas;</li> <li>▪ Needs identification for legal awareness for selected target groups;</li> <li>▪ Conduct communication for empowerment audit of target groups;</li> <li>▪ Design and implement comprehensive legal literacy programmes for property rights, labour rights and right to do business;</li> <li>▪ Design and disseminate legal information and Communication for Empowerment material at the local level (See also Output 11)</li> </ul>	<p>Civil Society organizations</p>	<p>\$2,938,000</p> <p>Sub-contracting (Small Facility) National Consultants Workshops Conferences</p>



<p><b>Output 2</b> Legal services and rights made accessible to target groups</p> <p>Implementation: UNOPS</p> <p>Baseline: Baseline study on Legal Empowerment in Pakistan, study 2007</p> <p>Indicators Legal and paralegal resource centres established in 10 districts 30% of all training participants to be women 30% of lowest ranking districts as per NHDR 2003 targeted for legal empowerment</p>	<ul style="list-style-type: none"> <li>▪ Identify roles, responsibilities of different agencies in legal services provision as well as existing gaps in these services;</li> <li>▪ Identify and prioritize needs for strengthening LE related services and resources;</li> <li>▪ Legal and paralegal aid services/ resources developed/ strengthened;</li> <li>▪ Design and implement training of local government representatives, concerned line agency officials, traditional community leaders, media to improve the quality and access to LE and access to justice related services at local level; (See also Output 11)</li> </ul>	<p>Sub-contracting (Small Facility) National Consultants Workshops Trainings</p>
<p><b>Output 3</b> Capacity of public sector training institutions (PSTI) enhanced to design and deliver rights based programmes/ curricula</p> <p>Implementation: TBF</p>	<ul style="list-style-type: none"> <li>▪ Introduce tools for policy research and analysis</li> <li>▪ Conduct capacity assessments of PSTIs;</li> <li>▪ Design and implement relevant curriculum and training modules to sensitize newly inducted civil servants to citizens rights with respect to legal empowerment;</li> <li>▪ Pilot TOT and training roll-out based on designed curriculum</li> </ul>	<p>TBF</p>
<p><b>Output 4</b> Child Complaint Mechanism for registration and redressal of child rights violations</p> <p>Implementation: UNICEF</p>	<ul style="list-style-type: none"> <li>▪ Develop and support a Child Complaint Office</li> <li>▪ Establish it under the Ombudsman's Offices; <ul style="list-style-type: none"> <li>○ Federal,</li> <li>○ AJK,</li> <li>○ Provincial; <ul style="list-style-type: none"> <li>▪ Punjab</li> <li>▪ Sindh</li> </ul> </li> </ul> </li> </ul>	<p>UNICEF partners</p>

Pillar 2 Property Rights		Balochistan		TBF <sup>6</sup>
<p><b>Output 5</b> Urban planning for legal empowerment of informal settlements promoted</p> <p>Implementation: To be identified</p>	<ul style="list-style-type: none"> <li>▪ Support development of plans for informal settlements that address legal empowerment issues</li> <li>▪ Provide technical assistance to integrate land rights within urban and regional planning strategies.</li> <li>▪ Build capacity of Local Governments in Rights Based Urban planning</li> </ul>			National Consultants
<b>Pillar 3 Labour Rights</b>				
<p><b>Output 6</b> Formal and informal workers organized and supported</p> <p>Implementation: ILO</p> <p>Baseline:</p> <p>Indicators:</p> <p>20% of targeted worker's associations oriented to relevant existing labour laws</p>	<ul style="list-style-type: none"> <li>▪ Operationalize provisions for grievance redressal in National Industrial Relations Act 2008</li> <li>▪ Identify and strengthen informal employers and workers' associations capacity to seek entitlements</li> <li>▪ Linkages developed with Skills Training Providers</li> <li>▪ Technical Assistance to workers organizations in extending their networks and strengthening legal advisory services</li> </ul>	ILO partners		\$ 1,191,000 Sub-contracting National Consultants Workshops Trainings
<p><b>Output 7</b> Support employers to be more responsive to labour rights</p> <p>Implementation: ILO</p> <p>Baseline:</p> <p>Indicators:</p> <p>15% of targeted beneficiaries adopting the <i>Model Contract and Code of Conduct</i></p>	<ul style="list-style-type: none"> <li>▪ Networks of the stakeholders including Parliamentarians, Media, Employers and Workers Associations, NGOs and Religious Scholars for advocacy of labour rights established</li> <li>▪ Technical Assistance to employers organizations in developing code of conduct &amp; model contract in consultation with stakeholders</li> <li>▪ Create awareness on the Global Compact, Corporate Social Responsibility and labour relations among the stakeholders;</li> </ul>	ILO partners		Sub-contracting National Consultants Workshops Trainings

<sup>6</sup> Please refer to section on programme roll out for details on output 3 and 5, roll out plan.

<b>Pillar 4 Right to do Business</b>		<b>\$ 1,653,000</b>
<p><b>Output 8</b> Legal services outreach extended to marginalized stakeholders (street vendors, small traders/ growers etc.)</p> <p>Implementation: SMEDA</p> <p>Baseline: TPFCs established in 4 districts, Peshawar, Karachi, Hyderabad &amp; Quetta</p> <p>Indicators: 2012: 70% of LSPs providing responsive services to marginalized businesses 2012: TPFCs model replicated in 20 additional districts 2012: 50% increase in access to Women Business Development Centres established</p>	<ul style="list-style-type: none"> <li>▪ Review existing regulatory enforcement mechanisms and practices viz small businesses by governing / regulatory institutions</li> <li>▪ Map and review existing laws and regulations affecting small / marginalized businesses</li> <li>▪ Assess the quality and access of current legal aid services for the marginalized businesses;</li> <li>▪ Identify and prioritize needs of marginalized business and develop innovative mechanisms to accommodate their specific requirements;</li> <li>▪ Facilitate linkages between local/ provincial/ national government and relevant regulatory institutions through capacity development</li> <li>▪ Expand and tailor existing network of Legal Service Providers (LSP) network to 20 new locations</li> <li>▪ Enhance capacity of LSP in smaller districts</li> <li>▪ Upscale existing Third Party Facilitation Centers (TPFC) in 20 additional districts</li> <li>▪ Establish Women Business Development Centres</li> <li>▪ Facilitate linkages between local/ national government and relevant regulatory institutions through capacity development</li> </ul>	<p>LSPs, CSO</p>
<p><b>Output 9</b> Marginalized businesses mobilized to access business services</p> <p>Implementation: SMEDA</p> <p>Baseline: Laws &amp; regulations affecting marginalized businesses identified, mapped and reviewed</p> <p>Indicators:</p>	<ul style="list-style-type: none"> <li>▪ Develop and implement community outreach strategy for SMEDA</li> <li>▪ Mobilize small traders', growers' (formal) associations, informal associations etc</li> <li>▪ Create awareness of alternate dispute resolution (ADR) and support cost-effective mechanisms for small businesses</li> </ul>	<p>CSOs, partner associations</p>
		<p>Sub-contracting National Consultants Workshops Trainings</p>
		<p>Sub-contracting National Consultants Workshops Trainings</p>

<p>2012: 50% increase in the use of SMEDA's legal services by marginalized businesses</p> <p>2012: Business facilitation model for hawking vendors piloted in one district</p> <p>2012: Standardized processes for ADR developed and piloted at four (4) locations</p>			
<b>Programme Management Unit (PMU)</b> <b>\$678,600</b>			
<p><b>Output 10</b> Establish PMU and formalize partnerships</p> <p>Implementation: UNOPS</p>	<ul style="list-style-type: none"> <li>▪ Establishment of PMU</li> <li>▪ Coordinate with output level implementation partners for formalization of new programme partnerships</li> </ul>	<p>Project Management</p>	<p>Premises rental IT equipment Personnel Professional Services Sub-contracting Printing Misc</p>
<p><b>Output 11</b> Design and manage mechanisms for small grants facility to contribute to the achievement of programme outputs</p> <p>Implementation: UNOPS</p> <p>Indicators: <i>Legal Empowerment Grant Making Facility established</i></p>	<p>(See also Output 1 and 2 under Pillar 1)</p> <ul style="list-style-type: none"> <li>▪ EOI and RFP for project proposals for awareness of legal empowerment issues designed and floated</li> <li>▪ Support and facilitate innovative proposals for partnerships and models for legal empowerment</li> <li>▪ Strengthen capacity of eligible CSOs on legal empowerment issues and interventions at local level</li> </ul>	<p>Programme Management, oversight board</p>	<p>Sub-contracting Print and electronic media Misc</p>
<p><b>Output 12</b> Baseline studies, action research conducted</p> <p>Baseline:</p>	<ul style="list-style-type: none"> <li>▪ Establish Research Consortium for Legal Empowerment of the Poor</li> <li>▪ Empowerment checks conducted for selected target groups</li> </ul>	<p>Research organizations</p>	<p>Sub-contracting Workshops/ Consultations Printing</p>

<p>Legal Empowerment in Pakistan, study 2007</p> <p>Indicators:  2011, 2012: 30% of reviews translated into citations and/ or media interactions (talk show etc.)  2011, 2012: 15% of stakeholder consultations converted into "expert voice" i.e policy intervention, citation, media messages etc.  2012: 5% of NGOs/ CSO partners adopting empowerment checks model</p> <p>Implementation: UNOPS</p>	<ul style="list-style-type: none"> <li>▪ Consultations, round-table dialogue and seminars held with state level stakeholders on property rights, labour rights, and right to do business</li> <li>▪ Technical Assistance to concerned public sector and research/academic institutions in identifying parameters and indicators for national Survey/Census of the vulnerable communities/groups</li> <li>▪ Review and revision of relevant laws conducted to ensure mainstreaming of labour rights in line with International labour Standards</li> <li>▪ Situation assessments and policy research on scope of the informal economy in the context of LEP/Business rights</li> </ul>	<p>Misc</p>
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#### IV. Project Budget

