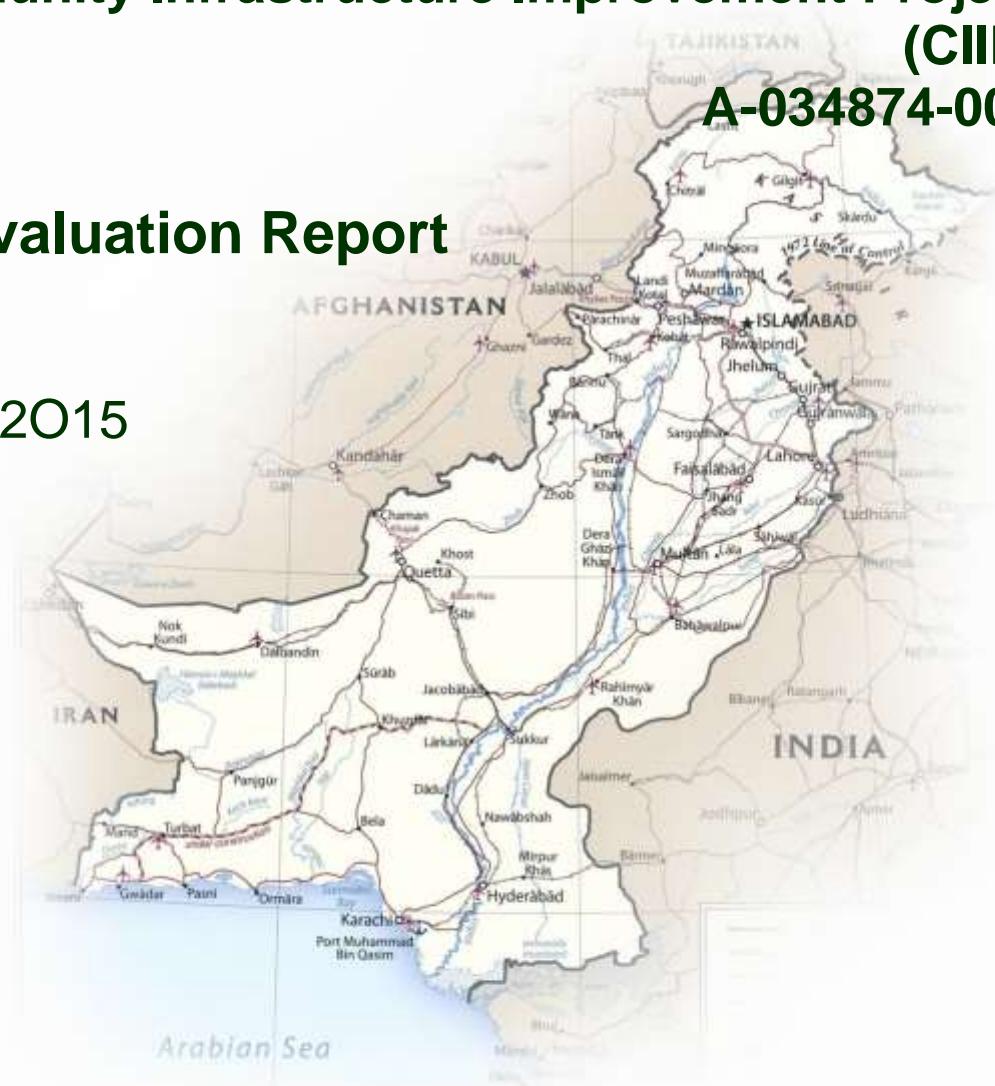


Formative Evaluation of the Community Infrastructure Improvement Project (CIIP)

A-034874-001

Final Evaluation Report

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LIST OF ABBREVIATIONS

Awaz CDS	AWAZ-Center for Development Services
AWP	Annual Work Plan
BBCM	Broad Based Community Meetings
BDS	Business Development Support
BHU	Basic Health Unit
CBA	Cost Benefit Analysis
CBO	Community Based Organization
CIP	CARE International in Pakistan
CIIP	Community Infrastructure Improvement Project
CNIC	Computerized National Identity Card
DAC	District Advisory Committee
DFATD	Department of Foreign Affairs, Trade and Development
DCO	District Coordinating Officer
EIA	Environmental Impact Assessment
GOP	Government of Pakistan
IP	Implementing Partner
LGAP	Local Government Association of Punjab
LM	Logic Model
M&E	Monitoring and Evaluation
MFI	Microfinance Institution
MoU	Memorandum of Understanding
NGO	Non Governmental Organization
PAC	Project Advisory Committee
PAD	Project Approval Document
PIP	Project Implementation Plan
PSC	Project Steering Committee
PMF	Performance Measurement Framework
RMP	Rural Maintenance Program (Bangladesh)
RMT	Road Maintenance Team
SHG	Self Help Group
SMEDA	Small and Medium Enterprise Development Agency
TF	Takhleeq Foundation
TMA	Tehsil Municipal Association
TORs	Terms of Reference
TOT	Training of Trainers
TVET	Technical and Vocational Education and Training
UC	Union Council
VDC	Village Development Council
VO	Village Organization
WBS	Work Breakdown Structure
WEE	Women's Economic Empowerment

Executive Summary

Title: Community Infrastructure Improvement Project
Project Number: 7055088-A-034874

Evaluation Title: Formative Evaluation of the Community Infrastructure Improvement Project, Pakistan
Evaluation Type: formative
Commissioned by: DFATD Program Branch
Consultant: Salasan Consulting Inc.
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The findings, conclusions, recommendations and lessons listed are those of the consultant and do not necessarily reflect the views of DFATD or the Government of Canada. DFATD does not guarantee the accuracy of the information provided in this report.

Rationale and Purpose of the Evaluation

The rationale for this formative evaluation of the *Community Infrastructure Improvement Project* (CIIP) in Pakistan is to provide:

- a rigorous and independent assessment and analysis of the CIIP;
- an analysis of the CIIP that will inform learning opportunities in the delivery of services to the intended beneficiaries, poor rural women and their families;
- findings on the project's attention to the cross-cutting themes of gender equality, governance and environmental stewardship;
- findings that will assist CARE Pakistan and its Implementing Partners (IPs), the Local Government Association of the Punjab (LGAP) at the District, Tehsil and Union Council levels of Punjab and Sindh in their efforts to improve the socio-economic status of rural disadvantaged women in Punjab and Sindh.

Specific Objectives of the Evaluation

The specific objective of the evaluation are to:

- a) assess the effectiveness, efficiency, relevance and sustainability of the results of the CIIP project taking into consideration the cross-cutting themes and the evaluation issues:
 - Cross-cutting themes: Gender Equality, Environmental sustainability and Governance
 - Evaluation issues: Ownership and Results-Based Management, Design Considerations; Risk management, and Additional Issues.
- b) measure the immediate results and progress toward intermediate results in each of the project's three distinct components - Infrastructure Maintenance; Life Skills and Income Diversification, and Capacity Building of Local Government Institutions; and
- c) provide findings, conclusions and recommendations to facilitate decision-making about the remaining implementation phases.

Development Context

The CIIP is a project that aims to improve the access of rural women and men to services by improving the year round use of earthen road networks in conjunction with local governments by using paid maintenance teams comprised of poor women and by so doing increasing their income generating capacities. The context within which the CIIP operates is characterized by the following factors: (i) the weakness of local government systems; (ii) the poor access to services, including roads; (iii) the difficult economic situation facing the country; (iv) the high levels of poverty across the country; (v) the country's challenging economic situation; (vi) the low status of women, particularly in rural Pakistan; and (vii) the extreme environmental challenges facing the country.

According to the United Nations Human Development Report, Pakistan's human development indicators, especially those for women, fall significantly below those of countries with

comparable levels of per-capita income. On the World Economic Forum's 2013 Gender Equality Index, Pakistan ranked 141 out of the 142 countries in the index. Maternal mortality rates are high (260 per 100,000 live births) and labour force participation rates for women are 23 percent (compared with 83 percent for men). Seventy-five percent of Pakistani families are landless and this sets the stage for the perpetuation of bonds of patronage between landlords and local government bodies. On Transparency International's 2013 Corruption Index, Pakistan ranked 127th out of 175 countries.

Deeply rooted cultural and institutional constraints prevent Pakistani women from playing a fulfilling role in the development of their society. Their presence in the public sphere is often condemned under the guise of cultural and religious values, thus making their contribution outside difficult, if not impossible. Institutionalized violence against women in Pakistan allows domestic violence, crimes of "passion" and "honour" to go unpunished and is one of the biggest constraints to widening their role in the public domain.

In recent years, humanitarian disasters (earthquakes, floods and displacement of people due to militancy or army operations) have exacerbated Pakistan's difficult economic situation. In this regard, the catastrophic monsoon flooding in 2010 and 2011 that inundated Sindh and Punjab added stress to the already poor conditions of Pakistan's rural infrastructure and roads in these provinces.

The Government of Pakistan has a Poverty Reduction Strategy which targets improving the condition of poor women in the rural areas. However, when CIIP was in the early stages of development the Local Governance Ordinance of 2001 was still operative and there were elected district, tehsil and union councils, fiscal decentralization and support for community-based organizations and projects such as CIIP. In April 2010 this changed with the passage of the 18th Constitutional Amendment which devolved the power to legislate on local government to the provinces and local elections have not been held for some time in Sindh and Punjab, the areas of the CIIP. As well, these provincial government have since opted to pass local government laws which return their systems of local government to an earlier model which allows for only minimal fiscal decentralization which has seriously constrained their capacity to take ownership of local road maintenance.

The CIIP Project

The contribution agreement between CIDA and CARE Canada for the CIIP was signed in May 2010. Project activities are to end by April 30, 2015 but the agreement is to remain in effect until July 2015. CIDA's contribution to the agreement was to be CAD 10,000,000 and CARE Canada's contribution to be CAD 250,000. In March 2011, in order to fund the maintenance of an additional 600 km of roads washed away during severe floods, the CIDA contribution to the project was increased by CAD 5,090,613. The project's contribution agreement was amended a second time in October 2011, to amend the project description and the performance measurement framework but not the budget amount.

CIIP operates in 9 districts in the Sindh and Punjab provinces of Pakistan. In Sindh it operates in the districts of Tando Allahyar, Thatta, Mirpur Kas, Shadadkot, Khotki and in Punjab it operates in the Districts of Vehari, Multan, Muzaffar Gar and Rajanpur.

CIIP Project Logic

The ultimate outcome is improved socio-economic status of rural disadvantaged women in selected districts of Pakistan's Punjab and Sindh Provinces.

The intermediate outcomes are: (i) improved year-round use of maintained rural roads by light traffic; (ii) increased and diversified income base for poor rural women through participation in road maintenance work and income generating activities; and (iii) increased ability to plan and monitor gender-responsive community-based development initiatives at local government and community levels.

The immediate outcomes are: (i) Improved rural roads and community infrastructure; (ii) increased employment opportunities for local women through participation in the maintenance of

rural earthen roads and community infrastructure; (iii) improved capacity among poor rural women to start income generating activities; and (iv) increased support from local government institutions and CBOs for women engaged in maintenance work and entrepreneurial activities.

Stakeholders

Executing Agency and Implementing Agencies are CARE Canada, CARE International in Pakistan, and two Pakistani NGOS, AWAZ-CDS in Punjab Province and Takhleeq in Sindh Province. The primary stakeholders and beneficiaries are poor destitute rural women along with their family members and local governments. DFATD is the sole country donor. Interested parties include local governments and the Local Government Association of Punjab.

Evaluation Approaches and Methodology

The evaluation team carried out the evaluation in conformity with the *OECD/DAC (2010) Quality Standards for Development Evaluation* and best practices in evaluation.

The evaluation approach used by the team was based on the understanding that the project was designed to provide economic empowerment opportunities to clusters of extremely disadvantaged rural Pakistani women, that the mechanisms employed by the project are the provision of employment and savings opportunities along with life-skills learning and private sector value chain linkage opportunities and that the project is being delivered through a network of interconnected partnerships.

Recognizing that the evaluation was formative in nature, the evaluation team approached their work with a focus on addressing ways that its findings might improve project performance. They sought to identify and correct implementation problems; they sought feedback to inform their analyses; they provided an early assessment of whether outcomes were being achieved or were likely to be achieved and tried to prepare the project for a summative evaluation.

The TORS for this evaluation included a set of key questions related to project effectiveness, efficiency, relevance, sustainability, cross-cutting themes and performance factors. For each of these key questions the evaluation team developed a set of sub-questions. They are set out in an evaluation matrix which is Annex H in this report.

Key Findings

The CIIP is relevant to both the development context in Pakistan and to the women's economic empowerment objective of DFATD's Pakistan development assistance program.

1. The project is on target to meet the rural roads maintenance targets set for its regular road maintenance program and its remedial road maintenance targets established as a response to the catastrophic flood of 2010.
2. The rural roads that the CIIP road maintenance program has upgraded have had a marked impact on facilitating greater access to services and markets by the people in their transportation corridors. However the lack of local government capacity to continue maintaining these roads beyond the life of CIIP means that project- financed improved roads are going to return to their original state as will community access to services.
3. The project is going to meet its target of providing 3570 poor rural women with the opportunity to earn a living wage and bank a portion of those wages for starting micro-enterprises.
4. The training provided to the road maintenance team participants in road maintenance, life skills and enterprise development is resulting in a high percentage of the RMT participants starting small businesses, practicing better household management and participating more in household decision making.
5. The project has made little headway in strengthening the capacity of local government bodies and community based organizations to better serve their communities because of the lack of resources that level of government now has.
6. The project is trying to compensate for the absence of local government support by partnering with private sector companies in order to facilitate the inclusion of ex-road maintenance team members in their value chains either as suppliers or sales agents..