Outputs	Activity	Assessm Code	Budget Description				Total
			Year 1	Year 2	Year 3	Year 4	
<b>Pillar 1 Access to Justice<sup>7</sup></b>	72100		Sub-contracting (Small Grants Facility)	500,000	800,000	900,000	2,200,000
	71300		National Consultants	33,000	33,000	33,000	99,000
	72100		Workshops and Conferences	20,000	20,000	20,000	60,000
	72100		Sub-contracting	100,000	100,000	100,000	300,000
	72100		Workshops and Conferences	20,000	20,000	20,000	60,000
	63400		Learning Cost (trainings)	35,000	50,000	35,000	120,000
	71300		National Consultants	33,000	33,000	33,000	99,000
			<b>Pillar 1 Sub-total</b>	<b>741,000</b>	<b>1,056,000</b>	<b>1,141,000</b>	<b>2,938,000</b>
<b>Pillar 3 Labour Rights</b>	71300		National Consultants	66,000	66,000	66,000	198,000
	74100		Profession Services (Capacity Assessment)	11,000	11,000	11,000	33,000
	72100		Workshops and Conferences	20,000	20,000	20,000	60,000
	72100		Sub-contracting	300,000	300,000	300,000	900,000
				<b>Pillar 3 Sub-total</b>	<b>397,000</b>	<b>397,000</b>	<b>397,000</b>
<b>Pillar 4 Right to do Business</b>	72100		Workshops and Conferences	40,000	40,000	40,000	120,000
	72100		Sub-contracting	500,000	500,000	500,000	1,500,000
	74100		Profession Services	11,000	11,000	11,000	33,000
			<b>Pillar 4 Sub-total</b>	<b>551,000</b>	<b>551,000</b>	<b>551,000</b>	<b>1,653,000</b>
<b>PMU</b>			Programme Manager	24,000	24,000	24,000	72,000

<sup>7</sup> US\$ 579,000 will be UNICEF budget for output 3

Output		Fund	Account Code	Budget Description	Year 1	Year 2	Year 3	Total
	71400			Research Specialist	13,200	13,200	13,200	39,600
	71400			Communication and Outreach Specialist	13,200	13,200	13,200	39,600
	71400			Monitoring and Evaluation Officer	13,200	13,200	13,200	39,600
	71400			Admin and Finance Officer	10,800	10,800	10,800	32,400
	71400			Finance Assistant	9,000	9,000	9,000	27,000
	72100			Sub-contracting	66,000	66,000	66,000	198,000
	72200			Equipment, Furniture	30,000	50,000		80,000
	74200			Printing	12,000	12,000	15,000	39,000
	74200			Audio/ Visual	5,000	10,000	10,000	25,000
	74500			Misc.	5,000	5,000	5,000	15,000
	71600			Duty Travel	12,000	12,000	12,000	36,000
	74500			Misc / Sundries *	11,800	11,800	11,800	35,400
				<b>PMU Sub-total</b>	<b>275,200</b>	<b>250,200</b>	<b>203,200</b>	<b>678,600</b>
				<b>Grand Total</b>	<b>1,914,200</b>	<b>2,254,200</b>	<b>2,292,200</b>	<b>6,460,600</b>

## V. MANAGEMENT ARRANGEMENTS

The programme will be executed through UN Agency execution and the National Implementation Modality (NIM). The project recruitment process will be made as per the provisions of PCOM, applicable for NIM projects. The management arrangements of the programme are structured to enable autonomous implementation of programme outputs, with coordinated reporting. A number of potential implementing partners have been identified to roll-out the programme pillars.

Access to Justice: PMU/ UNOPS /UNICEF

Property Rights: To be identified

Labour Rights: ILO

Right to do Business: SMEDA

### **Programme Roll-out:**

The programme will adopt a phased approach to implementation. The development of Output 3 under Access to Justice and Output 5 under Property Rights pillar will be coordinated by the PMU subject to availability of resources<sup>8</sup> and consultations with relevant provincial government departments and public sector training institutions at the provincial level, to identify suitable government partners. These may include but are not limited to the Rural Academies, Services and General Administration department, and Management and Professional Development Department (MPDD). The new projects will be presented to the project appraisal committee and upon approval form part of the Pro-GOLE programme. The setting up of the PMU, Outputs 1 and 2 under Pillar 1, Access to Justice, and Outputs 8 and 9 under Pillar 4, Right to do Business will go in for immediate implementation. EAD, UNDP and the implementing partner will remain engaged for the finalization of other pillars.<sup>9</sup> A detailed indicative Results and Resources Framework has been developed for the Right to do Business Pillar in conjunction with SMEDA and is attached as Annex 7<sup>10</sup>. SMEDA will be responsible for the work planning and delivery of outputs(11 and 12) under Pillar 4, Right to do Business. UNOPS will be responsible for the work planning and implementation of outputs (1& 2) under Pillar 1, Access to Justice .

UNICEF (Output 4) and ILO (Output 6 and 7) are responsible for further development of their respective outputs and implementation. UN agencies will share work planning and reporting with the PMU which is responsible to consolidate the overall workplan and reporting for the programme.

**Pro-GOLE Review Board:** A Pro-GOLE Review Board (PRB) will be set up to provide overall direction and strategic guidance to the programme. The PRB will be responsible for making by consensus, management decisions for the programme and holding periodic reviews. The PRB will be co-chaired by UNDP and EAD.. EAD is, also, a signatory to the programme document being the UNDP counterpart government agency. The other members will include will be representatives of potential partners, such as UNOPS, UNICEF, ILO and SMEDA and will be responsible for delivery of their respective outputs. PRB will meet

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<sup>8</sup> Activities for Output 3 and Output 5 have not been reflected in the budget as their development is subject to mobilization of resources and subsequent project scoping and formulation. Thus the total budget of the project might be enhanced after development of these outputs. Capacity assessment as per the UNDP Results Based Management will be conducted for potential partner institutions.

<sup>9</sup> Activities for Output 3 (pillar1) will be presented to the Project Review Board and Output 5 (pillar 2) will be presented to the project appraisal committee for approval

<sup>10</sup> An AWP format for the framework is also attached as Annex 7A to operationalize Pillar 4.



annually to monitor progress and approve the Annual Work Plan (AWP), for operational outputs. Additional members may be co-opted through consensus. .

The PRB will be convened at the beginning of each year to approve the annual work plan and review progress of the preceding year. Additional meetings of the PRB could be convened, if required.

**Programme Management Unit:** The PMU will have three core functions:

1. Implementation of outputs under the Access to Justice pillar, including the establishment and execution of the Small Grants Facility<sup>11</sup>. Execute the cross-cutting research and policy engagement component of the programme.
2. Decentralized management of each of the programme pillars. It will be responsible for results based management and reporting of the Programme. It will provide a clearing house mechanism for information, communication, monitoring and evaluation, and policy and action research. The PMU will coordinate with the implementing partners and consolidate the Annual Work Plan, budget and subsequent reporting and submit to the PRB for approval.
3. The PMU will serve as the secretariat to the PRB and as such the convenor of the relevant stakeholders.

The Programme Management Unit<sup>12</sup> (PMU) will be headed by the Programme Manager (PM). The PM will be responsible for day-to-day management, monitoring and review of project activities; coordination with implementing partners and different stakeholders and; decision making and will be accountable to the PRB.

The PM will be assisted by an Admin and Finance Officer and Finance Assistant, The technical team will include a Research Specialist, and a Communication and Outreach Specialist.

Each implementing partner will designate/appoint Project Director and/or Programme Manager to manage the activities of the designated component and to coordinate with PMU in work planning, monitoring and reporting

**Project Assurance:** Project Assurance will be the responsibility of UNDP Pakistan. The task of assurance, includes following up on management actions, keeping track of progress benchmarks, visiting project sites to contact beneficiaries, interpreting progress and technical reports, processing budget revisions, and making arrangements for evaluation and audit.

#### **Financial arrangements:**

The PMU will have a separate budget. The PMU will be executed by UNOPS who will be responsible for the required financial management and reporting on the PMU.

UNDP Country Office will advance funds directly to the PMU and the implementing partners (other than UNICEF and ILO) based on quarterly work plans. Cost of the projects implemented by the One UN agencies<sup>13</sup> i.e. ILO and UNICEF will not be charged on this project budget and would be financially independent while being managed within the Pro-GOLE programme.

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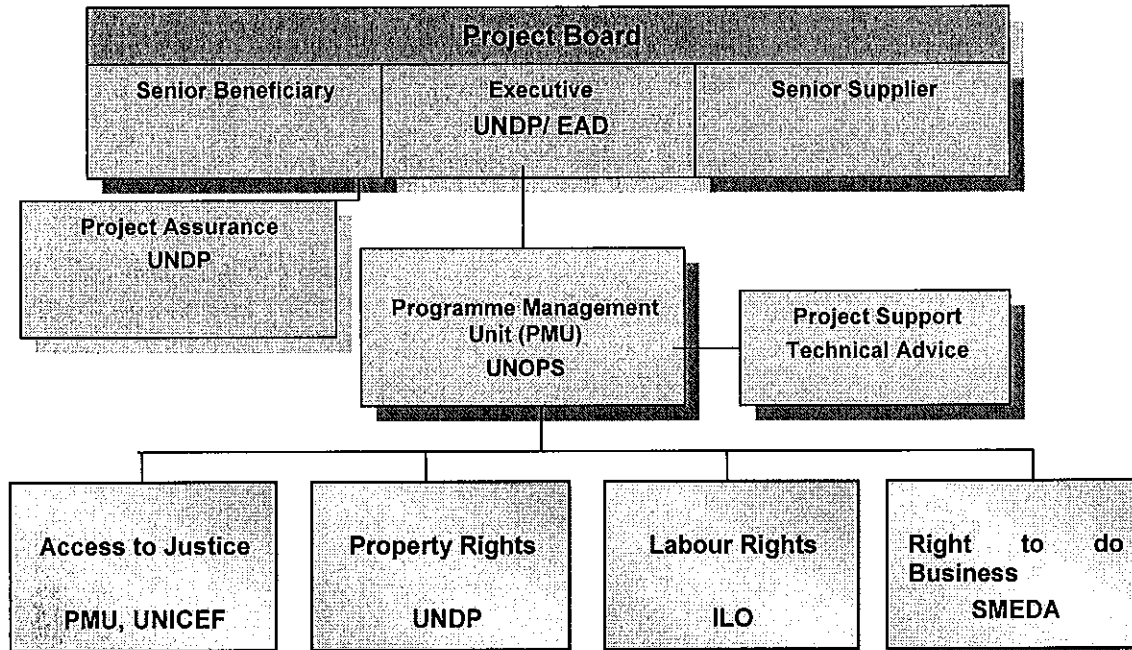
<sup>11</sup> GJP has established a fund to support promising initiatives from the Government and Civil Society Organizations (CSOs) to combat the prevalence of violence, abuse, discrimination and social exclusion against women. LEP should learn from the lessons thus far on management of the fund and ensuring maximum outreach of fund activities in light of the envisaged Small Grants Facility.