Key Recommendations

1. Given the evolving nature of the CIIP, project work plans and progress reports should include rapid resiliency analyses and reports that go beyond its current risk analysis protocol which focuses on security risks. This would allow CIIP management to assess on a regular basis the program related risks that are emerging in its operating environment as well as associated issues in CIIP program strategies and delivery.
2. In order to increase the likelihood that the micro-enterprises started by ex-RMTers become more secure, CIIP should continue the transition of the project's transitory RMT into sustainable SHGs and explore the possibility of creating "value chain groups" comprised of ex-RMTers with businesses in the same industry (milk producers, bangle embellishers, etc.) in order to give them power in their market places.
3. Steps should be taken to strengthen CIIP's capacity in value chain development by:
 - Expanding CARE, AWAZ-CDS and TF staff complements to include value chain experts;
 - While not abandoning the district and provincial advisory committee system, creating a private sector forum made up of CIIP private sector partners for the purpose of exchanging lessons learned concerning best practices related to the inclusion of ex-RMTers in their value chains and for exchanging information and knowledge of value chain experiences with other non-CIIP value chain initiatives;
 - Developing a process tracking system for monitoring the mutual benefit dimension of the project's relatively new private sector partnership programming; and
 - Undertake a rapid lessons learned analysis of the CIIP private sector linkage project to date.
4. CARE should explore? the possibility of using the BBCM venue for testing the idea of a landlord-CBO-UC partnership for continuing to maintain CIIP roads on an ongoing basis.
5. CARE should revise the project's performance measurement framework to include results statements and performance indicators for CIIP's emerging private sector program.

Lessons

1. When implementing a project not only for results but also for change, the processes of project monitoring, learning and corrective action taking have to be aligned with managing for results. M&E processes need to be especially rigorous and specialized in the case of capacity development programming.
2. Managing for change also requires a high level of resilience on the part of its implementing partners for coping with both the anticipated and unanticipated challenges that arise in difficult operating environments like that of Pakistan.
3. When delivering community based programming through a responsive NGO mechanism in a situation of weak government, it is imperative to continue nurturing government linkages regardless of how challenging that might be, in order to avoid a drift into uncivil relationships that might have done harm to the project. By following a partnership approach to project delivery CIIP has been able to maintain civil relationships with its local government interlocutors.
4. The CIIP experience also shows that when partnering with the private sector on poverty alleviation projects it is critical that the interests of the project's poor target groups be kept front and centre in order to avoid clashes of interest. Up until now CIIP's private sector partnerships has exhibited a healthy mix of entrepreneurial and corporate social responsibility.
5. Time matters, particularly in the case of community development processes that require the synchronization of project time frames, strategic timelines, change management processes and annual planning and reporting schedules.

When implementing a project as complex as CIIP building relationships between and among its multiple stakeholders is as important as building individual capacities in those stakeholders

1. Rationale and Purpose of the Evaluation

The rationale and purpose for this formative evaluation of the *Community Infrastructure Improvement Project* (CIIP) in Pakistan according to Appendix A – Terms of Reference of the DFATD requisition is to provide:

- A rigorous and independent assessment and analysis of the CIIP;
- An analysis of the CIIP that will inform learning opportunities in the delivery of services to the intended beneficiaries, poor rural women and their families;
- Findings that will assist CARE Pakistan and its Implementing Partners (IPs) and the Local Government Association of Punjab (LGAP) and the Local Governments (LG) at the District, Tehsil and Union Council levels of Punjab and Sindh in their efforts to improve the socio-economic status of disadvantaged rural women in Punjab and Sindh.

2. The Specific Objectives of the Evaluation

The Specific Objectives which the evaluation team must meet according to the Appendix A – Terms of Reference of the DFATD requisition are to:

- a) Assess the effectiveness, efficiency, relevance and sustainability of the results of the CIIP project taking into consideration the following cross-cutting themes and evaluation issues:
 - Cross-cutting themes:
 - Gender equality;
 - Environmental sustainability; and
 - Governance;
 - Evaluation issues:
 - Ownership and results-based management;
 - Design considerations;
 - Risk management; and
 - Additional issues.
- b) Measure the immediate results and progress toward intermediate results in each of the project's three distinct components - Infrastructure Maintenance; Life Skills and Income Diversification, and Capacity Building of Local Government Institutions; and
- c) Provide findings, conclusions and recommendations to facilitate decision-making about the remaining implementation phases.

3. Evaluation Approaches, Data Collection and Sampling Methods

3.1 Evaluation Approaches

The evaluation team carried out the evaluation in conformity with the *OECD/DAC (2010) Quality Standards for Development Evaluation* and best practices in evaluation.

The evaluation approach used by the team was based on the understanding that:

- The project was designed to provide economic empowerment opportunities to clusters of extremely disadvantaged rural Pakistani women;
- The main “causal mechanisms” employed by the project are the provision of employment and savings opportunities along with life-skills learning and private sector value chain linkage opportunities;
- The project is being delivered through a network of interconnected partnerships.

Recognizing that the evaluation was formative in nature, the evaluation team approached their work with a focus on addressing ways that its findings might improve project performance. They sought to identify and correct implementation problems; they sought feedback to inform their analyses; they provided an early assessment of whether outcomes were being achieved or were likely to be achieved and tried to prepare the project for a summative evaluation.

Accordingly, the team’s approach was to devise a set of key questions and to seek their answers: (i) What strengths and weaknesses are showing up in project implementation so far? (ii) What are participant reactions to the project and how can their satisfaction be increased? (iii) How can outcomes and impacts be increased? (iv) What is working for whom in what ways and under what conditions? (v) How can costs be controlled and possibly reduced? (vi) How can quality be enhanced? (vii) Are all of the major elements of the project being implemented in a consistent manner? (viii) Do the parts of the project fit together? and (ix) What unintended consequences and contextual factors are at work and what are the implications of these consequences and factors for the project’s future?

The evaluation team ensured that the approach they took in undertaking this assignment was results based, consultative and transparent, utility driven, gender-sensitive and without bias.

3.2 Data Collection Methods

The evaluators collected data in three main ways to build lines of evidence:

1. Reviews of the project’s key planning, reporting and monitoring documents as well as contextual documents providing social, economic and political analysis for development programming in Pakistan;
2. Discussions with DFATD and CARE officials in Canada and in Pakistan; and
3. A 1 ½ week field mission in Pakistan that relied on structured and semi-structured interviews and focus group processes and which included:
 - Meetings with CARE project staff both in groups and individually,
 - Meetings with the project’s two implementing partners and four private sector partners,
 - A meeting with the project monitor,
 - Focus group meetings with current and previous road maintenance team members,
 - Inspection visits to road maintenance sites; and

- Meetings with union council secretaries, both individually and in group settings.

A list of the project documents reviewed and the schedule of the field mission are presented in Annexes along with the interview protocols for the target beneficiaries (the poor rural women) and the project implementing participants (male union council secretaries and project implementing staff and partners).

In assembling statistical data on CIIP programming and results achievement, the evaluation team also used CARE's internal data base and independent operational reviews and assessments undertaken at CARE's behest. The CARE data base was a valuable source for the team. The quality of the independent assessments, which included documents entitled Social Return on Investment (SROI) Study, Early Impact Assessment of the CIIP, Unintended Benefits Study, Technical Assessment and Validation of Reconstructed Earthen Roads and Culverts and a Training Impact Evaluation, varied. The Training Impact Study which was a structured survey of 150 participants on road maintenance teams was of high quality and was very useful.

The evaluation team was not able to be informed by any previous evaluations of CIIP as none had been undertaken. However, DFATD contracted an external monitor for the project in January 2013. The monitor has undertaken two monitoring missions and produced two monitoring reports, the first one in October 2013 and the second one in April 2014. His reporting on those missions was of a high standard. The evaluation team met with him in Lahore during their field mission.

The evaliability assessment presented in the evaluation work plan concluded that all of the elements required to conduct an evaluation of the CIIP intervention were available and were of the quality required. This proved to have been the case.

3.3 Sampling Methods

The job of the evaluation team was to select representative sample informants to visit within the time allowed for the field visit given that CIIP is operating in 100 Union Councils (UC) of Sindh and Punjab provinces targeting 3750 poor rural women and involving hundreds of implementing personnel.

The first step in the sampling method used by the evaluation team was to create a selection matrix. The matrix consisted of a rating scale for each of the nine participating districts based on criteria of context (a subjective scale regarding the degree of marginalization of women, the poverty level of the district using health, education and income indicators, and the number of cycles of enrolment in road maintenance teams) and performance factors related to the project's three main components of infrastructure improvement, enterprise development and private sector engagement. This matrix was completed by the CARE staff as directed by the evaluation team. The comparative rating matrix of the 9 districts in which CIIP operates is presented in Annex G which lists the names of the districts in each province.

The evaluation team then made an initial selection of districts and discussed with CARE staff the practicalities of their selected sample sites given the constraints created by the security situation and the amount of travel time available relative to the wide geographic spread of the project sites, Sindh province being situated in the southern part of the country several thousands of miles away from Punjab province in the northeast.

In Sindh, CIIP operates in 5 districts including approximately 100 union councils. In Punjab the project operates in 4 districts including over 200 union councils. In total the evaluation team was able to visit 7 union councils in 3 districts or 33% of the districts where CIIP operates but only 2% of the union councils in which it operates. The following table presents a summary of the union councils, districts and provinces visited by the evaluators.

Provinces	Sindh					Punjab	
Districts	Tando Allahyar		Thatta			Vehari	
Union Councils	UC 4	Sheikh Moosa	Ali Behar	Kalakot	Keenjhar	UC 11	UC 12

During these site visits the team met one Road Maintenance Team (RMT) working on a road, inspected two other CIIP maintained roads, met with 3 RMT self-help groups, met individually with 3 UC secretaries and a group of 12 UC secretaries in a round-table focus group discussion, engaged with 11 ex-RMTs now running a variety of businesses – goat rearing, merchandise (karyana) stores, seed cleaning, bangle embellishment and milk collection – and observed a business development training program. The team decided not to select any personnel at District level as they were less relevant than personnel at Union Council level and time was limited. The team did ask to include one private sector participant in the sample and ENGRO Foods in Tando Allahyar District was the one selected.¹ The selection of the samples of RMT personnel they were able to see appeared to be random and were not preplanned.

3.4 Evaluation Design and Data Analysis

The design of the evaluation is based on a series of questions contained in the evaluation terms of reference centered around the evaluation categories of effectiveness, efficiency, relevance, and sustainability, the cross-cutting themes of gender equality, environmental sustainability, and governance as well as the evaluation issues of local ownership, results-based management, project design and risk management. The Evaluation Design Matrix is presented in Annex H.

The evaluators have used a number of methodologies for analyzing the data collected. They include content analyses for assessing program documents, gender analysis for assessing the compliance with the project's gender strategy, budget analysis for evaluating budget realignments, risk analysis for assessing how the project coped with changes in its operating environment and rating scales for assessing CIIP performance on its major project components.

The process of content analysis involved scanning the project's progress reports and the project monitor's two monitoring reports to look for common findings related to the performance indicators in the CIIP performance measurement framework. Gender analysis was used as a lens assessing CIIP first as a women's project and then in terms of the relationship between

¹ It was considered more important to visit union councils than district councils for two reasons. Even if under Pakistan's recentralized system of government the union councils no longer have elected councils and have virtually no programming budgets, it is at the local UC level that CIIP is being implemented. Second, again because of the recentralization of local government, CIIP's relationship with the district councils with which it interact is centered more around information sharing than joint management.

men and women on the project. The evaluator's budget analysis methodology involved assessing the reasons for and consequence of budget reallocation. And finally the evaluators used a scaling process as a way of summarizing results achievement against the outcome level performance indicators. The following shows the standards used in the scaling process and therefore how the scaling results in the report should be interpreted.

Rating	Criteria
Highly satisfactory	Meets all indicators
Satisfactory	Meets most indicators
Neither satisfactory nor unsatisfactory	Mixed results observed
Unsatisfactory	Does not meet most of the indicators
Highly unsatisfactory	Does not meet any of the indicators
Not Applicable	No rating; criterion do not apply
Median Rating Satisfactory	

When meeting with groups of either previous or current RMT participants, the evaluators employed a focus group approach to interacting with them. Using this form of group dynamic ensured that conversations focused in on exploring the women's perceptions, opinions and attitudes about their CIIP experience and on benefits that both they and their families had derived from it.

3.5 Limitations and Challenges

The evaluators faced a number of limitations and challenges in carrying out this evaluation of the Community Infrastructure Improvement Project

First, although the evaluation has been designated a formative evaluation, it is taking place with only 5 months left in its operational cycle. This means that the evaluators have had to strike a balance between trying to help its implementing partners to improve program delivery and making judgments on the overall merits of the project.

Second, the fact that the last cycles of the project's life skills training, road maintenance training and gender and rights training had already been completed prior to commencement of the evaluation meant that evaluators were not able to witness these training programs in action and have had to use secondary sources (CIIP impact assessment and monitor's reports) to assess these project activities.

Third, the fact that several significant changes in the structure and processes of CIIP related to the innovations surrounding the added private sector components took place without those changes being registered and its logic model being updated to reflect them has meant that the evaluators have had to evaluate a new project component that is without performance indicators. While there is nothing the matter with this situation *per se* and in fact highlights the adaptability of CIIP management to adjust to changed circumstances, it generates a number of challenges related to the requirements of results-based management. In the main, the evaluators have coped with this circumstance by treating the project's considerable results achievements in partnering CIIP with the private sector as unintended results.

Fourth, the fact that the CIIP progress reports and assessment studies upon which the evaluators relied did not present their data in a sex-disaggregated form, has meant that the evaluators had to do this, where it was possible, for the first time. Thus, while the evaluators have been able to note the sex disaggregation of the project's communities of interest with which it met, it is not able to present the information it is taking from secondary sources in a sex-disaggregated form.

Fifth, because the evaluator's travel schedule had them visiting districts one day at a time and had them leaving Karachi and Multan where they were headquartered for their selected districts only after sun up and returning back to base before sun down, they had to make choices about how to spend their time in the field to best advantages. They chose to spend it in on the "front line" in the field interacting with project beneficiaries and to a lesser extent with union council officials. This meant that they were not able to get time with district governments. While this did not leave a big hole in the evaluator's data collection because district government has not played a big role in the project, it does mean that the evaluators have not been able to triangulate the information that they were able to pick up on the project's performance regarding intermediate outcome 4 from various other sources with its own first hand data.

4. The Context of the Development Intervention

4.1 DFATD, Pakistan Government and Partner Policies, Objectives and Strategies

DFATD's programming in Pakistan was designed to align with the country's 2008 Poverty Reduction Strategy Paper, as endorsed by the World Bank. As a result, its 2009-2014 Country Strategy and Country Development Program Framework (CDPF) designates the stimulation of sustainable economic growth through women's economic empowerment as one of the agency's two thematic foci for the Pakistan program. More specifically, the DFATD document stipulates that programming in the area of women's economic empowerment focus on engaging all levels of Pakistani government in strengthening services and legal protections for women workers. The emphasis of this strategy is on: (i) increasing employment and self-employment opportunities for women by emphasizing skills training, policy improvement and value-chain development, and (ii) improving the access of women-led enterprises to profitable local, regional and global market opportunities.

In the division of powers within the Pakistan government context, women's affairs is a state mandate and the governments of both Sindh and Punjab have Departments of Women's Development. Their main function is to promote women's rights and gender equality. The Department of Women's Development in Sindh also has a focus on promoting the participation of women in cottage industries such as candle making, carpet weaving, cloth embroidery, ceramics, and the making of bangles and handicrafts.

In 2002, CARE International conducted a study that identified the underlying cause of poverty in Pakistan as an imbalance of power manifested through a systematic marginalization of a large percentage of Pakistani society along gender, religious, class, caste and other socio-cultural lines. Thus, when it opened its Pakistan office in 2005, its objective was to address the root causes of poverty through local partnerships aimed at: (i) bolstering civil society; (ii) strengthening the links between poor communities and local government; (iii) giving greater voice to Pakistan's poor through advocacy; and (iv) enhancing the quality of poverty reduction efforts. The office opened in June 2005. In October of that year Pakistan suffered a massive earthquake. Its epicenter was 65 miles north of Islamabad. It left 90,000 persons dead and 138,000 homeless and badly damaged 50% of the immediate region's basic infrastructure. While CARE was caught up in providing relief assistance to the earthquake victims, it continued strategizing about its more general poverty reduction objective by exploring the possibility of importing the highly successful CIDA-funded Rural Maintenance Program in Bangladesh to Pakistan.

There would appear to be a strong common purpose and programming alignment between DFATD and CARE Pakistan with regard to the promotion of women's economic empowerment. However it has to be noted that they are working in a challenging governance environment regarding achievement of their gender equality objectives. Since 2010 local government has operated without elected councils. It has been 67 years since the creation of Pakistan; 47 of those years have been under military rule. The Government of Pakistan spends 21.7% of its annual budgets on military expenditures; the Government of Canada spends approximately 7% of its annual budgets on them. The Pakistani military owns over 30% of the country's heavy

industry and 7% of its private assets.² Seventy five percent of Pakistani families are landless and this “sets the stage” for the perpetuation of bonds of patronage between landlords and local government bodies.³ On the Economist’s 2013 Quality of Life Index, Pakistan ranked 75th out of the 80 countries. On Transparency International’s 2013 Corruption Index, Pakistan ranked 127th out of 175. On the USAID-maintained CSO Sustainability Index Pakistan ranked behind Afghanistan on all 8 of the index’s indicators including on legal environment, advocacy, service provision and public image. Moreover, on the World Economic Forum’s 2013 Gender Equality Index, Pakistan ranked 141st out of the 142 countries in the index.

One of the main components of the devolved system of local government that prevailed between 2001 and 2010 was the development of a system of local government support to civil society organizations. The local government/civil society bonding created under that system no longer exists under the current recentralized local government arrangement.

While CARE has worked hard to maintain its relationships with local government both at the district and union council levels, CARE, as an outside agency, cannot lobby for internal local government structural change.

4.2 The Socio-economic Context of the Intervention

There are seven contextual factors relevant to the CIIP, a project that aims to improve the access of rural people to services in conjunction with local governments by improving the year round use of their earthen road networks, hiring maintenance teams comprised of poor women and by so doing increasing the income generating capacities of those female workers. These factors are: (i) the weakness of local government systems; (ii) the poor public access to all services, including roads; (iii) the difficult economic situation facing the country; (iv) the high levels of poverty across the country; (v) the country’s challenging economic situation; (vi) the low status of women, particularly in rural Pakistan; and (vii) the extreme environmental challenges facing the country.

The Weakness of Local Government Systems

The Local Government Ordinance of 2001 (LGO 2001) was a bold and far-reaching effort to reform governance at the local level. Its main features were elected district, tehsil and union councils, fiscal decentralization and support for community-based organizations. However by the time that CARE was into conceptualizing and then planning the CIIP, this system of devolved local government was in abeyance as it was projected to expire at the end of 2008 when the constitutional cover of central government ownership for it expired. Thus, when the provincial governments that came into power following the 2008 general elections began replacing and reassigning local government officials at district, tehsil and union council levels, the suspicion that the new government was not supportive of the idea of elected and empowered local governance was reinforced. Still, it is fair to say that, in spite of this growing uncertainty about the future of devolved local government as CIIP implementation got underway, many persons still believed that there was a chance that the “old system” of local government could be resurrected. However, in the cases of Sindh and Punjab provinces, no

² Siddiq, Ayesha. Military Inc.: Inside Pakistan’s Military Economy.(2007)

³ Talat Anwar, Saffraz K. Qureshi and Hammad Ali. Landless and Rural Poverty in Pakistan.

elections have been held to choose union councils and the networks of community based organizations that were created under the previous government system go un-funded.

In April 2010 the enactment of the 18th amendment to the Constitution devolved the power to legislate on local government matters to the provinces. Since then, subsequent supreme court decisions have forced all four provinces finally to pass local government laws. In the case of both Sindh and Punjab, their governments have opted to pass local government laws which return their systems of local government to the 1979 model which assigns only limited authority to elected local government and allows for only minimal fiscal decentralization. At present, little space exists for pushing for legislative reversal on the matter of local government modalities, and none for outsider lobbying on the matter.

As a consequence, for the period of CIIP conceptualization and implementation the structures and processes of local government have been in flux. This has negatively impacted CARE's capacity to implement the project component dealing with increasing local government and CBO support for women engaged in maintenance work and entrepreneurial activities, building local government capacities at the district, tehsil/taluka and union councils levels and promoting the effective management and monitoring of gender-responsive community-based development activities and programming. This also means that transferring the road maintenance component of CIIP (which is the entry point for the other components) to any local government body in the future will not be an option. While CARE maintains information sharing relationships with district councils where CIIP operates and has a working relationship through the good offices of AWAS-CDS with the Local Councils Association of Punjab (LCAP) which lobbies for a more devolved system of local government, these are not strong entry points for getting provincial government funds flowing to local governments for rural road maintenance or CBO support.

The Poor Access to Services including Roads

Pakistan has the world's second highest number of children out of school and the third highest level of adult illiteracy mainly because of the high numbers of uneducated and illiterate women and girls. The country's gender equality indicators are also dire with one of the highest documented gender gaps in Asia with Pakistan ranking 123 out of 148 countries. Maternal mortality rates are high (260 per 100,000 live births) and labour force participation rates for women are 23 percent (compared with 83 percent for men).⁴ The statistics are even more grim in rural areas where social and cultural obstacles to gender equality are at play.

In recent years, humanitarian disasters (earthquakes, floods and displacement of people due to militancy or army operations to stem it) have exacerbated Pakistan's economic development challenges . In this regard, monsoon flooding in 2010 and 2011 across the country added stress to the already poor conditions of Pakistan's rural infrastructure and roads, which, because they provide families with their immediate access to critical social services in the areas of education and health, are a key determinant of the standards of living of rural women and families. As well, poor road access and maintenance can limit the ability of farmers to get their farm produce to market and to post-harvest storage sites, thereby reducing their disposable incomes and contributing to the food insecurity of their families. Unfortunately district and union councils operating in Sindh and Punjab provinces under the "new system" of local government have neither the financial transfers from above or the downward accountability pressures from below

⁴ The Evaluation TORS.

to be able to or be forced to take responsibility for the maintenance of the minor earthen road systems falling under their jurisdictions.

The Difficult Economic Situation Facing the Country

Economic development in Pakistan in recent years has been very uneven, with the diversified economies of Karachi and major urban centres in the Punjab, coexisting with lesser developed areas in other parts of the country. The economy suffers from internal political disputes, a fast-growing population and mixed levels of foreign investment.

A recent escalation of food and fuel prices has contributed to a rise in poverty levels, particularly amongst women. At the same time, growing budget deficits have been limiting the GOP's capacity to invest in social infrastructure development, such as in rural earthen feeder roads, and service provision, such as in growing the country's primary health care system. Efforts by the government to reduce program inefficiencies and raise revenues are routinely met with stiff political opposition. With the country's population of approximately 190 million set to increase by almost half again within the next twenty years and with 45 percent of the country's current population under the age of 25, Pakistan needs to more than double its rate of economic growth to between six to eight percent a year to create sufficient new jobs for its people. Agriculture features prominently in Pakistan's diversified economy, with the sector providing livelihoods for 45 percent of the population. Women across Pakistan play an important role in the agricultural sector but are unable to access the assets and technologies required to develop new skills and income earning capacities. As a result their opportunities are severely limited and increasingly they are relegated to subsistence farming or working as hired or manual labourers on agricultural estates.

While the CIIP's cash for work component has been a highly efficient and effective mechanism for improving the lives of a targeted group of poor women, CARE came to understand early on in the CIIP planning and implementation processes that the emerging political context within which it was going to have to operate was shutting down any possibility that it was going to be able to transfer the costs associated with its road maintenance component over to the local government system. CARE's response to that realization was to carry on as planned in order to deliver maximum benefit to its original planned target group while at the same time beginning to explore ways in which project outcomes could be both enhanced and made more sustainable through the development of private sector linkages – in essence by expanding the project's delivery system to include an additional set of actors.

The High Levels of Poverty across the Country

According to the United Nations Human Development Report, Pakistan's human development indicators, and especially those for women, fall significantly below those of other countries with comparable levels of per capita income. Pakistan ranks 146 out of 187 countries on the Human Development Index (HDI). Although its HDI has risen it remains below the regional average with poverty being widespread. Almost one in four people (close to 39 million) live on under \$1 a day while over 60 percent of the population lives on under \$2 a day.⁵ The CIIP project addresses this livelihood's gap in a very direct way by targeting the poorest of the country's poor women.

⁵ The Evaluation TORS

The Low Status of Women particularly in Rural Pakistan,

Deeply rooted cultural and institutional constraints prevent Pakistani women from playing a fulfilling role in the development of their society. Their presence in the public sphere is often condemned under the guise of cultural and religious values, thus making their contribution outside the home difficult, if not impossible. Institutionalized violence against women in Pakistan allows domestic violence, crimes of “passion” and “honour” to go unpunished and is one of the biggest constraints to widening their role in the public domain. Women are often denied their right to education, employment, social mobility and most opportunities for personal growth and enhancement.

In Pakistan and the specific context within which the CIIP project operates, poor women face a web of disadvantages that is socially, culturally, politically and economically determined in nature and in which each of these element reinforces each other causing women’s poverty and their families poverty to be perpetuated. According to the project’s Technical Assessment and Validation of Reconstructed Earthen Roads and Culverts undertaken in 2012, 95% of women interviewed during that assessment agreed that improved roads helped their children to get to school. But more importantly the assessors also found a consensus amongst the teachers of their children that road upgrades were increasing school attendance by 10 to 15%.

The Extreme Environmental Challenges facing the Country

Pakistan is a highly disaster prone country, disasters which bring with them very high financial as well as human costs. For example, the 2005 earthquake that was centered in the Pakistan part of Kashmir is estimated to have cost the country \$5 billion and 75,000 lives. In 2010 an extreme flood inundated much of the region in CIIP’s catchment area – washing out roads, destroying homes, disrupting livelihoods and spreading water borne diseases – and for a year diverting CIIP energies to repairing some of the area’s most affected roads.