<sup>12</sup> To be set up by UNOPS.

<sup>13</sup> Please, also, see section III , annex 6.

The consolidation of Pro-GOLE's expenditure reports will be carried out by the PMU and presented to the PRB.

Where applicable, UNDP Country Office will be responsible for managing and reporting on cost-sharing agreements.



## VI. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

### Within the annual cycle

- The programme manager will prepare quarterly reports for the PRB, accompanied by quarterly financial reports. The quarterly progress report will consist of a brief summary of progress in relation to the work plan and an update on the financial situation. This summary will also be used for feedback to the SC for making decisions and introducing corrective actions.
- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan, including field visits, shall be activated in Atlas and updated to track key management actions/events.

### Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Programme Manager and shared with the PRB.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

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## VII. LEGAL CONTEXT

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together the instrument envisaged in the Supplemental Provisions to the Project Document, attached hereto.

Consistent with the above Supplemental Provisions, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

## Risk Analysis

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Status
	Enter a brief description of the risk	When was the risk first identified	Environmental, Financial, Operational, Organizational, Political, Regulatory, Strategic, Other	Describe the potential effect on the project if this risk were to occur	What actions have been taken/will be taken to counter this risk	Who has been appointed to keep an eye on this risk	e.g. dead, reducing, increasing, no change
	No single implementing partner with a mandate for Legal Empowerment		Strategic	P=5 I=2	A Programme design adopted instead of a single ministry focus project to enable multiple implementing partners, each one best suited and able to deliver the outputs and activities	Programme Officer	
	Absence of a single credible organization to implement the research and policy agenda envisaged in the project		Operational	P=4 I=1	The research is to be managed by the PMU that will also provide a clearinghouse mechanism for research and programme knowledge products. A research consortium will be established to guide and implement the research activities.	Programme Officer	
	Lack of political support for Legal Empowerment		Strategic	P=3 I=3	In the integrated LEP model, the different stakeholders will come together as a more effective voice for LEP rather than isolated efforts on advocacy.		

## 2.1 TERMS OF REFERENCE

**Post Title:** Programme Manager

**Project Title:** Supporting Pro-Poor Governance for Legal Empowerment of the Poor

**Duty Station:** Islamabad

**Salary band:** SC-9

### **Background**

Supporting Pro-Poor Governance for Legal Empowerment of the Poor project seeks to enhance legal awareness of poor men and women from disadvantaged groups. The awareness of legal rights and entitlements will be augmented with the capacity to assert and/or demand these rights from due sources. The second objective of the programme is to strengthen such mechanisms of the support for disadvantaged groups. The third objective of research and policy engagement is envisaged to bridge the gap between policy and implementation and challenges on ground. Through action research, baselines studies and policy dialogue, lessons will be drawn from pilot legal empowerment initiatives to inform and engage state and policy level stakeholders.

### **Duties and Responsibilities**

Under the overall direction of the Project Review Board (PRB) and reporting to the National Project Director (NPD) and UNOPS Portfolio Manager APO, the Programme Manager (PM) would be responsible for the following tasks.

- Manage assistance to the project administratively, financially, logistically, professionally and technically according to standard PCOM regulations;
- Prepare AWP, seek PRB approval, manage implementation of AWP and prepare required reports for submission to PRB and UNDP;
- Coordinate and consolidate project work plans and progress reports from all implementing partners
- Engage and network with stakeholders and partners to produce project outputs in a participatory manner;
- Keep track and maintain accounts of the project funds in line with the relevant guidelines of UNDP /PCOM;
- Prepare and submit regular periodic reports regarding progress of implementation to UNDP and NPD;
- Hiring and coordinating with consultants. In this regards prepare detailed Terms of Reference for recruiting consultants as well as develop Request for Proposals for professional and contractual services;
- Organize PRB meetings and prepare required documentation for the PRB.
- Assign responsibilities and deliverables to project staff in consultation with NPD and monitor progress to ensure timely submission of project deliverables.

### **Qualifications**

The candidate should possess a Masters degree in Management, Social Sciences, University degree in Law, with over 7-10 years of relevant project management and implementation experience. Demonstrated experience in applying Results Based Management tools in managing complex donor funded projects or the projects under the National/Provincial Governments/legal system would be essential.

The candidate should have strong negotiation, communication and writing skills.

## 2.2 TERMS OF REFERENCE

**Post Title:** Admin & Finance Officer

**Project Title:** Supporting Pro-Poor Governance for Legal Empowerment of the Poor

**Duty Station:** Islamabad

**Salary band:** SC-7

### **Background**

Supporting Pro-Poor Governance for Legal Empowerment of the Poor project seeks to enhance legal awareness of poor men and women from disadvantaged groups. The awareness of legal rights and entitlements will be augmented with the capacity to assert and/or demand these rights from due sources. The second objective of the programme is to strengthen such mechanisms of the support for disadvantaged groups. The third objective of research and policy engagement is envisaged to bridge the gap between policy and implementation and challenges on ground. Through action research, baselines studies and policy dialogue, lessons will be drawn from pilot legal empowerment initiatives to inform and engage state and policy level stakeholders.

### **Duties and Responsibilities**

Under the overall direction of Programme Manager, the Admin & Finance Officer would be responsible for the following tasks.

- Assist the National Project Manager in preparation of work plans, budgets and financial plans.
- Develop and process requests for advances to the UNDP-Country Office and ensure settlement of all advances in accordance with PCOM and UNDP procedures and guidelines;
- Manage utilization of quarterly advances in accordance with quarterly workplans in collaboration with NPM and keep track of all project funds received, disbursements, financial obligation and advances;
- Resolve issues pertaining to payment of taxes and duties on project procurements, shipments and transactions and initiate follow-up with agencies concerned;
- Prepare and maintain ledger for monitoring financial commitments, monthly financial statements, non expendable property ledger;
- Process financial claims/impress account and facilitate approval through ensuring appropriate documentation and record keeping in line with UNDP rules.
- Prepare Cash Payment Vouchers, Bank Payment Vouchers, and Journal Vouchers together with complete supporting documentation in support to every financial transaction.
- Prepare and maintain financial disbursement ledger for monitoring and controlling of expenditures in line with the financial management procedures.
- Maintain and update all ledgers, project account and petty cash accounts in accordance with UNDP financial rules.
- Provide support services to all other staff members in financial matters.
- Prepare financial reports along with all relevant documents on regular basis for submission project management for payment/ settlement.
- Prepare payment requests/ travel claims and ensure that all supporting documentations are attached before submission to National Project Manager/National Project Director for signatures.

- Act as focal person for project's audit for the UNDP and GoP fund and facilitate auditors during annual/quarterly project audit.
- Keep track of all advances released for local expenditure and complete necessary documentation for settlement of such advances.
- Coordinate administrative and logistical arrangements for meetings, workshops and conferences; Prepare different correspondences on the above matters and ensure follow up system;
- Responsible for the Project Record Management, Supervise the work of support staff; and manage vehicle, sign the vehicle log book on daily basis.
- To perform any other duties as required by the NPD and National Project Manager for achieving the above objectives.

#### **Qualification & skills**

The candidate should possess a Masters degree preferable in Management Sciences (MBA - Finance, M.Com, CA, Statistics), with minimum seven to ten years of experience in financial management of GoP/NGOs or development assistance work. Knowledge of computers, including basic hardware maintenance and use of recent accounting software. Expertise in project formulation and implementation will be an added advantage.

The candidate should have strong interpersonal skills and excellent command of English language.

## 2.3 TERMS OF REFERENCE

**Post Title:** Finance Assistant

**Project Title:** Supporting Pro-Poor Governance for Legal Empowerment of the Poor

**Duty Station:** Islamabad

**Salary band:** SC-5

### **Background**

Supporting Pro-Poor Governance for Legal Empowerment of the Poor project seeks to enhance legal awareness of poor men and women from disadvantaged groups. The awareness of legal rights and entitlements will be augmented with the capacity to assert and/or demand these rights from due sources. The second objective of the programme is to strengthen such mechanisms of the support for disadvantaged groups. The third objective of research and policy engagement is envisaged to bridge the gap between policy and implementation and challenges on ground. Through action research, baselines studies and policy dialogue, lessons will be drawn from pilot legal empowerment initiatives to inform and engage state and policy level stakeholders.

### **Duties and Responsibilities**

- Ensure the implementation of UNDP Financial and Admin related policies in the Project.  
Prepare and maintain quarterly advances and financial reports and keep a track of all funds released by the Project Implementation Unit (PIU).
- Prepare necessary documentation for quarterly advances and their settlement in line with the UNDP standard financial procedures.
- Maintain ledger of financial commitments and advances, ensure settlement of advances in accordance with agreed contract.
- Prepare payments requests/travel claims with the supporting documentation and liaison with UNDP for payment follow-ups; Handle all financial matters of the meetings, workshops and seminars organized under the project;
- Maintain project petty expenses and ensure entries in petty cash register, maintain general ledger to keep record of project accounts.
- Provide support to the PMU to prepare tender documents, disseminate, prepare bids tabulation and ensure quality and quantity of goods before delivery; receive and check invoices from the suppliers and initiate payment requests.
- Assist in inventory management of both expendable and non-expendable project items. Also responsible for the project file management i.e. to maintain an accessible filing system in the project.
- Prepare Cash Payment Vouchers, Bank Payment Vouchers, and Journal Vouchers together with complete supporting documentation in support to every financial transaction.
- Act as focal person for yearly project audit.
- Perform any other related duty as and when required.