Pakistani environmental economists believe that 30 percent of the costs of environmental damages in Pakistan are related to inadequate water supply and poor sanitation and hygiene. Moreover, they understand that environment related factors cause roughly one third of all child mortality in Pakistan, the highest rate in South Asia. Thus in its own small way, the inclusion in CIIP of a training module on improved household hygiene practices is addressing one of the main environmental risks facing the country.

The Government of Pakistan allocated Rs 58.8 million for 2013 to 2014 to combating climate change in the public sector development program, down from Rs 168.1 million allocated to the climate change ministry in 2012 to 2013⁶, which serves to highlight how the government’s tight fiscal situation is affecting its capacity to deliver the services required for its growing population.

In Conclusion

Of the above six contextual factors which set the stage for CIIP implementation, three are designated cross-cutting themes in the project’s plan. They are the ones that have to do with weak local governance, the low status of women in Pakistan and extreme environmental challenges facing the country.

⁶ Environmental Degradation in Pakistan. Daily Times of Pakistan, March 3, 2014

5. Evaluation Objective and Scope

5.1 Timeframe, Budget and Geographic Areas

The contribution agreement between CIDA and CARE Canada for the CIIP was signed in May 2010. Project activities are to end by April 30, 2015 but the agreement is to remain in effect until July 2015. CIDA's contribution to the agreement was to be CAD10,000,000 and CARE Canada's contribution to be CAD250,000. In March 2011, in order to fund the maintenance of an additional 600 km of roads washed away during severe floods, the CIDA contribution to the project was increased by CAD5,090,613. The project's contribution agreement was amended a second time in October 2011, to amend the project description and the performance measurement framework but not the budget amount.

CIIP operates in 9 districts in the Sindh and Punjab provinces of Pakistan. In Sindh, it operates in the districts of Tando Allahyar, Thatta, Mirpur Kas, Shadadkot, Khotki and in Punjab it operates in the Districts of Vehari, Multan, Muzffar Gar and Rajanpur.

5.2 Expected Outcomes

The project's Logic Model is presented in Annex A of this report. What follows is a summary presentation of its ultimate, intermediate and immediate outcome statements.

Expected Outcomes	Performance Indicators
Ultimate Outcome	Improved socio-economic status of rural disadvantaged women in selected districts of Pakistan's Punjab and Sindh Provinces
Intermediate Outcomes	<ul style="list-style-type: none">• Improved year-round use of maintained rural roads by light traffic• Increased and diversified income base ⁷ for poor rural women through participation in income generating activities• Increased ability to plan and monitor gender-responsive community-based development initiatives at local government and community levels
Immediate Outcomes	<ul style="list-style-type: none">• 100 Improved rural roads and community infrastructure• 200 Increased employment opportunities for local women through participation in the maintenance of rural earthen roads and community infrastructure• 300 Improved capacity among poor rural women to start income generating activities• 400 Increased support from local government institutions and CBOs for women engaged in maintenance work and entrepreneurial activities

⁷ Note: In the TORs for the evaluation the word "opportunities" in the outcome statement has been substituted for the word "base" used in the project's LM. This has implications for the evaluation.

5.3 Components of the Intervention

As originally designed CIIP had three distinct components:

- i) An infrastructure maintenance component (@ 51%⁸ of the budget) engaging 3,750 poor and disadvantaged rural women in gainful employment and focusing on the maintenance of up to 12,000 kilometers of rural earthen roads (cutting brush and vegetation from shoulders and slide slopes, repairing potholes, etc.) and other basic community infrastructure.
- ii) A life skills and income diversification component (@ 3.2% of the budget) providing training and skills development in entrepreneurship to enable women to participate more fully in economic activities as skilled labourers or entrepreneurs.
- iii) A capacity building of local government institutions component (@ 15% of the budget) providing formal and on-the-job training to build the capacities of government bodies at the district, tehsil/taluka and union council levels to promote the effective management and monitoring of gender-responsive community-based development activities and programming.

The design of CIIP was based on three assumptions: (i) that the highly successful Rural Maintenance Program in Bangladesh could be relatively easily transferred to Pakistan, (ii) that there would be a local government system that could take ownership of the road maintenance component of the project, and (iii) that the project would not be thrown off course by unforeseen events. None of these assumptions have held which has forced CARE to make a number of adjustments to its design. As a result the project is considerably different from what was originally intended.

At the same time in 2010 that CARE was finalizing the design of the CIIP initiative and CIDA was approving its contribution, the new Pakistan government was abandoning the idea of devolved local government. To cope with this far-reaching change in the project's operating environment, the project tried setting up Provincial and District Advisory Committees but these institutional arrangements have remained weak project-government connectors. At the Union Council level, which had been stripped of program budgets as part of the recentralization process, the project's attempt to set up monitoring committees was thwarted by the fact that UC secretaries had no travel budgets and had not been made accountable for the project.

Pushed by this near collapse of the project's project-government alliance and pulled by emerging possibilities for creating opportunities to link the project's RMT enterprise program to the larger private sector venue, CIIP implementers started exploring possibilities for hooking the project up with socially conscious corporate sector actors. CARE has been able to sign administrative agreements regarding CIIP with Tameer Micro Finance Bank Limited, Telenor-EasyPaisa, ENGRO Foods and Shell Tameer.

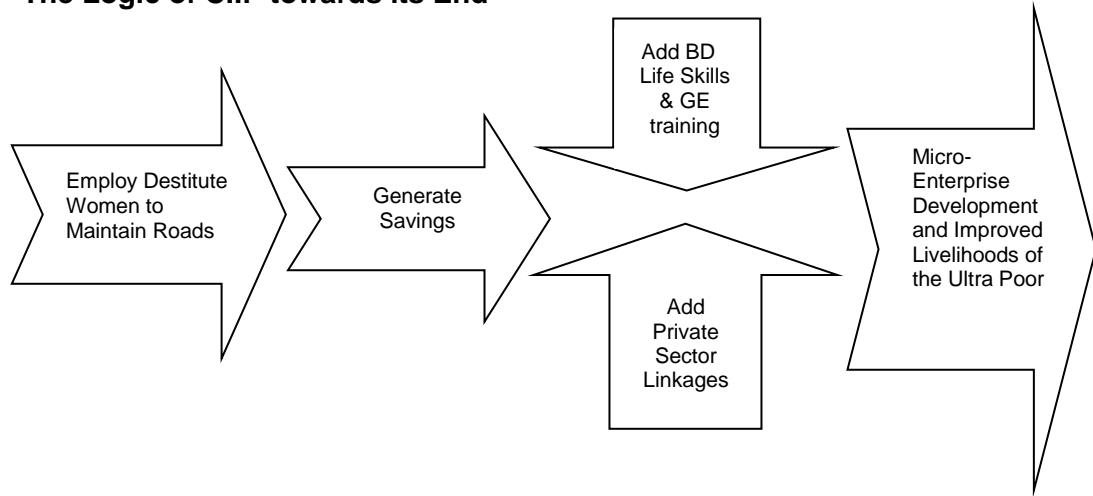
As a consequence of these unanticipated push and pull factors, CIIP is now different than originally planned. It has a component (local government component) which is seriously underperforming and a new private sector component, the outcomes from which are being treated as unintended consequences. As a result of this change in the project's scope the evaluation team has had to assess the net effects of these changes in the projects operating framework on the achievement of the project's high level impact as well as on the CIIP budget.

⁸ These percentages of the project's budget were provided to the evaluators in their evaluation TORS. They were not known to CARE nor did CARE track its expenditures against them.

As its title implies, CIIP was planned to be a community infrastructure improvement project that would, by providing poor women with an employment and saving opportunity complemented by life skills and business development training, help them improve their long-term economic livelihoods. What it has become is a micro-enterprise development project for poor women based on savings generated through road maintenance work augmented by life skills and business training and private sector linkages and support.

The following diagram attempts to capture pictorially what it has become. While the project has been able to keep UC secretaries engaged in monitoring the project's road maintenance program it has struggled to maintain working relationships with districts and early on had to abandon the idea of handing off the road maintenance component of the project to district councils. The response to this realization has been a heightened search for private sector options to link the project's target group of poor women to private sector value chains. As has already been discussed, the project implementers had to face the hard fact that the option of handing over the road maintenance financing component of the project to local government did not exist.

The Logic of CIIP towards its End



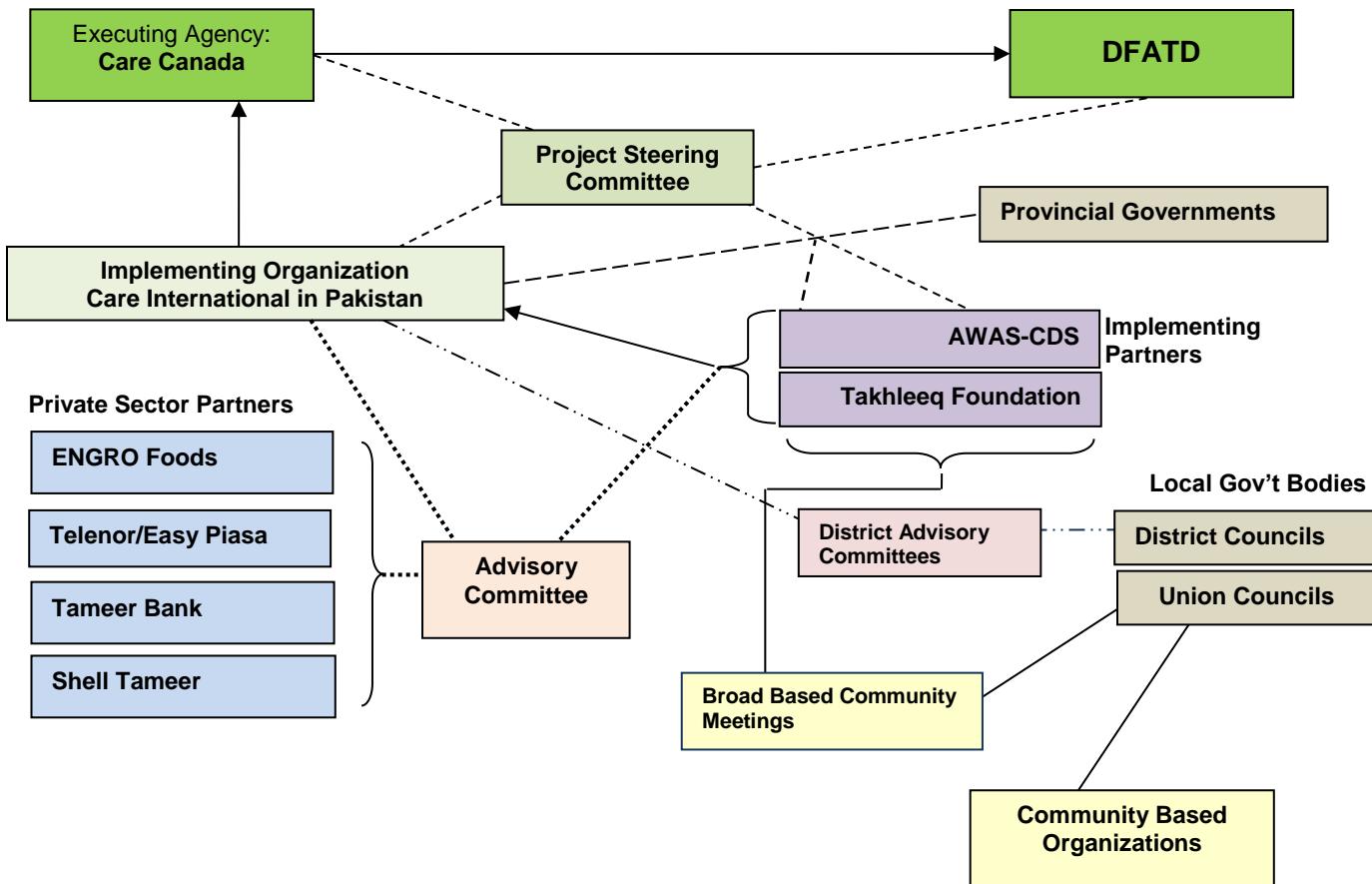
5.4 Project Stakeholders

Project stakeholders include CARE Canada which is the project executing agency. It works closely with CARE Pakistan, the Implementing Organization, to administer the project. DFATD is the sole country donor to this project. Two Pakistani NGOs, AWAZ-CDS and Takhleeq Foundation, have been contracted to be the project's implementing organizations. In the later stages of project implementation as noted above, partnership agreements have been signed with ENGRO Foods, Tameer Micro Finance Bank, Shell Tameer and Telenor/Easy Paisa to create private sector value chain linkage opportunities for the project's primary stakeholders. The primary stakeholders/beneficiaries of the CIIP intervention are the RMT participants, poor rural women, along with their family members, local government bodies and community based organizations.

5.5 Organizational Structure

The Community Infrastructure Improvement Project is delivered through a cascading set of interlocking partnerships. The following diagram presents a pictorial representation of the organizational structure of the project's organization.

The CIIP Organizational Map



The roles and responsibilities of the project's implementing partners set out in the above diagram are as follows.

CARE Canada, the project's executing agency, has overall management responsibility for CIIP operations and for ensuring that it achieves its intended results. It provides a pool of technical and managerial resources to the project in the areas of environment, health and nutrition programming, gender equality, results based management, community participation analysis, civil society strengthening and financial management and auditing. CARE Canada also serves as a conduit for providing the project with relevant resources and lessons learned from elsewhere in the CARE system. The services that CARE Canada has provided to the project include:

- Supporting the preparation of the PIP and providing a quality assurance check on all project documents (work plans, progress reports, special studies, etc.) being submitted to DFATD.