### **Qualification & skills**



The candidate should possess a Masters degree preferable in Management Sciences (MBA - Finance, M.Com, CA, Statistics), with minimum 3 to 5 years of experience in financial management of GoP/NGOs or development assistance work. Knowledge of computers, including basic hardware maintenance and use of recent accounting software. Expertise in project formulation and implementation will be an added advantage.

## 2.4 TERMS OF REFERENCE

**Post Title:** Research Specialist

**Project Title:** Supporting Pro-Poor Governance for Legal Empowerment of the Poor

**Duty Station:** Islamabad

**Salary band:** SC-8

### **Background**

Supporting Pro-Poor Governance for Legal Empowerment of the Poor project seeks to enhance legal awareness of poor men and women from disadvantaged groups. The awareness of legal rights and entitlements will be augmented with the capacity to assert and/or demand these rights from due sources. The second objective of the programme is to strengthen such mechanisms of the support for disadvantaged groups. The third objective of research and policy engagement is envisaged to bridge the gap between policy and implementation and challenges on ground. Through action research, baselines studies and policy dialogue, lessons will be drawn from pilot legal empowerment initiatives to inform and engage state and policy level stakeholders.

### **Duties and Responsibilities**

Under the overall direction of Programme Manager, the Research Specialist would be responsible for the following tasks:

- Identify pressing issues for action research for legal empowerment
- Develop concept papers for baseline studies for thematic areas of legal empowerment
- Draft background policy papers for thematic areas for legal empowerment
- Identify, assess and coordinate with relevant partners such as research and academic institutions
- Consolidate baselines studies, action research, project case studies for policy dialogue
- Design and conduct research assignments on key legal empowerment issues pertaining to on-going project interventions and in particular reference to community mobilization and community organization at the grass root level for legal empowerment.
- Undertake systematic and organized research on project issues, on a regular basis as prioritized in the work plan of the project and study reports;
- Any other tasks assigned by the NPM.

### **Qualifications**

The candidate should possess a Masters Degree preferably in Economics, Political Science, University degree in Law or related. 5-7 years of relevant experience in research related assignments. The candidate should have strong analytical, negotiation, communication and writing skills. Ability to use research and analytical tools and software would be essential.

## 2.5 TERMS OF REFERENCE

**Post Title:** Communication and Outreach Specialist

**Project Title:** Supporting Pro-Poor Governance for Legal Empowerment of the Poor

**Duty Station:** Islamabad

**Salary band:** SC-8

### **Background**

Supporting Pro-Poor Governance for Legal Empowerment of the Poor project seeks to enhance legal awareness of poor men and women from disadvantaged groups. The awareness of legal rights and entitlements will be augmented with the capacity to assert and/or demand these rights from due sources. The second objective of the programme is to strengthen such mechanisms of the support for disadvantaged groups. The third objective of research and policy engagement is envisaged to bridge the gap between policy and implementation and challenges on ground. Through action research, baselines studies and policy dialogue, lessons will be drawn from pilot legal empowerment initiatives to inform and engage state and policy level stakeholders.

### **Duties and Responsibilities**

- Develop a communication and outreach strategy for legal empowerment for the implementing partner
- Liaise with partners for the Small Grants Facility to ensure project outreach at the local level
- In consultation with the NPM, organize round tables and stakeholder dialogues on relevant legal empowerment issues and for dissemination of project research and case studies.
- Recommend and oversee the development and implementation of efficient internal communication protocols, acting as focal person for project communications
- Manage the Project's media related activities, including but not limited to organizing meetings with media representatives, editors, senior columnists, owners of media channels/newspapers and with other stakeholder in line with the legal empowerment communications strategy
- To organize media events such as: press conferences, interviews of key Project staff and stakeholders on public & private channels of TV & radio, newspapers, magazines, and journals, etc.
- Supervise the development of publications – hardcopy, multimedia and/ or web-based, and provide quality control in line with the Project's corporate identity standards
- Ensure that regular publications (case studies, research reports/ papers, Project updates, occasional papers, newsletters, etc.) are printed, and updated (in case of website) in a timely and consistent manner
- To review the Project's website(s) on a regular basis and provide content development support and ensure web-site promotion on regular basis
- To work in close coordination with Partners in determining information requirement and needs/ rights for access. In addition, provide support to the PMUs in establishing effective knowledge management mechanisms

- To maintain regular liaison with all Partner organization in order to identify communication needs; provide necessary support accordingly
- Assist in the documentation of project case studies, lessons learnt, advocacy campaigns and project reporting
- Perform any other duties as required by the Project and National Project Manager (NPM) for achieving above objectives.

**Qualifications**

Masters degree preferably in Mass Communications, Journalism or social sciences from a recognized university. At least 5-7 years of relevant experience; experience with the UN or other international organizations would be preferred.

Excellent report writing and communications skills in English & Urdu  
Ability to work in a complex and multi-stakeholders environment  
Proven skill in use of appropriate software's (visual basic, In-page, MS Office, etc.) a must  
and

Knowledge of local cultures & languages & UN system will be an asset.

## 2.6 TERMS OF REFERENCE

**Post Title:** Monitoring and Evaluation Officer

**Project Title:** Supporting Pro-Poor Governance for Legal Empowerment of the Poor

**Duty Station:** Islamabad

**Salary band:** SC-8

### **Background**

Supporting Pro-Poor Governance for Legal Empowerment of the Poor project seeks to enhance legal awareness of poor men and women from disadvantaged groups. The awareness of legal rights and entitlements will be augmented with the capacity to assert and/or demand these rights from due sources. The second objective of the programme is to strengthen such mechanisms of the support for disadvantaged groups. The third objective of research and policy engagement is envisaged to bridge the gap between policy and implementation and challenges on ground. Through action research, baselines studies and policy dialogue, lessons will be drawn from pilot legal empowerment initiatives to inform and engage state and policy level stakeholders.

### **Duties and Responsibilities**

The M& E officer, in coordination with the project manager, will be responsible for the following:

- Help devise the project logframe matrix, in the areas of the objective hierarchy, indicators and monitoring mechanisms.
- Help develop the Annual workplan baseline.
- Develop the overall framework for project M&E, for example, annual project reviews, participatory impact assessments, process monitoring, operations monitoring and lessons-learned workshops.
- Guide the process for identifying and designing the key indicators for each component, to record and report physical progress against the AWPB. Also the process for designing the format of such progress reports.
- Guide the process for identifying the key performance questions and parameters for monitoring project performance and comparing it to targets. Design the format for such performance reports.
- Understand and follow the UNDP Monitoring and Evaluation Guidelines.
- Clarify the core information needs of central project management, the steering committee (or similar body), funding agencies and the cooperating institution.
- With stakeholders, set out the framework and procedures for the evaluation of project activities.
- Based on the AWPB and in particular the programme budgets, design the framework for the physical and process monitoring of project activities.
- Guide staff and implementing partners in preparing their progress reports. Together, analyse these reports in terms of problems and actions needed. Prepare consolidated progress reports for project management to submit to the relevant bodies, in accordance with approved reporting formats and timing.
- Review monitoring reports, analyse them for impact evaluation and to identify the causes of potential bottlenecks in project implementation.

**Qualification & skills**

The candidate should have at least 5-7 years of experience in formulating, managing, monitoring and evaluating development projects. Should have expert knowledge of the development landscape, government systems and sound understanding of administrative justice issues; Excellent report writing skills and computer skills for data analysis; and ability to work in a complex and multi-stakeholders environment. A minimum of a Master's degree in Social Sciences or related discipline from a University recognized by HEC.

## 2.7 TERMS OF REFERENCE

**Post Title:** Provincial Coordinator<sup>14</sup>

**Project Title:** Supporting Pro-Poor Governance for Legal Empowerment of the Poor

**Duty Station:** Islamabad

**Salary band:** SC-8

### **Background**

Supporting Pro-Poor Governance for Legal Empowerment of the Poor project seeks to enhance legal awareness of poor men and women from disadvantaged groups. The awareness of legal rights and entitlements will be augmented with the capacity to assert and/or demand these rights from due sources. The second objective of the programme is to strengthen such mechanisms of the support for disadvantaged groups. The third objective of research and policy engagement is envisaged to bridge the gap between policy and implementation and challenges on ground. Through action research, baselines studies and policy dialogue, lessons will be drawn from pilot legal empowerment initiatives to inform and engage state and policy level stakeholders.

### **Duties and Responsibilities**

The tasks and responsibilities of the Provincial Project Manager would include:

#### **Coordination:**

- Provide strategic coordination support to all partners through information provision, convening of thematic coordination forums, meetings or orientation sessions as appropriate.
- In partnership with the Project Management Unit (PMU) facilitate coordination at subnational levels for optimal exchange of best practices, synergies and minimization of overlap.
- Identify areas for building synergies between partners, highlight duplication of effort, while actively building productive relations with all stakeholders and partners like EAD, Provincial Governments and donors.
- Harmonize project interventions with those of other Donors/International Development Organizations in pursuit of effective and efficient implementation. Identify areas for cooperation to generate increased recognition of UNDP gender equality initiatives in Pakistan.
- To regularly coordinate with the District Governments and Union Administrations in the pilot districts for ensuring smooth functioning of project activities

#### **Implementation:**

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<sup>14</sup> To be hired on a need basis as Output 3 and 5 become operational.

- Support the PMU in the implementation of the project at the ground.
- Prepare annual work-plans and budgets.
- Provide substantive inputs to the project, particularly to its implementation with provincial partners and development.
- Ensure all project activities are carried out in a timely manner and ensure timely submission of project reports.
- To regularly provide periodic reports to the NPM on project progress and other related issues

Resource Mobilization:

- To assist in the mobilization of external resource pools for project partners and prepare agreements in line with resource pool requirements

**Qualification & skills**

The Project Coordinator will have an expert knowledge of the development landscape, government systems and sound understanding of governance issues. Demonstrable experience in program development, management and coordination. Masters Degree in Public Administration, Business Administration, relevant Social Sciences, University degree in law. Possess at least 5-7 years work experience of project development & management, preferably with the UN or international development organizations. Excellent written, computer and interpersonal communication skills. Experience of working with NGOs and Government is an added advantage.



## INSTITUTIONAL MAPPING

Potential Partners	Relevance of Mandate	Scope
<b>GOVERNMENT</b>		
<b>Ministry of Law and Justice</b>	Drafting laws and statutes, administrative justice,	National
<b>Law and Justice Commission of Pakistan</b>	Review of statutes and laws, Codification of laws, Simplification of Laws for easy comprehension, Preparing and operating schemes for access to justice, legal aid and protection of human rights. Custodian of the National Judicial Policy, and Access to Justice Development Fund	National
<b>Ministry of Women Development</b>	Policies and programmes for the welfare of women and protection of their rights. Establishment of women centers (shelters).	National
<b>Ministry of Social Welfare</b>	The Social Protection Strategy to Reach the Poor and Vulnerable (2007) puts the Ministry of Social Welfare in the lead to implement and monitor the strategy. The Ministry is mandated to provide an enabling environment and tangible opportunities, through policies, programs and projects that would contribute in poverty alleviation and promotion of social progress and social justice in the country through addressing the needs of downtrodden, marginalized and vulnerable segments of the society.	National
<b>Federal Judicial Academy</b>	Organize conferences, seminars, workshops and symposia for improvement of the judicial system and quality of judicial work; Conducting research and publishing journals, memoirs, research papers and reports.	National
<b>Free Legal Aid Programme, Punjab Bar Council</b>	Ensuring the dispensation of justice for the needy and helpless persons at grass-roots level through free legal aid in the shape of legal services and other expenditures through the Punjab Bar Council for the poor, destitute, orphans, widows and the needy. Panel of lawyers maintained at the District and Tehsil level.	Provincial
<b>Islamabad Katchi Abadis Cell, Planning, Land and Rehabilitation</b>	Maintains a list of Katchi Abadis in Islamabad. Responsible for relocation and compensation of slum dwellers.	Federal

<b>Directorate, CDA</b>			
<b>Wafaqi Mohtasib (Federal Ombudsman)</b>	<b>Secretariat</b>	Set up the Chid Complaint Offices under this office.	Federal
<b>Provincial Ombudsman's Office(s)</b>		Set up the Chid Complaint Offices under this office.	Provincial
<b>Professional Associations</b>	<b>Organizations/</b>		
<b>Small and Medium Enterprise Development Authority (SMEDA)</b>	<b>Dispute Resolution (KCDR), IFC</b>	Legal Services facilitates SMEs by providing expert advice and opinion with the assistance of a network of lawyers in addition to raising awareness of legal rights and creating understanding through training courses, seminars etc. Created a city/ region wise Legal Service Providers (LSP) Network. Capacity development of trade associations in legal issues.	National
<b>Karachi Center for Dispute Resolution (KCDR), IFC</b>	<b>Dispute Resolution (KCDR), IFC</b>	Alternative Dispute Resolution (ADR) promotion and facilitation for businesses through collaboration with IFC	Provincial
<b>National Industrial Relations Commission (NIRC)</b>	<b>Relations Commission (NIRC)</b>	Responsible for trade union registration, Union members rights, elections, other issues, appointment of collective bargaining agent (CBA). Addressing complaints of unfair labour practices, rights of workmen as trade union members.	National
<b>NGOs/ CSOs</b>			
<b>Rural Support Programme Network (RSPN)</b>	<b>Programme Network (RSPN)</b>	Works at the community level by organizing citizens in Community Organizations (CO). Advanced COs are then clustered into Local Support Organizations (LSOs) that are often a legal entity of their own and represent the CO members. CO often serves as a platform for dispute resolution, driven by local activists with adequate representation, especially of the poor and women raising relevant social and legal issues for advocacy, awareness and grievance redressal.	National
<b>Consumer Rights Commission of Pakistan (CRCP)</b>	<b>Commission of Pakistan (CRCP)</b>	Advocacy/ public campaigns for freedom of information and transparency, Translation and simplification of laws, Formation of consumer groups, Influence of business processes on poor	National

<p><b>Strengthening Organization (SPO)</b></p> <p><b>Participatory</b></p>	<p>consumers</p> <p>Works directly with community based organizations (CBOs) for Peace and Social Harmony, Health and Education sectors.</p>	<p>National</p>
<p><b>Lawyers for Human Rights and Legal Aid (LHRLA)</b></p>	<p>Provide direct legal aid by approaching law enforcement agencies, the D.I.G. police, the Home Secretary, the provincial governor and other highly placed officials with reports, petitions and statistics.</p>	<p>Provincial</p>
<p><b>Shirkat Gah</b></p>	<p>Legal literacy campaigns, free legal aid services, training of paralegals, focus on women and family matters, violence against women and criminal justice. Research conducted for informal economy focus on street vendors, waste pickers and homebased workers.</p>	<p>National</p>
<p><b>Human Rights Commission of Pakistan (HRCP)</b></p>	<p>Awareness and assertion of legal rights, translation of norms/ rights in Urdu, advocacy for protection of basic human rights for men and women.</p>	
<p><b>RESEARCH</b></p>		
<p><b>Entrepreneurship &amp; Small and Medium Enterprise Center (ESMEC), LUMS</b></p>	<p>Scientific study on Pulse of SMEs published in 2007. Plans to publish subsequently constrained by financial resources. Trainings conducted for enterprise development.</p>	
<p><b>Social Enterprise Development Center (SEDC), LUMS</b></p>	<p>Capacity development of NGOs through research and leadership development. Focus has been on governance, health and education. Can call on the LUMS faculty for research.</p>	
<p><b>Beaconhouse National University (BNU)</b></p>	<p>Institute of Public Policy (IPP) established within the School of Social Sciences focusing on applied economic, social and strategic research. Interest to establish a consortium of universities.</p>	
<p><b>Sustainable Development Policy Institute (SDPI)</b></p>	<p>Established institute for Research, Policy, Advocacy and Capacity development. Sectoral focus includes governance, access to justice, women's rights etc.</p>	

## METHODOLOGY

Without support from the poor's base organizations, there is little chance of realizing the LEP agenda. Identification and engagement with the vulnerable and poor's base organizations is critical for building a bottom-up and pro-poor agenda for legal empowerment.

### *Empowerment Checks*

The programme proposes a diagnosis of the constraints and competencies of select community interest groups/ base organization for legal empowerment. Focus Group Discussions will be conducted with selected community interest groups to understand their constraints and concerns. The analysis of the findings of the Focus Group Discussions will be accomplished through an adaptation of the "**Empowerment Checks**" provided in the Claiming the MDG's toolkit. Empowerment Checks looks at the capacity of the most vulnerable groups amongst claim holders, namely their capacity to:

- **Seek, access and obtain information:** Do poor and vulnerable groups know that they are supposed to claim their entitlements?
- **Organize and participate in public life and in the development process:** Do poor and vulnerable groups know how to claim their entitlements, and how to advocate and mobilize for those?
- **Advocate for policy change:** Are there specific channels of participation available for the most marginalized groups?
- **Seek, claim and obtain redress:** Do poor and vulnerable groups have the ability to affect decision-making processes to their advantage?

Empowerment check provides an assessment of two types of mechanisms: "voice mechanisms" and "accountability mechanisms".

#### **"Voice mechanisms":**

Voice mechanisms refer to mechanisms beyond formal political participation in elections and formal representation. In fact, these are the opportunities for structured dialogue with intermediary organizations representing aggregated interest of groups, such as workers' associations, political parties, women's organizations, etc. Illustrative 'empowerment check' questions on voice mechanisms are clustered around three key aspects of the 'voice mechanism':

1. Whose voice is sought and heard?
2. When and where can one express his/ her voice?
3. Exercising one's voice... 'for what' purpose?

#### **"Accountability mechanisms":**

Accountability mechanisms traditionally focus on the supply side of accountability, namely provision of formal accountability institutions and redress mechanisms (such as courts, ombudsmen, parliaments, political parties etc.) The accountability mechanisms under the Empowerment Check are those that allow citizens to detect and penalize deviation from public mandate. For it to be effective, citizens need to know what the duty bearers propose, what they are doing and what they deliver. Empowerment checks related to accountability mechanisms will therefore have a strong focus on transparency and access to information. Illustrative 'empowerment check' questions clustered around two key aspects of "accountability mechanisms" which assess, respectively, mechanisms fostering transparency and access to information and mechanisms enabling duty bearers responsiveness to claim holders.

4. Accountability... 'about what?'
5. Accountability... 'upheld how?'

The Empowerment Check will offer an insight into whether concrete channels are in place for citizens to express their voice, influence decisions and obtain satisfactory information and/ or remedy for their grievance.

Empowerment Checks will be conducted for the following indicative community interest/ vulnerable groups as a baseline: Street Vendors, Small businesses/ traders' unions, Urban Slum Dwellers, Home based skilled workers, Domestic workers, Landless Peasants, Bonded Labourers, Child Labourers, Informal/ Casual Workers. Before completion of the project empowerment checks will be conducted again to evaluate the results of the targeted interventions.

### **SMALL GRANTS FACILITY**

A Small Grants Facility is proposed for advancing legal empowerment of the poor and socially disadvantaged groups, and enhance their ability to demand for and access their rights and interests. A Small Grants Facility will offer the flexibility and the ability to respond to changing challenges and opportunities, and identifying priority areas for legal empowerment in the Pakistan context. The Facility will emphasize innovation, participation, partnerships, accountability, learning, and effectiveness. The Small Grants Facility will particularly operationalize output 1 and 2 of the programme document, under the Access to Justice pillar.