- Supporting the development and updating of project assessments, strategies and training materials: for example, the project's gender strategy, training materials for the community training and mobilization and evaluation studies; and
- Providing financial and management oversight services to the project to ensure that quality control and contractual obligations with DFATD are being met.

CARE International in Pakistan, the project's implementing organization, is responsible for the field implementation and management of the CIIP. It does this within the context of CARE's overall development strategy for its Pakistan Program which includes improving health conditions, educating communities, teaching sound financial habits to women and children, advocating for better governance and fighting poverty and defending dignity, all of which are central to the intent of the Community Infrastructure Improvement Project.

The roles and responsibilities of CARE International in Pakistan in the implementation of the CIIP are:

- Developing and implementing annual work plans and budgets in collaboration with key stakeholders;
- Preparing and submitting to CARE Canada project reports in a timely manner in accordance with the Contribution Agreement;
- Participating in project steering committee meetings and serving as its secretariat;
- Recruiting and managing all project staff;
- Procuring all project goods and services, including independent evaluation services;
- Negotiating and managing the agreements with the project's implementing partners as well as with its private sector partners; and
- Setting up and managing the project's M&E system to obtain performance information for decision-making and reporting.

CARE has chosen two Pakistani non-governmental organizations to implement The Community Infrastructure Improvement Project. These two project **Implementing Partners** are **AWAS-Centre for Development Services (AWAS-DCS)** and the **Takhleeq Foundation (TF)**. They are directly responsible for implementing the project. They work through union councils to select roads for maintenance up-grade, identify and compose the project's road maintenance teams (RMTs), facilitate the training of RMT members. As well they liaise with the project's local government stakeholder as well as with its private sector partners. They monitor the performance of the RMTs. They are members of Project Steering Committee and the project's Advisory Committees.

Since CIIP was first designed a number of additional partnership components have been added to its range of program delivery systems. One of these involves **partnering with private sector companies** with to explore the feasibility of including the project's poor women beneficiaries in their value chains. So far the project has been able to create four such partnerships with **Engro Foods, with Shell Tameer, with Tameer Bank Telnor/Easy Paisa**.

As well the project has established **District Advisory Committees** (DACs) to facilitate project liaison and cooperation with the District Councils within whose jurisdictions CIIP operates and has established a system **Broad Based Community Meetings** (BBCM) for generating community support for CIIP. And finally the project has established **Project Advisory Committees** in both Sindh and Punjab. They serve as a platform for networking the project's key stakeholders – implementing partners, governmental partners and private sector partners.

6. Findings

6.1 Presentation of Findings on Project Achievements

Findings are presented in terms of Effectiveness, Efficiency, Relevance, Sustainability and the cross-cutting themes of Gender Equality, Governance and Environmental Sustainability. Under each of these headings, the key question or questions from the Evaluation TORS and Evaluation Design Matrix are posed and the finding stated, followed by a discussion and analysis. Findings related to the project's immediate and intermediate outcomes are found under the heading of Effectiveness. In this section, the evaluators try to illustrate how the achievement of immediate outcomes has led to progress towards the achievement of associated intermediate outcomes. It should be noted that these do not line up with precision in the logic model.

Unintended outcomes arising from the private sector component which has been added to the project are discussed under the heading Unintended Outcomes. Section 5.3 above refers to these changes in the project implementation plan.

6.1.1 Effectiveness

The following analysis of CIIP results achievement is presented first in terms of its expected immediate outcomes and then in terms of the progress made towards the achievement of the intermediate outcomes. The project's Logic Model, Performance Measurement Framework (from Amendment No. 2 to the Contribution Agreement between DFATD and CARE) and the Evaluation Design Matrix are appended for reference as Annexes A, B and C.

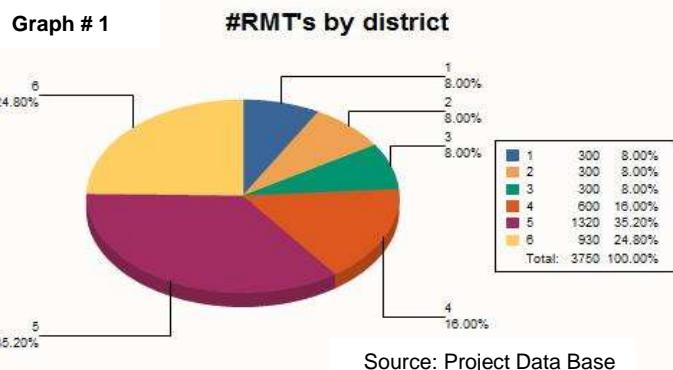
- Key Questions:**
- i) Has CIIP achieved the expected immediate outcomes and made progress toward the intermediate outcomes?
 - ii) Were there any unintended outcomes, positive or negative?

Immediate Outcome 100: Improved rural roads and community Infrastructure:

Finding:

The project is on track to achieve its rural road maintenance targets, both regarding the regular road maintenance program and the remedial road maintenance program created in response to the catastrophic 2010 floods.

Performance Rating
Highly Satisfactory ✓
Satisfactory
Neither Satisfactory nor Unsatisfactory
Unsatisfactory
Highly Unsatisfactory



Discussion and Analysis:

The CIIP Implementation Plan targeted the maintenance of up to 15,000 kilometers of earthen rural roads by employing 7,500 women as Road Maintenance Team (RMT) members over a period of four years. These targets were later changed to 12,000 Kilometers and 3,550 women At the time of this evaluation (four-fifths of the way through

the project) CIIP has completed 9,754 kilometers of road and anticipates the remaining 2,246 kilometers will be completed by the end of the project. As shown in the Graph 1 on the previous page the number of kilometers of road that have been built with CIIP financing by implementation cycle.

In addition, in terms of the length of roads maintained under the CIIP original design, one also needs to factor in the 600 kilometers of road that were reconstructed with the additional \$5 million allocated to the project to reconstruct roads in the project's targeted districts that were damaged by severe flooding that hit the Indus valley during the 2010 monsoon season. While his effort was both highly effective and appreciated, it did have the effect of diverting the project's attention away from its regular road maintenance. In the case of this "add-on" flood response to the project, local governments helped to identify the roads to be treated and MoUs were signed between district governments and the project's Implementing Partners (IP). Construction firms were engaged to rehabilitate the roads and community members were engaged to help.

All CIIP road maintenance sites are "inspected" by IP technical officers as a quality assurance procedure. The project monitor reported that he accompanied a number of them on their rounds during his first monitoring mission in October 2013 and found their inspections to be thorough and the quality of the roads being constructed to be high. The evaluation team visited two completed road projects and found them both well banked and smooth surfaced by comparison with the unmaintained roads that the team had driven over to reach the site. The evaluators made this rapid road inspection tour in the company of several Union Council secretaries, who said that they were fully satisfied with the quality of earthen road upgrade that the project was producing. The evaluation team also had a chance to have a discussion with one road maintenance team at work. There was general consensus amongst its members that the opportunity to be employed was changing their lives. They also commented that the landlords owning land adjacent to the road were highly appreciative of the quality of their reconstructed road.

In 2013 CARE commissioned a cost benefit analysis of CIIP programming through the collection of survey data from project beneficiaries. When asked how the improved access to a better transport network was improving their well-being, almost 20% of them said that maintained roads improved the ease of transportation in the area, 14% said that the roads improved access to emergency health care and 11% said that the roads improved the likelihood of their children attending school. They also said that these roads helped to cut the time they required to get to the nearest market and that they generated employment at the local level. Of the 269 RMT participants that were interviewed in the Cost Benefits Analysis (CBA), 111 reported that their children were now going to school; 152 reported that they were still out of school. Five did not answer.

What the above finding shows is that CIIP is going to meet its road maintenance targets, not only in terms of the number of kilometers maintained and the number of poor women engaged in maintaining them but also in terms of the usefulness of the maintained roads to improving community access to service. However, CIIP engineering staff estimate that the life of the road upgrades is likely to be only 4 to 6 months if maintaining them is not continued. So the question is will the pattern of improved access established by project financed road upgrades hold beyond the life of those upgrades.

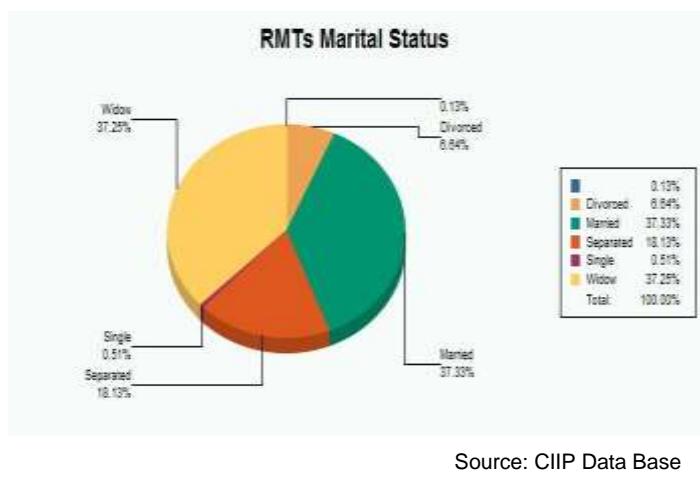
Immediate Outcome 200: Increased employment opportunities for local women through engagement in maintenance of rural earthen roads and community infrastructure.

Finding:

The project increased employment opportunities for local women by providing employment for 3550 of them on road maintenance teams. The project used the opportunity of this cash for work program to provide these 3550 women with effective training in road maintenance, basic health and gender equality human rights.

Performance Rating	
Highly Satisfactory	✓
Satisfactory	
Neither Satisfactory nor Unsatisfactory	
Unsatisfactory	
Highly Unsatisfactory	

Graph 2



Discussion and Analysis:

The 3550 RMT participants were selected by teams of persons from Union Councils, project management committees and IPs from 30 to 45 year old unemployed or underemployed women heads of households identified by the UCs as being widowed, divorced or with an incapacitated husband. The selection teams initiated the recruitment process either at broadly based community meetings or in participatory rural appraisal sessions.

The evaluation team met with 15 secretaries individually and in groups (see Annex J for the characteristics of UC secretary sample) who confirmed that the selection criteria of age and female head of household had been respected. Project statistics presented in Graph 2 confirm that the project's selection criteria for RMT participation are being adhered to.

Three main types of activity sets were used by CIIP to achieve the project's Immediate Outcome 200. They were: social mobilization campaigns, civil society engagement and road maintenance and health/hygiene training.

The social mobilization campaigns took two main forms: Broad Based Community Meetings (BBCMs) and Participatory Rural Appraisals (PRAs).

The BBCMs served two main functions: to recruit women for RMTs and to build community support for CIIP programming in general. According to CIIP 2014 Annual Report, by the end of March 2014 the project's Implementing Partners had been able to conduct 2,317 BBCMs involving 15,458 persons, 52% of whom were women. According to the project monitor who was able to attend a number of BBCMs, they were proving to be highly effective mechanisms for building community support for the project, including amongst community leaders, something that had apparently not been there at the start of project implementation. Although the evaluators were not able to observe such a meeting, they were able to discuss their utility with the union council secretaries with whom they met (see Annex J). From the perspective of the UC secretaries, the BBCMs represented one of the few opportunities that they had to connect their councils with their communities now that their resource base for undertaking small infrastructure works had been diminished by the demise of devolved local government. As well

they confirmed the project monitor's observation that the project's BBCMs had been a useful tool for promoting the idea of CIIP in general but more particularly for the idea of employing poor women to undertake road maintenance work.

Under this second CIIP component, the RMT women were given two training courses which relate to Immediate Outcome 2: the **Road for Life** training program on road maintenance and basic health and the **Steps towards a Brighter Future** on gender and human rights.

Unfortunately for the evaluators, with the project in its last road maintenance cycle, the final offerings of both courses had already been concluded which made it impossible for the evaluators to observe their delivery. However in the three focus group session that were organized for the evaluators to meet with current and past RMTs, the evaluators were told:

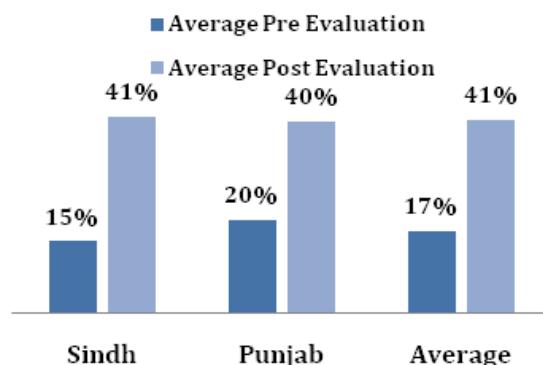
- That they "now knew about cleaning the roads and beating them to strengthen them" but that they understood that they didn't see any opportunities for continuing to make money in this area beyond CIIP because opportunities in road maintenance do not exist;
- That they had "started to practice better housekeeping practices";
- That they now "felt more confident about participating in household decision-making and were more self-confident"; and
- That "we can now write our names, count from one to ten and do a little accounting."

Interestingly, during the briefing session that the evaluators had with AWAZ-CDS they were told that of 1875 RMTs in Punjab that had received the basic health and hygiene training, 517 had built latrines in their own houses on a self help basis. In the same vein, the Cost Benefit Analysis study conducted by the project in 2013 reported that 96% of the 269 women that were interviewed reported an improvement in their health and hygiene.