Though individual grants will vary, Pro-Gole will take a four tiered approach:

- Raise legal awareness and available assistance at the village/community level.
- Support innovative partnerships and models for legal empowerment facilitated and supported
- Develop capacity of local government representatives, traditional community leaders, media to address access to justice issues at local level
- Improve access to registration rights, entitlements and opportunities

The Facility will be open to local CSOs and CBOs and will be open for funding innovative proposals in the following thematic areas:

1. Access to Justice
  - Identity registration, awareness and incentives
  - Legal literacy campaigns
  - Development of Legal aid, para-legal resources
  - Information, dissemination about legal service providers
  - Dissemination of simplified laws
2. Rights to Assets/ Land
  - Women and inheritance/ property rights
  - Land titling and registration
  - Land rights of slum dwellers
3. Informal and Formal Labour Rights
  - Promotion of workers' associations
  - Extending labour rights to the informal sector

## One UN and Legal Empowerment of the Poor (LEP) Concept Note

### I. One UN Framework and LEP

Legal Empowerment of the Poor (LEP) offers a strategic area for intervention for the UN system, especially in light of the One UN reform. The one UN provides an excellent opportunity for bringing together system wide strengths. Five Thematic Working Groups (TWGs) have been set up and tasked with defining outcomes and relevant outputs for each area: Agriculture, Rural Development & Poverty Reduction, Health and Population, Education, Environment, and Disaster Management.

Programming for LEP offers an important opportunity to pilot and learn from the experience of aligning programming/ activities within the One UN roll out phase. Opportunities for LEP exist across all the TWGs exist, while the best "fit" seems to be under Agriculture, Rural Development & Poverty Reduction.

Within the *UN architecture, the proposed LEP interventions* are located within two of the Thematic Working Groups (TWG), namely the Agriculture, Rural Development and Poverty (ARP) and Environment.

#### **TWG: Agriculture, Rural Development and Poverty**

**Joint Programme Outcome 3.1:** Enhanced participation in decision making of poor and vulnerable

##### **Outputs**

- Access to legal empowerment and opportunities promoted for the poor and vulnerable. (UNDP-FAO-UNIFEM-UNFPA-UNICEF)
- Increased accountability of service providers (duty bearers) to communities (rights holders) (UNICEF-UNDP-UNFPA)
- Community engagement mechanisms established with enhanced decision-making. (UNFPA-UNDP-ILO)

#### **TWG: Environment**

**Joint Programme Outcome:** Urban actors having a better understanding of critical urban issues affecting slum dwellers and urban poor in cities including urban issues relating to climate change (as a contribution to achieving MDG7D)

##### **Outputs**

- Baseline data (Pakistan State of the Cities Report and Urban Profiles) on critical urban issues including issues relating to climate change.
- Mechanisms in place, in selected cities, for participatory urban environment planning and management
- Building on on-going good practices, demonstration activities implemented and documented, in selected cities, addressing key urban issues affecting slum dwellers and urban poor.

### II. Potential Partner UN Agencies

Collaboration may be sought with ILO, UNICEF, and UNHABITAT given their mandate and relevance to proposed components of LEP.

ILO has a clear mandate for the decent work agenda and as such is designated for operationalization of the Labour Rights pillar under LEP by the Commission on Legal Empowerment of the Poor.

UNHABITAT given its experience in working with urban areas may be explored as a partner for operationalization of Property Rights pillar, particularly given its role in the Environment JPC for formulating urban/ city profiles.

### III. Proposed Implementation and Management Arrangements

UNDP will design the Legal Empowerment programme with clearly defined outputs to be implemented by relevant UN Agencies. Joint resource mobilization from the One UN Fund is to undertaken by involved agencies with releases to individual agencies under the one UN financial management arrangements,



**PILLAR 4: Right to do Business**  
**ANNEX 7**  
 Output 1: Legal Services outreach extended to marginalized stakeholders (Family owned businesses, small traders/growers, street vendors etc.)  
 Output 2: Marginalized businesses mobilized to access Legal/Business Services  
 Budget: \$ 1,653,000

ACTIVITIES	COMPONENTS	BASELINE	OUTPUT INDICATORS	ESTIMATED BUDGET (US\$)
1. Research Studies for Need/Impact assessment of: a) support mechanisms for legal services to marginalized businesses b) Regulatory enforcement mechanisms for environment for marginalized businesses	i. Project proposal development & approval ii. TORs for baseline data collection & comparative analysis for market assessment iii. Engagement of consultant & data collection (with web based component) iv. Assessment/prioritization of support needs for legal services & their sharing with stakeholders v. Identification & review of Regulatory enforcement mechanisms & practices viz small businesses by governing institutions such as local governments, Federal / Provincial departments including labor, environment etc. vi. Development of Action plan/identification of capacity building requirements for regulatory & support institutions vii. Implementation guidelines & inputs for other components viii. Coordination & supervision ix. Monitoring & Evaluation	-Institutional profiling & Gender sensitive market assessment in the context of marginalized businesses for: a. State of business registrations; b. State of trade associations membership; c. State of regulatory compliance; d. State of Legal BDS; and e. State of right to do business for hawking vendors within notified Sunday bazaars, agriculture produce & manufactured goods trading markets	> Assessment and Gap analysis of existing interventions by SMEDA, chambers, bar councils & local/provincial governments > Need based support mechanisms for marginalized businesses identified & scope defined > Business facilitation model for hawking vendors proposed > Regulatory enforcement mechanisms & practices viz small businesses by governing / regulatory institutions proposed & shared with stakeholders > Modifications proposed for capacity building programs & strategic initiatives within existing support & regulatory institutions > Access to legal services support to marginalized / micro businesses estimated > Printing & publishing > Knowledge management & Public Dissemination organized	100,000
2. Review of laws &	i. Project proposal formulation &	-Review of Local	> Laws & regulations affecting small /	

Regulations	<p>incorporation of Inputs from research project (Activity 1)</p> <p>ii. Engagement of consultant</p> <p>iii. Mapping &amp; identification of laws &amp; regulations affecting small / marginalized businesses</p> <p>iv. Review of laws &amp; regulations</p> <p>v. Coordination &amp; supervision</p> <p>vi. Final report &amp; recommendations &amp; their sharing with stakeholders</p> <p>vii. Monitoring &amp; evaluation</p>	Governments Ordinance, 2001/Federal Provincial business & laws	<p>marginalized businesses identified, mapping completed &amp; review done</p> <p>➤ Report &amp; recommendations prepared &amp; shared with stake holders for:</p> <p>a) Simplification of laws, rules &amp; procedures;</p> <p>b) Developing procedures for grievance handling including ADR mechanisms/helpdesk by governing institutions; and</p> <p>c) Online knowledge repository of laws &amp; procedures</p> <p>➤ Regulatory mechanism proposed for business registration of hawking vendors</p>	115,000
3. Develop & Implement community outreach strategy for SMEDA-Legal Empowerment	<p>i. Review of Inputs from research project (Activity 1)</p> <p>ii. Selection &amp; engagement of consultant for stakeholders consultative process</p> <p>iii. Review of thematic approaches and strategic initiatives with stakeholders</p> <p>iv. Review of SMEDA-LE outreach strategy including web based support &amp; media engagement</p> <p>v. Consolidation of recommendations</p> <p>vi. Identification of Coordination &amp; Implementation requirements for strategy</p> <p>vii. Implementation schedules</p> <p>viii. Monitoring &amp; evaluation</p>	<p>Evaluation of current outreach practices of SMEDA including :</p> <p>-Web based;</p> <p>-Helpdesk/OTCs;</p> <p>-Trainings/awareness programs; and</p> <p>-TPFCs</p>	<p>➤ Strategy developed and initiatives identified complete with web based support system</p> <p>➤ Coordination / networking needs / parameters with regulatory/support/civil society institutions examined &amp; guidelines developed</p> <p>➤ Media engagement plan for LE initiatives developed</p> <p>➤ Budgetary targets for implementation established, mobilization models determined and pilots conducted at four (4) locations</p>	90,000
4. Capacity Building of Governing/Regulatory Institutions	<p>i. Project proposal formulation &amp; incorporation of Inputs from research project (Activity 1, 2 &amp;3)</p>	<p>Identification &amp; Analysis of training need assessment( inputs</p>	<p>➤ Governing Institutions identified</p> <p>➤ Training need assessed (Inputs from research projects (1&amp;2)</p>	

	ii. Engagement of Consultant iii. Institutional profiling at federal, provincial & local levels iv. Training module development & Conduct of TOT for improved / participatory regulatory enforcement as well as business registration of hawking vendors v. Design & development of Training program replication guidelines vi. Web enablement of institutions vii. Supervision & Coordination viii. Monitoring & evaluation	from project Activity 1)	> Training module developed & 3to 4 TOTs held on: • Improved, participatory & business friendly enforcement practices; & • Regulatory mechanism for business registration of hawking vendors > Capacity of governing institutions (City District Governments / Development Authorities) enhanced (including web enablement) at four (4) locations (Pilot) Guidelines for replication established (SOPs & OTCs) and disseminated > Capacity building programs held at 40 locations	135,000
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<p>5. Establish &amp; Strengthen SMEDA Legal Service Providers (LSPs) Panels</p>	<p>i. Implementation guidelines development with Inputs from research projects (Activity 1&amp;3)  ii. Development of criteria &amp; identification / selection of Potential Districts/Towns  iii. Liaison with Bar Councils / Associations / LSPs / Chambers / TAs  iv. Review/conclusion of protocols of engagement of LSPs  v. Establishment of LSP Panels at selected locations  vi. Launching  vii. Training Need Assessment  viii. Engagement of consultant(s) for:  a) Need assessment (including web component) survey; &amp;  b) Development of training module along with computer based trainings  ix. Coordination &amp; arrangements for TOT  x. Design &amp; development of Training Schedule/program for replication  xi. Supervision &amp; Coordination for training programs replication  xii. Promotion &amp; marketing  xiii. Monitoring &amp; evaluation</p>	<p>- Impact assessment of engagement &amp; gender sensitivity of existing panels with SMEs to determine:  a. Coverage of each center;  b. Capacity building assessment of service providers, per location; &amp;  c. gender sensitivity / balance requirements assessed  - Assessment &amp; evaluation report on current scope of capacity building initiatives of SMEDA</p>	<p>➤ Coordination mechanism with LSPs identified  ➤ Protocols inked with Bar Councils / Associations / LSPs/ Chambers / TAs  ➤ LSP Panels established/strengthened at twenty (20) locations across the country.  ➤ TNA done  ➤ Training module developed  ➤ Web based interactive database (virtual consultant) developed  ➤ Capacity of 250 LSPs enhanced at twenty (20) locations  ➤ Promotion &amp; marketing programs conducted</p>	<p><b>150,000</b></p>
<p>6. Establish Third Party Facilitation Centers</p>	<p>i. Project proposal formulation with incorporation of Inputs from research</p>	<p>Benchmarking of TPFs data at</p>	<p>➤ Pilot TPFs at D.I.Khan, Multan, Quetta &amp; Sukkur established &amp;</p>	

(TPFCs)	<p>project (Activity 1&amp;3)</p> <p>ii. Engagement with stakeholders (Bar Associations / LSPs /TAs / Regulatory institutions/CSOs)</p> <p>iii. Setting up of the Centers</p> <p>iv. Service delivery &amp; capacity building programs (trainings &amp; legal literacy) for small businesses/hawking vendors in coordination with governing / regulatory institutions / CSOs</p> <p>v. Promotion &amp; marketing</p> <p>vii. Supervision &amp; coordination (implementation)</p> <p>viii. Monitoring &amp; evaluation</p>	<p>Peshawar, Karachi, Hyderabad &amp; Quetta with special reference to marginalized businesses</p>	<p>operationalized.</p> <p>TPFCs model replicated at (40) locations within 20 districts including 18 Women business development centers under following geographical spread:</p> <ul style="list-style-type: none"> <li>• Punjab: 18</li> <li>• NWFP: 8</li> <li>• Sind: 8</li> <li>• Balochistan: 6</li> </ul> <p>Legal literacy programs designed &amp; implemented in association with TAs / CSOs</p> <p>Service delivery (legal advice / guidance, e-filing, e-library etc.) facilitated to 10000 businesses</p> <p>480 Training cum awareness programs held &amp; capacity/awareness of 1680 businesses enhanced</p> <p>Business development support provided to 250 LSPs</p> <p>Database compiled &amp; Quality Assured</p> <p>Printing &amp; publishing of compendium in English &amp; Urdu</p> <p>Project Launched at twenty (20) districts including forty (40) TPFCs locations including 18 Women business development centers</p> <p>Promotion &amp; marketing campaigns held in collaboration with chambers / TAs/BAs</p>	<p>220,000</p>
7. Development & Dissemination of Commercial Templates & Legal Notices/Forms etc.	<p>i. Project proposal formulation with incorporation of Inputs from research project (Activity 1&amp;3).</p> <p>ii. Identification &amp; Compilation of templates</p> <p>iv. RFP for manual &amp; online interactive / intelligent database</p> <p>v. Development/printing &amp; publishing of database (English &amp; Urdu) &amp; Quality assurance</p> <p>vi. Launching / Promotion &amp; marketing</p> <p>vii. Monitoring &amp; Evaluation</p>	<p>Review &amp; feedback on existing templates made available through SMEDA Help desk &amp; Website</p>	<p>90,000</p>	
8. Facilitating Business	<p>i. Project proposal formulation with</p>	<p>Demand estimation of</p>	<p>➤ Need Assessed done at eleven (11)</p>	

Process (BPO)	Outsourcing	Incorporation of Inputs from research projects (Activity 1&3) ii. Need Assessment for BPO facilitation of small/micro businesses iii. Training Module for TOT of LSPs through Consultant iv. Coordination & arrangements of Training (including computer based) Programs v. Promotion & Marketing protocols for service providers vi. Monitoring & evaluation vii. Feedback & Impact Assessment	legal consultancy in B2B contracting	locations across the country & recommendations compiled TOT held & replicated Training module (including computer based training) developed TOT held & replicated Promotion & marketing programs conducted at 40 locations Feedback & impact assessment report prepared	90,000
9. Awareness /capacity building/mobilization for protection of Geographical Indications (GIs)	i. Project proposal formulation & appraisal ii. Engagement of Consultant iii. Analysis & incorporation of Inputs from research projects (Activity 1&3) iv. Coordination protocols established with stakeholders (Intellectual Property Organization (IPO), AHAN, federal / provincial governments etc.) v. Mapping & identification of GIs (database) in coordination with stakeholders vi. Design & implement programs for mobilization of GIs proprietors / manufacturers at selected GIs base stations vii. Training Module (GI Protection process) for TOT of LSPs through Consultant (including Web/computer based) viii. Coordination & arrangements for TOT	Identification/study of existing database on GIs available with IPO, AHAN and or MoC	<ul style="list-style-type: none"> <li>&gt; Potential GIs identified</li> <li>&gt; Stakeholders engaged</li> <li>&gt; Training module developed &amp; TOT for LSPs held at Four (4) GIs base stations</li> <li>&gt; GI proprietors / manufacturers mobilized at four (4) locations for protection of GIs</li> <li>&gt; Awareness programs conducted at 4 locations</li> <li>&gt; Registration of four (4) GIs facilitated</li> <li>&gt; Promotion &amp; marketing programs conducted for registered GIs in collaboration with AHAN</li> <li>&gt; Feedback &amp; impact assessment report prepared</li> <li>&gt; Policy recommendation and project proposals submitted for replication</li> <li>&gt; Guidelines for replication established (SOPs &amp; OTCs) and disseminated</li> </ul>	90,000	

	<ul style="list-style-type: none"> <li>ix. Orientation seminars with Chambers/TAs/IPO</li> <li>x. Promotion &amp; marketing</li> <li>xi. Monitoring &amp; Evaluation</li> <li>xii. Feedback &amp; Impact Assessment</li> </ul>			
<p>10. Awareness &amp; strengthening of Alternate Dispute Resolution (ADR) mechanisms at Chambers / TAs</p>	<ul style="list-style-type: none"> <li>i. Project proposal formulation &amp; appraisal</li> <li>ii. TORs for consultant(s)</li> <li>iii. Demand estimation &amp; stakeholders coordination</li> <li>iv. Development of Standardized / differentiated ADR processes</li> <li>v. Analysis of demand estimation data (Activity 1&amp;2) &amp; development of Capacity building modules for adoption of ADR process</li> <li>vi. Identification of locations for Awareness seminars with chambers/TAs &amp; other stakeholders</li> <li>viii. Supervision &amp; coordination for implementation of modular program</li> <li>ix. Monitoring &amp; Evaluation</li> <li>x. Feedback &amp; impact assessment</li> </ul>	<p>-Review &amp; analysis of ADR Practices at chambers/TAs + role of KCADR; -Assessment of: a) State of business litigation amenable to ADR; and b) State of banking, labor &amp; taxation disputes amenable to ADR</p>	<ul style="list-style-type: none"> <li>➤ Stakeholders engaged &amp; Demand assessed</li> <li>➤ Standardized processes for ADR developed &amp; implemented at four (4) locations (Pilot)</li> <li>➤ Technical assistance facilitation requirements (for TAs) assessed</li> <li>➤ Budgetary estimates established and pilots conducted at 4 locations</li> <li>➤ Awareness programs conducted &amp; Informal/formal associations of marginalized businesses mobilized to adopt standardized ADR processes at selected locations</li> <li>➤ Guidelines for replication established (SOPs &amp; OTCs) and disseminated</li> <li>➤ Feedback &amp; impact assessment report prepared</li> </ul>	<b>120,000</b>
<p>11. Strengthening of Associations of marginalized businesses</p>	<ul style="list-style-type: none"> <li>i. Formulation of Inputs from research projects (Activity 1&amp;3)</li> <li>ii. Coordination &amp; consensus development with stakeholders</li> <li>iii. Consultant engagement</li> <li>iv. Training module &amp; standardized SOPs for association strengthening</li> <li>v. Awareness programs &amp; stakeholders mobilization</li> <li>vi. Technical backstopping &amp; support for institutional development</li> <li>vii. Monitoring &amp; Evaluation</li> </ul>	<p>-State of trade organizations at grass root level; -Identification of potential clusters for trade association formation &amp; strengthening -State of trade associations membership of hawking vendors</p>	<ul style="list-style-type: none"> <li>➤ Priority list developed &amp; MOUs inked with stakeholders</li> <li>➤ Strengthening modules developed &amp; implemented at four (4) locations (Pilot)</li> <li>➤ Lessons learnt from Pilots documented, gaps identified &amp; implemented</li> <li>➤ Awareness programs conducted &amp; Informal/formal associations of marginalized businesses mobilized to implement strengthening module</li> <li>➤ Guidelines for replication established (SOPs &amp; OTCs) and disseminated</li> </ul>	<b>220,000</b>

	viii. Feedback & impact assessment		<ul style="list-style-type: none"> <li>➤ Orientation for coordination and implementation requirements / protocols done</li> <li>➤ Project activities follow up, hardware &amp; services procured / coordination staff hired</li> <li>➤ M &amp; E protocols developed and implemented</li> <li>➤ Cost estimates worked out and budgets allocated</li> <li>➤ Budgetary provisions satisfied</li> <li>➤ Project activities quality assured</li> <li>➤ Web based PPMS and knowledge management protocols developed &amp; operational</li> <li>➤ Media campaign strategy developed</li> <li>➤ Feedback &amp; progress reporting</li> </ul>	233,000
12. Field coordination & management project support for "Right to do Business"	<ul style="list-style-type: none"> <li>i. Orientation of Regional teams for project coordination &amp; implementation</li> <li>ii. Project activities coordination with steering committee</li> <li>iii. Technical backstopping &amp; secretarial support (procurement of hardware &amp; services)</li> <li>iv. Staff recruitment (Program officer, executive assistant, Accounts officer &amp; Regional coordinators (4))</li> <li>v. Development &amp; implementation of M &amp; E Tools complete with web based Project Performance Monitoring System (PPMS)</li> <li>vi. Identification of follow up requirements and reporting formats</li> <li>vii. Development of media campaign strategy</li> <li>viii. Monitoring &amp; Evaluation</li> </ul>			