As well, in terms of knowledge acquisition regarding women's rights, Graph 3 taken from the CIIP training impact evaluation shows that participants in both Sindh and Punjab were able to respond accurately to only 17% of the survey questions before taking the "road for life" human rights training while they believed before the training that household decision are only the domain of their male family members, only one out of ten respondents believed that this is the case after the CIIP training.

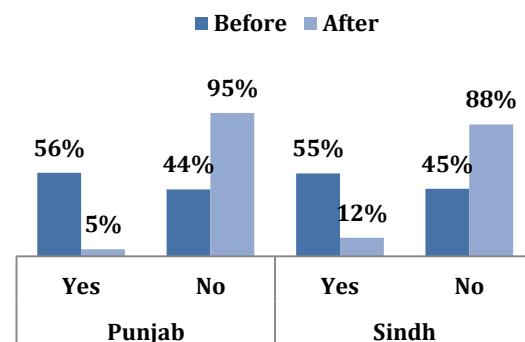
Graph 3

The gender equality and human rights training under CIIP increased the knowledge base of the 300 participants by 23%...



Graph 4

More than half of training participants indicated before the training "only men and boys should make decisions regarding household matters"...



Source: Training Impact Evaluation

This general finding on the impact of the project's rights training program was confirmed during the discussions that the evaluators had with groups of RMT members (for the composition of these RTM group meetings see Annex J) during which they told the evaluators that::

- They were using their savings to educate their daughters;
- They had exercised their right to vote in the 2013 election;
- They were using their mobile phones to do their banking;
- They felt more confident in moving out of their homes;
- They now understood that early marriages could be stopped;
- They could play a greater role in household decision making; and
- They could join women's self-help groups that provided them with some level of control over household financial planning and savings.

When asked about what they had learned from their hygiene training program they said:

- That they now appreciated how important it was to wash their hands, especially after going to the toilet;
- That they now understood that they need to bathe their children/babies every day;
- That they should have household latrines;
- That they should wash their dishes using soap; and
- That they should boil water before drinking it.

In terms of how this new knowledge has affected behaviour patterns, the evaluators learned from AWAZ-CDS:

- That all 1875 RMTers and their families voted in the 2013 election;
- That 14 of them had submitted their papers to contest local elections;
- That 88 of them have applied for inheritance rights;
- That 1117 of them claim that they play a leading role in household decision making;
- That 91 of them have participated in village level decision making; and
- That 56 of them report that they have played an important role in local dispute resolution processes.

The writers of the 2012 training impact evaluation attempted to assess "the ability to learn" of training course participants. Here is what they wrote after undertaking that assessment:

"Most participants of the group said that they had never received any training or formal education in their lives. This lack of experience, combined with the stress of poverty and their emotional and social instability, impairs the ability of rural women in the target areas to absorb knowledge through training and to work well in a team".

However, what the evaluation team found when interacting with self-help group members was that, although there was a larger variance amongst the participants in their understanding of the questions being posed, there was in fact a high level of group cohesion and a willingness amongst group members to share responsibility for coming up with collective answers. What impressed the evaluators most was the confidence displayed by the women they met with, not only in groups but at their individual places of business. According to both CARE and IP staff, what we were witnessing in this regard was very different from what we would have encountered at the beginning of the project and that an improvement in social skills amongst RMT members was one of the main achievements of the project.

With regard to empowerment of the women in the program, the AWAZ-CDS team told the evaluators that all the women in the program in Punjab had exercised their right to vote in the last election, that 88 of them had applied for their inheritance rights, that 1117 of them have reported that they were playing an increased role in household decision making, that 91 of them

are playing a role in village decision making and that 56 of them have reported having played important roles mediating family disputes.

Similarly, with regard to improved hygiene practices, the AWAZ-CDS team told the evaluation team that of the 1875 RMTs in Punjab that had received the basic health training package, 517 had built latrines in their houses on a self help basis.

The CIIP cost benefit analysis also reported that RMT participants have seen significant increases in their household decision-making powers, in their mobility and in their self esteem. Certainly the project has provided them with basic skill sets sufficient to enable them to start their own businesses, to participate in self-help savings and loan groups, to participate in a mobile banking system and for some of them to be absorbed into Shell Tameer and Engro Food value chains.

What the evaluators heard confirmed the conclusion of the project's 2012 training impact evaluation as well as the findings of the project monitor who had been able to interact with a number of IP trainers and course trainees. The direct feedback on training programs received by the evaluators was that CIIP training programs were highly appreciated, were a worthwhile add-on to the road-building employment opportunity and were having positive impacts on both the attitudinal and behavioral growth of RMT participants.

The project has tried out several methods of paying the RMTs their wages. Initially they were paid through the Tameer Bank at UC offices. When this was found to be highly inconvenient for the RMTs, Tameer Bank began using mobile vans for wage distribution. Now salaries are being paid using Telenor's Easy Paisa to make wage payments by mobile phone transfers which seems to be working well. The evaluation team also noted that the project's mostly illiterate RMT participants were using this "high tech" service in spite of their illiteracy. However, according to Tameer Bank and Telenor staff, what they still have to test is what percentage of their current CIIP customers will continue to use their services beyond the life of the project given the high carrying charges that are involved. At the moment the CIIP/Tameer Bank/Telenor/Easy Paisa arrangement is being used mainly as a pay transfer system. What has yet to be tested is whether post-road maintenance income ex-RMT members will use it as a deposit and withdrawal mechanism to run their businesses. The Tameer Bank/Telenor/Easy Paisa group understands that testing this represents the next phase in their marketing testing processes related to extending its services to the poor. Ultimately Tameer Micro Finance Bank along with Telenor and Easy Paisa are looking to expand the cell phone based banking service that they are currently providing to RMT participants beyond the project to other poor women and men in Pakistan.

This process of digitizing the project's wage payment system has also become a type of non-formal educational tool in that using it is incentivizing the project's RMT members to improve their basic numeracy skills as well as to expand their businesses.

Immediate Outcome 300: Improved Capacity among Poor Rural Women to Start Viable Income Generating Activities

Finding:

The training on business planning and operations and the value chain related training given to RMTs by the CIIP and the fact that RMT participants had savings to

Performance Rating
Highly Satisfactory ✓
Satisfactory
Neither Satisfactory nor Unsatisfactory
Unsatisfactory
Highly Unsatisfactory

invest in small businesses as a result of their employment has improved the capacity of poor rural women in Pakistan to start viable income generating activities.

Discussion and Analysis:

CIIP's target group of poor rural women in Pakistan, the RMT participants, are being successful in combining the saving that they have accumulated while doing road maintenance work and the business skills that they have learned through attending CIIP business development training session to set up a range of profit making microenterprises. This process of small scale business development is now being augmented by the private sector linkages that the project has formed both through the offering of industry specific training programs and the inclusion of selected women entrepreneurs in their value chains.

The statistics regarding numbers of CIIP trainees developing enterprise management skills are tracked in the project's progress reports. For example, the CIIP 2014 annual report shows that 527 business development training sessions of 12 days duration had been offered to 1117 RMT women. In that year the report notes that 75 CIIP business development trainers were given an enhanced training of trainers program prior to the training sessions for RMT participants and that that had resulted in improved training outcomes with pre to post test scores increasing from 20% to 43%. The report goes on to state that 93% per cent of the RMT training program participants started small businesses, with 86% of those being in group businesses and 14% of them being in individual businesses. That the group business participation rate is so high is probably an indicator of the bonding power of the road maintenance team approach. In Tando Allahyar and Thatta districts in Sindh visited by the evaluation team, the average monthly profit of the businesses set up by RMT graduates has been Rs.3,220 and 2,183 respectively. These sums are approximately half of what they were making working on the roads.

Graph 5 above presents a breakdown of the categories of businesses that are being set up by RMTs. Interestingly the small sample of ex-RMT women met by the evaluators included women in all of the sectors represented in the pie chart except services.

The team met groups of women involved in income generating activities including the embellishment of bangles, seed cleaning, milk collection, small village merchandising (karyana) shops and goat rearing for Eid. The women confirmed that their small businesses were doing well and that they were doing much better than before the project when they were only able to earn small daily wages as farm labourers. Each of them had a story to tell:

- The woman and her sister running a karyana shop were doing well financially, had become respected members of the community and her 9 year old daughter was keeping their accounts.
- The group of women running the seed cleaning business were being supported in their endeavour by a nearby farmer.
- A woman running a bangle embellishment "factory" had been supported by Shell Tameer to attend a one-day course in more advanced embellishment skills, however, she reported that she had found the one day course too short to be of much use to her.

- One women who had a job as an ENGRO Food milk collector had compensated for her lack of numeracy skills by “commandeering” her son to help her with the accounting for her job; he was, reportedly, not particularly happy with this arrangement as there was no income in it for him.
- A women who had used her RMT savings to buy a goat was waiting for Eid to sell it.

The role of the private sector partners in improving the capacity of rural poor women, the RMT participants, has been significant in the project. For example, since the signing of the CIIP-Shell Tameer 2-year partnership agreement in August 2013, an agreement which is based on cost sharing (CARE Rps. 2.78m and Shell Tameer Rps 6.5 m) and the involvement of 300 university student interns, 75 new start-up/add-on and expansion micro-enterprises have been supported through skills training in diversified sectors which have included micro lubricant shops, bangle crafting, direct sales of solar lamps and merchandise stores. While Shell Tameer has some genuine success stories to tell about ex-RMT members who have been trained by Shell Tameer, it is too early to tell on a statistical basis how well this program is going to work in the long run. So far 70 university students have been trained as intern business trainers and have been to the field to conduct business training sessions. On the basis of this first “volunteer sending experience” Shell Tameer has already come to understand some of the challenges that exist in sending upper-middle class “kids” to teach basic business skills to poor rural illiterate women *in-situ* and is already working on addressing these challenges. What is important at this stage of the process is that Shell Tameer seems highly committed to it.

A Case Study

Fatima Tendai is a widow and mother of 3 from a remote village of Thatta. Her resilient personality, sheer hard work and perseverance have helped her in changing her life around. A few years back she was struggling to make ends meet as she was working as a labourer in farms and was earning as low as Rs. 60 per day.

Currently, with the help of Shell Tameer, Fatima sells lamps in her community and her business has a high growth potential in her locality as the lamps are solar powered and hence are perfect for areas where there is no electricity. Her savings have increased to Rs.4500 per month which is a 350% increase when compared to her previous savings.

Source: Shell Tameer

The CIIP/Engro Foods partnership works both as an enterprise value chain development project and as a training project. So far under this arrangement, Engro Foods has trained 11 former RMT women workers to become village milk collectors and 11 more to join Engro’s livestock extension female workforce. The challenge for these particular workers is the high level of literacy and numeracy required for this work, capacities which they do not possess at this point.

Shell Tameer is committed under its CARE partnership agreement to including ex-RMT participants in the marketing end of its value chain as sales agents for its motor cycle lubricants and solar lamps and for acting as recycling depots for its plastic lubricant containers. The evaluators were not able to meet with any of these Shell Tameer ex-RMT agents.

The CIIP Implementing Partners have begun a process of transforming “fixed-life” RMTs into sustainable self-help groups (SHGs) in order to expand the depth and breadth of CIIP’s micro-enterprise development programming. Self Help groups in Pakistan are a long-standing form of community-based micro saving and loan facilities. In its 2014 Annual Report, CARE reported that, up to March 2014, 21 such self-help groups had been formed in Sindh and Punjab provinces. As well, CARE also reported that up to March 2014 Rs. 560,000 had been saved by these groups while Rs. 175,000 had loaned out to them to establish or expand their businesses. On top of serving as business credit facilities, many such groups have established voluntary

social funds covering the costs of members medical emergency needs. Three SHGs have joined the Engro pilot initiative and are taking part in its value chain operations.

The evaluators were able to meet with two SHGs. Both were doing well (see Annex J for details of their locations and make up) and exhibited a high level of group cohesion and loyalty. One was being facilitated by a local school teacher. Options exist for linking the SHGs to local CBOs for receiving leadership support.

The evaluators learned of another enterprise development idea resulting from the project in their meeting with Tameer Micro Finance Bank. The Bank is using its partnership with CARE to further its mission of empowering the “un-banked” by developing a product that will allow RMT women to borrow up to Rs. 10,000 (CDN 112) at a reduced interest rated to finance the start-up or expansion of their small businesses.

Immediate Outcome 400: Increased support from local government institutions and CBOs for women engaged in maintenance work and entrepreneurship activities

Finding 1:

With the central government's abandonment of the devolved system of local government that was operative when CIIP was being conceptualized, the idea of financing the road maintenance component of the project by local government has not been a possibility almost since project start-up. In this context, the project's relationship with local government has become one of cooperation where possible rather than of ownership transfer. In this regard project achievements have been modest but not totally insignificant. The project has, however, continued to make slow but steady gains in terms of engaging CBO in project implementation.

Performance Rating
Highly Satisfactory
Satisfactory
Neither Satisfactory nor Unsatisfactory
Unsatisfactory
Highly Unsatisfactory

Discussion and Analysis

The evaluation team discussed the project's relationship with local government with CIIP's headquarters staff and with AWAZ-CDS and Takhleeq Foundation staff and with a number of union council secretaries (see Annexes D and J). The evaluation team's travel schedule did not allow for time to meet with district council staff in the districts where CIIP is operating. This has left a gap in their findings regarding this fourth CIIP immediate outcome concerning which the evaluators take responsibility.