**ANNUAL WORK PLAN**

**ANNEX 7A**

**Pillar 4: Right to do Business  
Implementing Partner: SMEDA**

**Year: 2010-2012**

EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME			RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3		Funding Source	Budget Description	Amount
<p><b>Output 1</b> Legal Services Outreach Extended to marginalized stakeholders</p> <p><i>Baseline:</i> Baseline for existing laws and regulations to be established TPFCs established in 4 districts, Peshawar, Karachi, Hyderabad &amp; Quetta</p> <p><i>Indicators:</i> 2012: 70% of LSPs providing responsive services to marginalized businesses 2012: TPFCs model replicated in 20 additional districts 2012: 50% increase in access to Women Business Development Centres</p>	<p>1.1 Mapping &amp; identification of laws &amp; regulations affecting small / marginalized businesses</p> <ul style="list-style-type: none"> <li>- Engagement of consultant</li> <li>- Review of regulatory mechanisms</li> <li>- Draft proposals for business registration for hawking vendors</li> </ul> <p>1.2 Research studies and impact assessment of existing support legal services for marginalized businesses and regulatory enforcement mechanisms / environment for marginalized businesses</p> <ul style="list-style-type: none"> <li>- Data collection for baseline and comparative analysis for market assessment</li> <li>- Engagement of consultant &amp; data collection</li> <li>- Development of Action plan/identification of capacity building requirements for regulatory &amp; support institution</li> </ul>	X						115,000
								100,000
	1.3 Community outreach strategy	X	X	X				90,000

<p>established</p> <p><b>Targets:</b></p> <p>Online knowledge repository of laws and procedures</p> <p>Community outreach strategy piloted at four locations</p> <p>480 Training and awareness programs held</p> <p>1680 businesses serviced</p> <p>Capacity of 250 LSPs enhanced at 20 new locations</p> <p>TPFCs established in two additional districts</p> <p>Standardized ADR processes developed and implemented at four pilot locations</p> <p>Related CP outcome:</p>	<p>for SMEDA-Legal Empowerment developed and implemented</p> <ul style="list-style-type: none"> <li>- Stakeholder consultations</li> <li>- Identification of coordination and implementation requirements for strategy</li> </ul>										135,000
	<p>1.4 Capacity Development of Governing/Regulatory Institutions</p> <ul style="list-style-type: none"> <li>- Training module development</li> <li>- Conduct of TOT for improved / participatory regulatory enforcement as well as business registration of hawking vendors</li> </ul>		X	X							150,000
	<p>1.5 SMEDA Legal Service Providers (LSPs) Panels established and strengthened</p> <ul style="list-style-type: none"> <li>- Implementation guidelines developed</li> <li>- Liaison between Bar Councils and Associations / LSPs / Chambers / TAs</li> <li>- Review/conclusion of protocols of engagement of LSPs</li> </ul>	X	X	X							220,000
	<p>1.6 Third Party Facilitation Centers (TPFCs) established</p>		X	X							220,000

	<ul style="list-style-type: none"> <li>- Project proposal formulation with incorporation of Inputs from (Activity 1.1 and 1.3)</li> <li>- Engagement with stakeholders (Bar Associations / LSPs /TAs / Regulatory institutions/ CSOs)</li> </ul>									90,000
	<p>1.7 Commercial Contracts Templates and Legal Notices/Forms developed and made accessible</p> <ul style="list-style-type: none"> <li>- Identification and compilation of templates</li> <li>- RFP for manual &amp; online interactive / intelligent database</li> <li>- Development/printing &amp; publishing of database (English &amp; Urdu) &amp; Quality assurance</li> </ul>			X	X					90,000
	<p>1.8 Facilitating Business Process Outsourcing (BPO)</p> <ul style="list-style-type: none"> <li>- Need Assessment for BPO facilitation of small/micro businesses</li> <li>- Training Module for TOT of LSPs through Consultant</li> </ul>			X	X					90,000
Output 2	2.1 Strengthening of Associations of marginalized businesses									220,000
Marginalized businesses mobilized to access business services	<ul style="list-style-type: none"> <li>- Stakeholder consultation module</li> <li>- Training development</li> <li>- Standardized SOPs for association strengthening</li> </ul>			X	X					220,000
Baseline: Indicators:				X	X					120,000

<p>2012: 50% increase in the use of SMEDA's legal services by marginalized businesses</p> <p>2012: Business facilitation model for hawking vendors piloted in one district</p> <p>2012: Standardized processes for ADR developed and piloted at four (4) locations</p> <p><i>Targets:</i></p> <p><i>Related CP outcome:</i></p>	<p>2.2 Awareness &amp; strengthening of Alternate Dispute Resolution (ADR) mechanisms at Chambers / TAs</p> <ul style="list-style-type: none"> <li>- Demand estimation &amp; stakeholders coordination</li> <li>- Development of Standardized / differentiated ADR processes</li> <li>- Identification of locations for Awareness seminars with chambers/TAs &amp; other stakeholders</li> </ul> <p>2.3 Awareness raising and capacity development for protection of Geographical Indications (GIs)</p> <ul style="list-style-type: none"> <li>- Mapping &amp; identification of GIs (database) in coordination with stakeholders</li> <li>- Mobilization of GI stakeholder beneficiaries at selected GIs base locations</li> <li>- TOT on GI protection process for LSPs</li> </ul>												90,000
<p>Project Expenditure</p> <p>Management</p>	<p>IT Equipment</p> <p>Coordination and Admin staff</p> <p>Development of web based Project Performance Monitoring System (PPMS)</p> <p>Printing</p> <p>Travel</p> <p>Misc.</p>	X	X	X									233,000
<b>TOTAL</b>													1,653,000

ANNEX 8

PROPOSED GEOGRAPHIC TARGETTING

Criteria:

- Ensuring inclusion of women and marginalized groups, where possible in remote areas
- Existing presence and experience of programme partners in a district
- Desired nationwide spread of programme interventions
- The HDI ranking of districts given in the Pakistan Human Development Report (NHDR) 2003. It is to be ensured that 30% of lowest ranking districts from the NHDR 2003 are targeted legal empowerment awareness and services under Pillar 1.

Serial	Districts	ILO	UNICEF	SMDA
1	Balochistan	Yes	Yes	Yes
2	Baloch	Yes	Yes	Yes
3	Multan	Yes	Yes	Yes
4	Sargodha			Yes
5	Cuttack			Yes
6	Gujarat			Yes
7	Bihar (Karnal)		Yes	Yes
8	Shikhar			Yes
9	Rawalpindi			Yes
10	Karnal	Yes	Yes	Yes
11	Haryana			Yes
12	Delhi			Yes
13	Chhatis			Yes
14	Uttar Pradesh			Yes
15	Uttarakhand			Yes
16	Madhya Pradesh			Yes
17	Madhya Pradesh	Yes	Yes	
18	Madhya Pradesh	Yes	Yes	Yes
19	Madhya Pradesh	Yes	Yes	Yes
20	Madhya Pradesh	Yes	Yes	Yes
21	Madhya Pradesh	Yes	Yes	
22	Madhya Pradesh	Yes	Yes	Yes
23	Madhya Pradesh		Yes	Yes
24	Madhya Pradesh			Yes
25	Madhya Pradesh			Yes
26	Madhya Pradesh			Yes

## RANKING OF DISTRICTS OF PAKISTAN BY HUMAN DEVELOPMENT INDEX

Jhelum- HDI Rank 1

Dera Bugti- HDI Rank 91

District	HDI	HDI Rank	District	HDI	HDI Rank	District	HDI	HDI Rank
Jhelum	0.703	1	Mardan	0.519	32	Khairpur	0.449	63
Ziarat	0.697	2	Lasbela	0.514	33	Thatta	0.447	64
Haripur	0.629	3	Khanewal	0.513	34	Lakki Marwat	0.444	65
Sheikhupura	0.621	4	Kech	0.512	35	Swat	0.442	66
Karachi	0.618	5	Vehari	0.508	36	Larkana	0.435	67
Abbottabad	0.598	6	Attock	0.507	37	Zhob	0.432	68
Bhakkar	0.581	7	Naushahro Feroze	0.506	38	Dera Ismail Khan	0.425	69
Kasur	0.577	8	Charsadda	0.506	39	Buner	0.423	70
Rawalpindi	0.576	9	Bahawalpur	0.501	40	Barkhan	0.420	71
Khusab	0.575	10	Pakpattan	0.498	41	Shikarpur	0.417	72
M. Bahaudin	0.568	11	Ghothki	0.496	42	Lower Dir	0.413	73
Lahore	0.558	12	Panjgur	0.496	43	Kalat	0.412	74
Loralai	0.556	13	Multan	0.494	44	Sibi	0.411	75
Sialkot	0.555	14	Nasirabad	0.492	45	Hangu	0.400	76
Chakwal	0.545	15	Hafrizabad	0.486	46	Jacobabad	0.393	77
Gujrat	0.543	16	Sukkur	0.486	47	Gwadar	0.392	78
Sahiwal	0.541	17	Karak	0.484	48	Killa Abdullah	0.387	79
Rahim Yar Khan	0.541	18	Nawab Shah	0.481	49	Tank	0.384	80
Kohat	0.537	19	Chitral	0.479	50	Awaran	0.381	81
Mianwali	0.537	20	Lodhran	0.475	51	Upper Dir	0.369	82
Dadu	0.535	21	Narowal	0.472	52	Batgram	0.363	83
Sargodha	0.535	22	Dera Ghazi Khan	0.471	53	Bolan	0.360	84
Hyderabad	0.532	23	Chagai	0.468	54	Kohlu	0.348	85
Peshawar	0.531	24	Bannu	0.465	55	Kharan	0.346	86
Gujranwala	0.529	25	Sanghar	0.461	56	Jhalmaghsi	0.345	87
Nowshera	0.529	26	Malakand	0.461	57	Tharparkar	0.343	88
Ihang	0.529	27	Manshehra	0.459	58	Kohistan	0.332	89
Mastung	0.528	28	Muzaffargarh	0.459	59	Shangla	0.332	90
Okara	0.528	29	Badin	0.459	60	Dera Bugti	0.285	91
Swabi	0.523	30	Killa Saifullah	0.455	61			
Mirpur Khas	0.522	31	Jaffarabad	0.454	62			

Source: Table 4.b. Page 12, Pakistan National Human Development Report 2003, Poverty, Growth and Governance