As stated in the above finding, one of the original assumptions underpinning the design of the CIIP was the supposition that the costs associated with employing women to work on road maintenance teams could be taken over by local government. This assumption carried major risks with it given that the project was being delivered through DFATD's NGO responsive mode that did not include the signing of a government-to-government MOU. The possibility of the transfer of project ownership from CARE to local government evaporated in 2010 with the demise of the empowered, elected, fiscally decentralized local government system established under the Local Government Ordinance (2001) and with the passage of laws in 2013 in Sindh and Punjab provinces devolving only limited authority and finances to local governments in the event that local elections were ever to be held.

In response to this new reality, CARE and CIIP's two Implementing Partners have worked to establish and maintain good working relationships with the provincial and relevant district

governments in Sindh and Punjab. The project's two IPs signed MOUs with the district governments in which CIIP is being operated. This proved to be particularly useful during the period that CIIP was implementing the Reconstructed Earthen Roads and Culverts in Community Infrastructure Improvement Project Scale-Up sub project in response to the 2010 catastrophic flood when local construction firms were contracted to do the road rehabilitation work. That this "add-on" component to CIIP was being implemented through a contracting regime generated an increased level of interest in the project on the part of the district governments involved.

In order to facilitate cooperation between CIIP and the project's partner provincial and district governments, the project has created both provincial and district advisory committees.

Over the life of the project 31 District Advisory Committee (DAC) meetings have been held in the project's 9 targeted districts, 15 in Punjab and 16 in Sindh. The evaluators were not able to meet with the staff of any of the districts involved in the project, however during their briefing sessions with CARE staff they were told that, while DAC meetings helped to keep lines of communication open with these government bodies, they were not proving to be very useful in terms of generating actionable cooperative programming initiatives. This observation is slightly at odds with what the evaluators heard from the two implementing partners. The executive director of the Takhleeq Foundation in particular expressed a high level of appreciation for the opportunity that CIIP was opening up for his foundation to act in a meaningful way with Sindh district governments

CARE was able to arrange an *ad hoc* meeting in Karachi for the evaluators with the Sindh Project Advisory Committee (PAC). Along with Tameer Bank and NGO representatives the PAC included the personal secretary of the Sindh Ministry for Women's Development, an indication of the high level of commitment that this ministry has shown to the CIIP initiative. Overall, however, the meeting was not particularly productive, which could be read as an indication of the PAC's low level of operational engagement in the project. Interestingly one of the meeting attendees was a representative of TPL Health Insurance, who showed considerable interest in becoming another private sector participant in the project.

The CIIP project managers try to maintain a close working relationship with the Local Councils Association of Punjab (LCAP). The LCAP was established in 2006 with support from the CIDA-funded Devolution Support Project as an association of elected local body counselors. Where once it was a representative body of elected local government personnel it now mainly functions as an outside lobby group, lobbying for representative local government. During their meeting with AWAZ-CDS staff the evaluators were briefed on the close working relationship between it and the LCAP in advocating amongst civil society groups and legislators for an early date for Union Councils and Tehsil elections.

The evaluation team met with 15 Union Council secretaries (see Annexes D and J) who were very supportive of the CIIP initiative and claimed that they watched over it very closely but all admitted that they have no means at their disposal with which to provide direct support to the project.

CARE has been searching for alternative ways to make the CIIP experiment in road work for wages and saving approach to micro-enterprise development sustainable. One of its main strategies in this regard has been the exploration of the use of private sector partnerships as a way of linking poor women to economic opportunities. CARE has signed partnerships agreements with four corporations willing to test that model (Engro Foods, Shell Tameer, Tameer Bank and Telenor).

Facing the fact of limited local government capability, CIIP is now putting more time and effort into forming direct collaborative linkages with community based organizations. In this regard It now engaging with 50 CBOs – 17 in Punjab and 33 in Sindh. The two CBO leaders that the evaluation team met in Village Fateh Muhammad Soomro in Keenjhar UC in Sindh's Thatta District, although a very small sample of CBOs in the project's focus areas, were enthusiastic about his relationship with the CIIP initiative and for the opportunity that it afforded him to advocate on behalf of disadvantaged women and to be involved in the organization of CIIPs Broad Based Community Meetings (BBCM). According to the UC secretary the large number of BBCMs which the UC has helped to organize for the project in host communities have been effective platforms not only for building support for CIIP road building and training programs but in disseminating the information about local government services available contained in the Inventory of Services that the IPs have prepared for their RMT participants and their families.

The evaluation team asked CARE for CBO-related project stories to help them assess the role CBOs play in the CIIP. These three stories illustrate that the support which CBOs can offer to CIIP is minimal and at a low level.

First Story involving the Aman Development Association

This CBO was registered in 2011. Some of its members attended a CIIP 'gender issues' training program. When one of the local tribe elders tried to marry a boy to the 14 year old daughter of an RMT member, this CBO came to her aid by organizing a meeting to put a stop to this child marriage. In the end they were successful.

Second Story involving Village Fateh Mohamad Soomro

When CIIP started its field activities in Tehsil Sejawal it had a hard time recruiting women for its road maintenance team because of typical conservative stereotyping. This CBO openly raised its voice against these opposition forces. Similarly when a landlord opposed the RMTs fetching soil from his roadside property, the CBO once again raised its voice.

CBO Sumer Taraqiat Tanzeem

When this CBO with connections to CARE and AWAZ, came to understand that the smoke and flames from a pulse factory was polluting the environment and destroying the villagers food items, the CBO met with the director of the factory who ordered a change in the direction of the flame. Now the village is safe.

CIIP produces a regularly updated directory of services to inform RMT women about government services available to them. The following table, taken from CIIP's 2014 Annual Progress Report, documents the reported district by district use being made by RMT participants of government services as a result of CIIP awareness raising efforts.

District Use of Directory of Services					
District	Health	Legal Aid	Social Welfare	CINC	Women Crisis Centre
Multan	1	4			3
Vehari		1			2
Rajinpur		1	4		1
Muzafar Garh	1				
Q. Shdad Kot	50	3	4	1	
Tando Allahyar	26	9	14	6	
Mirpur Khas					
Thatta	67		8	1	
Ghotki	10	2	1	1	
Total	155	20	31	9	6

Finding 2:

An unintended and unplanned outcome of CIIP is the capacity that the project has built in the two implementing partners.

Discussion and Analysis:

The partnership approach that CARE is following to implement CIIP has required its two implementing partners, AWAZ-CDS and the Takhleeq Foundation (TF), to build both new sectoral and managerial capacities. In this regard the executives of both organizations agree that the interesting challenge for them has been learning how to operate in the project's partnership mode, both in terms of the project's core partnership structure involving them and CARE but also in terms of the project's outreach partnerships with local government and the private sector. During the focus group sessions that the evaluators had with AWAZ-CDS and Takhleeq Foundation staff, continual reference was made to how their involvement in implementing CIIP had broadened their programming horizons and strengthened their program delivery capacities. For both IPs, their involvement in CIIP has been a continuous learning experience. With specific regard to Takhleeq Foundation, its executive director told the lead evaluator that before CIIP, TF had mainly been involved in implementing relatively small projects with a focus on political awareness and education, human rights, media democracy and electoral reform. Getting the opportunity to be part of a team charged with implementing a large multi-dimensional infrastructure and micro-enterprise development program was something new for TF and it has created a number of start-up staffing challenges. The executive director said that for him, involvement in the project had been "more than worth it" and a big step forward for TF. Similarly for AWAZ-CDS, being one of CIIP's two implementing partners has meant considerable re-staffing, moving into a new sector of programming, developing capacities to work in partnership with private sector organizations and adjusting to the continuously evolving nature of the CIIP program. Both AWAZ-CDS and TF executive directors emphasized to the evaluators that working on CIIP implementation had forced their organizations to work in a more sustained manner and had given them an opportunity to work under formal agreements with district governments, something they had never had the opportunity to do before.

Intermediate Outcome 1: Improved year-round use of maintained roads by light traffic

Finding:

The roads that CIIP has upgraded using RMT labour are improving access for people who live in adjacent communities to public services (markets, schools, health clinics, etc) demonstrating both economic and social benefits but it is unsure how long these benefits will last if the roads that have been upgraded are not maintained on a continuous basis, which at the moment seems highly unlikely.

Performance Rating
Highly Satisfactory
Satisfactory ✓
Neither Satisfactory nor Unsatisfactory
Unsatisfactory
Highly Unsatisfactory

Discussion and Analysis:

As has been discussed under Immediate Outcome 1, CARE has accumulated considerable evidence by way of its September 2013 cost benefit analysis that the road upgrade work that CIIP has financed is making a significant contribution to improving the access of people living close to these roads to various social services like education and health services as well as to local markets.

However, as discussed under Immediate Outcome 1, the life of the improved quality of the project's upgraded roads is extremely short unless the roads continue to be maintained on a regular basis. How long they remain usefully upgraded depends on a number of factors including their soil type and rainfall levels as well as usage but normally they are expected to remain in reasonably good shape for 4 to 6 months. Roads running through areas of sandy soil or in dryer areas fare less well. As well these types of earthen roads deteriorate much faster during the harvest season than during the growing season when they are subjected to continuous use by tracked farm vehicles. Flooding can be devastating to such temporary roads.

How much importance one gives to this road life factor depends on whether one sees CIIP as primarily a road maintenance project or as a cash for work cum savings generation project for kick-starting micro-enterprise development processes. This factor is highly relevant to determining CIIP costs and benefits.

Intermediate Outcome 2: Increased and diversified income base for RMT women through participation in income generating activities

Finding 1:

The fact that 95 % of RMT graduates are eventually using the savings that they have generated through road maintenance work to set up small businesses in a variety of activities is creating substantial progress towards the achievement of the CIIP's second intermediate outcome of producing future income streams for graduated RMTers.

Performance Rating	
Highly Satisfactory	✓
Satisfactory	
Neither Satisfactory nor Unsatisfactory	
Unsatisfactory	
Highly Unsatisfactory	

Discussion and Analysis:

According to the CIIP Annual Report for the period April 2013 to March 2014, of the 600 RMT workers who graduated from road work in that year, 30% were reporting having made a profit of above Rps. 6,500, 33% were reporting a profit of between Rps. 6,000 and 4,000 while 19% were reporting monthly profits below Rps. 2,000. On average, not much below the minimum wages that they were making while working on the roads. By comparison the average daily wage of a female agricultural labourer is between Rps. 50 and 100 and that for seasonal work chiefly.

If these profit margin numbers for ex-RMT members who have started small businesses are correct then they represent a high rate of return on CIIP's investment in the generation of savings capacities through road maintenance work and business development training.

Finding 2:

One of the unintended consequences of the management for change processes that the CIIP project has undergone is the opportunities it is creating for RMT members to become involved in corporate sector value chains.

Discussion and Analysis:

Forty-one ex-RMT participants have become Shell lubricant and solar lamp sales agent for Shell Tameer and 97 ex-RMT participants are active in Engro Food's dairy value chain either as milk producers, milk collectors or extension workers. RMT team members are using the Tameer Bank-Telenor/Easy Piasa cell phone based banking system. Making these CIIP-private sector

linkages work represents the culmination of a long and challenging capacity building process that has included a series of programming actions that were not foreseen in the project's original project implementation plan. They include:

- The development of a CIIP private sector engagement strategy;
- The search for possible private sector partners for CIIP;
- The development of a private sector support capacity in CARE Pakistan and in its two CIIP implementing partners; and
- An extended learning process within the project's private sector partners about how to integrate RMT members into their business models in a mutually beneficial way.

Delivering the CIIP road maintenance component has been relatively easy. Delivering CIIP's various training programs has been a more complicated task but still a comparatively straight forward one. Implementing the management for change processes that have been required to launch the project's private sector program has been a complex process requiring as it has the creation of a sense of urgency, building new partnerships, getting commitment to the vision, removing obstacles, creating win-win situations building on successes. Performance targets have been set for all four of the project's private sector initiatives. So far those targets are being met.

Discussion:

95% of the first RMT graduates report having set up small business ventures either individually or in groups and that these business ventures are providing them with income. CIIP is unique in income generation programming for poor women in that it provides a fixed minimum wage to a most disadvantaged cohort of women for their labour to maintain earthen rural roads for a two year period as a means of lifting them out of abject poverty and it forces them to save enough money during the two years to be able to establish small businesses at the end of the "cash for work" stage.

According to the CIIP Annual Report for the period April 2013 to March 2014, of the 600 RMT workers who graduated from road work in that year, 30% were reporting having made a profit of above PKRs. 6000, 33% were reporting a profit between PKRs.6000 to 4000 while 19% were reporting monthly profits below PKRs. 2000 – on average not much below the minimum wages they were making while working on the roads. By comparison the average daily wage of a female agricultural labourer is between 50 and 100 PKPs and that mostly for seasonal work.

Moreover, over the past year CIIP has been working with Shell Tameer and Engro Foods in particular to test whether the project's poor, illiterate graduates can be contracted to perform functions higher up their value chains as sales agents in the case of Shell and milk collectors in the case of Engro. While these "corporate social responsibility" initiatives are not without risk both for the women entrepreneurs and the companies involved they do present opportunities for translating these social risks into businesses. CIIP plays an intermediary role as concept instigator, relationship builder, problem solver and cost-sharing funds provider.. .

Intermediate Outcome 3: Increased ability to plan and monitor gender-responsive community-based development initiatives at local government and community level

Finding:

In the circumstance of diminished capability of local government the project has been unable to program for

Performance Rating
Highly Satisfactory
Satisfactory
Neither Satisfactory nor Unsatisfactory
Unsatisfactory
Highly Unsatisfactory

achieving any of the performance indicators for the project's third intermediate outcome: UC with road maintenance; local government plans that incorporate the need for women's participation and UCs creating programs for women. However CARE, and more particularly the project's Implementing Partners, have worked to maintain cooperative relationships with the district and union councils in CIIP focus areas, efforts that have generated small but useful results.

Discussion and Analysis:

Some of the small steps that the project's IPs have recently taken to build gender equality (GE) capacities in Union Councils include: providing gender sensitivity training to CBO staff and UC secretaries to encourage gender sensitive service delivery, linking CBOs with the SHGs that are emerging out of RMTs, encouraging UC secretaries to promote the distribution of the project produced Directory of Services that direct women in need to legal aid, women's crisis centres, health and legal aid services, organizing women's day celebrations, strengthening rights-based advocacy CBOs and training Women Development Officers and getting them involved in the project at the UC level.

Unintended Outcomes

Because the process of implementing the Community Infrastructure Improvement Project has been one of continuous learning and adaptation it has achieved a number of results that were not captured in its logic model or performance measurement framework. Some of these have been discussed in the analysis of project results achievement related to CIIP's specific outcome statements. Some are of a more general nature. Both types are summarized here.

First. project implementation has built a capacity in both CARE and the project's two implementing partners to execute a project that has required continuous learning, adaptation and renewal – first to adapt the Bangladesh RMP model of rural road maintenance programming to the Pakistani socio-political-economic context, then to adapt the project to the fact of the abandonment of the country's devolved local government system.

Second, as a response to the 2010 catastrophic flood that inundated much of the CIIP area, the project has reconstructed 600 more kilometers of rural roads than was originally planned.

Third, partly in response to the fact that turning the road maintenance portion of the project over to local government was becoming less and less probable as time went by and partly as a strategy for making the microenterprises that the project's RMT graduates have been developing with their road work savings more sustainable, CARE has developed an internal capacity to facilitate and test a number of private sector partnerships and by extension has helped build capacities in the project's private sector partners to test the feasibility of including very poor women in their value chains in a socially responsible way.

Fourth, the CARE decision to deliver CIIP through partnerships with two local NGOs, has, as they themselves have reported to the evaluators, given these organizations the opportunity to expand their programming horizons beyond the mainly advocacy work that they were doing into the area of economic development and to work in a multi-stakeholder environment with both government and private sector partners.

Fifth, CIIP is now working to facilitate a process of integrating the project's short term RMTs into the country-wide self-help group system of non-formal savings and loan institutions and even

testing the possibility of integrating them into the Tameer Bank/Telenor/Easy Paisa system of telephone banking.

Challenges to CIIP Effectiveness

While CIIP is experiencing only manageable difficulties in meeting its road maintenance and training targets, and even achieving its micro-enterprise start-up targets, the project continues to face a number of challenges related to:

- The inevitability of road deterioration after CIIP ends which is likely to lead to deterioration of community accessibility to social and market services;
- The absence of a local government system to become the ultimate local owner of the project;
- The difficulty of shifting the focus of the project's up-scaling strategy from one centered on ensuring the sustainability of the project's road maintenance program by handing responsibility for it over to local government to one of promoting enterprise development for women through private sector partnerships;
- The long-term economic viability of the project's experiments in private sector corporate social responsibility partnering in involving the poorest of poor and illiterate women in their value chains;
- The cost implications of the private sector partnership initiatives that will inevitably fail,
- The time limits imposed on a long-term complex experiment in change management that is time indeterminate;
- The difficulty in developing measurable and verifiable performance indicators for changes in RMT life styles – even in things as concrete as changes in their income levels let alone changes in their family dynamics when the phenomenon being measured are subjective, interpretive and unfolding;
- The personal rather than institutional nature of the interest that district and provincial governments have shown in the project to date. The Director of the Department of Women's Development in Sindh has shown considerable interest in the project whereas her counterpart in Punjab has not. Similarly, both CARE staff and IP staff told the evaluators that for some UC secretaries the CIIP was a real opportunity for them to be involved in delivering a community service in a situation where they had neither the mandate nor the resources to do so on their own while others used their lack of mandate and resources as an excuse for not being more involved.
- The challenges of a problem-driven iterative adaptive approach to project delivery; and
- The challenges associated with importing a project 'idea' from one social context to another and with feeding ongoing learning back into new solutions.

6.1.2 Efficiency

Key Questions: i) How economically are resources/inputs (funds, expertise, time, etc) converted to outputs?
ii) Were outcomes achieved on time and on budget? and
iii) Did CIIP local staff have adequate competencies in gender equality?

Finding 1:

CIIP's financial and technical resources are converted into outputs (target group benefits) in a cost effective and planned manner.

Performance Rating
Highly Satisfactory
Satisfactory ✓
Neither Satisfactory nor Unsatisfactory
Unsatisfactory
Highly Unsatisfactory

Finding 2:

CIIP is achieving immediate and intermediate outcomes expected of the project on time and on budget with the exception of the project component related to increasing the capacity of local government institutions and CBOs to engage in road maintenance work and women's economic empowerment activities.

Finding 3:

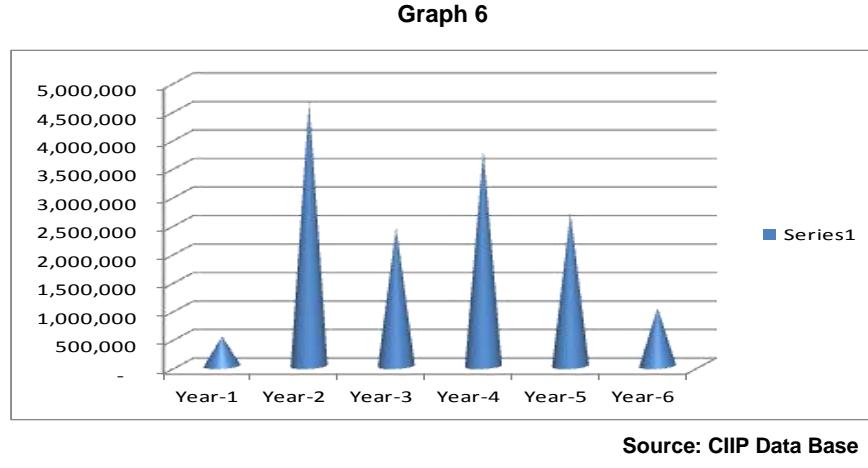
Competency in gender equality in CARE International in Pakistan resides in their Gender Equality and Advocacy Adviser and with the Field Social Organizers of the two NGOs who are the IPs. Each organization has the competence and leadership commitment to enable them to implement the project gender strategy.

Analysis:

The total value of the CIIP is CAD15,500,000 of which CAD15,250,000 is DFATD's share and CAD250,000 is CARE Canada's share. Its end date is currently scheduled for July 2015. It is currently estimated that exchange rate fluctuations over the life of the project are going to add approximately CAD1.68 million to the resources available to the project.

The history of budget reallocations is presented in Annex I of this report. It shows the percentage of project funds devoted to project administration both in Canada and the field decreasing from 19% to 17% as a result of the two budget reallocation exercises.

The graph to the right presents the CIIP



expenditure trend line which shows a small year one expenditure during project start up, a high level of expenditure during year two when the flood relief road building effort was in full swing and a peak in regular program expenditure during year four when the project had its greatest number of RMTs working on road maintenance.

The Project's Expenditure Trend Line

CIIP's 2014 Annual Work Plan shows that the project has already achieved all output and outcome targets or is within striking distance of doing so with the exception of those relating to linkages with district and union councils. As well it shows a variation of only 4% between what was budgeted and what was spent to the end of the reporting period. Also on schedule and budget are the project's four private sector linkages, which have had the effect of reducing the project's training cost by a shift to a shared cost modality. This shift of a portion of the project's training program into a private sector delivery modality subjects them to market force scrutiny where they can be assessed not only in terms of their economic benefit to their beneficiaries but also in terms of their economic benefits to their private company providers.

In 2013 the ILO undertook an comparative analysis entitled *Cash Transfer Programmes, Poverty Reduction and Empowerment of Women in Brazil, Chile, Mexico and South Africa* and found cash transfers to be an effective way of raising poor women's economic and social wellbeing. As a cash transfer project with training and enterprise development add-ons the CIIP design, it can be assumed, represents a highly effective poverty reduction mechanism.

CIIP management has undertaken a number of studies aimed at determining the costs and benefits (efficiency) of the project. They include:

- A Technical Assessment and Validation of Reconstructed Roads and Culverts,
- An Early Impact Assessment,
- A Cost Benefit Analysis (CBA),
- A Social Return on Investment Analysis,
- An Unintended benefits study; and
- An Impact of Business Education on Savings of Community Women

The cost benefit analysis concludes that CIIP training programs are translating into improvements in the social and economic betterment of RMT participants, that there is a direct link between road improvement and access to services and that the combination of appropriate training and forced savings can lead to profitable micro-enterprise investments. Likewise the projects social rate of return study shows that CIIP programming is producing a high and more than acceptable social rate of return on project investments.

The cost effectiveness ratio of costs per beneficiary is a simple measure of the efficiency of delivering a program. In the case of CIIP, that is \$10,000,000 (exclusive of the cost of the special flood related, contract-based intervention) divided by 3,750 RMT participants. That number is \$2,666 per RMT participant which might appear to be a high per unit cost. However, in order to calculate the costs and benefits deriving from that expenditure one has to subtract the imputed value of economic and social benefits of the upgraded roads and factor in the post-project income generating capacity of the RMT participants through the development of their small household businesses which seems to be running on average at about \$600 per year. These numbers do not assign a value to the knowledge acquired by RMT participants in CIIP training programs and the application of the knowledge to managing their daily lives.

CARE's decision to deliver CIIP through partnerships with two local NGOs has been both a cost saver and efficiency raiser by utilizing program delivery agents who are part of the local economy and close by to the project's geographic areas of focus.

The CIIP project monitor has likewise found that CIIP "has been quite cost effective due to the project's use of modest offices, its reasonable salary levels, the multi-tasking of its staff, its use of modest training venues and its use of RMTs as project messengers and advocates". The evaluation team agrees with this assessment. To this list it would also add the low-cost use that the project has made of its two local implementing partners for front-line delivery of project activities.

6.1.3 Relevance

Key Question: Are the results achieved relevant to the needs and priorities of poor rural women beneficiaries?

Finding:

The Community Infrastructure Improvement Project is highly relevant to development needs in that it is providing a group of destitute Pakistani women with the opportunity to work and save and receive basic life-skills and business development training to the point where they are able to establish sustainable micro-enterprises and improve the quality of their lives. In this sense it is highly relevant to a women's economic empowerment agenda. Unfortunately CARE's early assumption that responsibility for the project's road maintenance component could at some point be transferred to local government has proven to be unworkable.

Performance Rating
Highly Satisfactory ✓
Satisfactory
Neither Satisfactory nor Unsatisfactory
Unsatisfactory
Highly Unsatisfactory

Discussion and Analysis

Taken together, the three major components of CIIP (infrastructure maintenance, life skills and income diversification, capacity building of local government institutions) form a package of project inputs that are highly relevant to the socio-economic challenges facing Pakistan. As Section 4.2 above discusses more fully these are the country's weak local government system, the difficulty faced by Pakistani citizens in accessing public services, the difficult overall economic situation facing the country, the high levels of poverty prevailing throughout the country and in particular amongst its rural population, the exceptionally low status of Pakistani women and the extreme environmental challenges facing the country as a whole.

The evaluators met with four main categories of project stakeholders (excluding CARE) with whom it probed the issue of CIIP's relevance: the project's RMT beneficiaries, union council secretaries in whose jurisdiction CIIP is operating, the project's private sector partners and the project's two implementing partners.

The RMT members that the evaluators met said that their involvement in CIIP had been good for them because it had provided them with opportunities to earn a guaranteed income and to save, to be with other women like themselves, to learn new household management skills, to learn about their rights, to help their families, to learn about starting small businesses and to make them feel better about themselves. As for the union council secretaries, there was a consensus amongst the ones that the evaluators met that, in the absence of development resources of their own, CIIP was a useful development program for their communities and that, while there had been considerable resistance to the project at the beginning, it was now accepted to be part of regular community life. Among CIIP's new private sector partners, the evaluators found high levels of social commitment to and appreciation of the opportunity to work with CARE to test the profitability of including poor women in their business models. The evaluators found high levels of confidence amongst staff of the project's two IPs that the CIIP model of women's economic empowerment is working.

The ultimate outcome of CIIP to improve the socio-economic status of rural disadvantaged women in selected districts of Pakistan's Punjab and Sindh Provinces addresses the programming objectives of both CARE and DFATD for their Pakistan programs. One of DFATD's two program level objectives for its Pakistan program as enunciated in its 2009

Country Strategy is strengthening the country's long-term economic growth through support for women's empowerment by supporting skills for employment training and improving employment conditions for women. Likewise CARE's long-term vision for its Pakistan program focuses on ending poverty with dignity by empowering marginalized women to address poverty imbalances at the household, community and institutional level by engaging with partners to promote self-help and influence public opinion and practice by bringing together wisdom based on sound analysis and field practices. CIIP is also consistent with the aims, objectives and analysis of the IMF's 2003 Poverty Reduction Strategy – Accelerating Economic Growth and Reducing Poverty for Pakistan and its subsequent annual up-date papers. In the larger sphere of international development practice there is a growing understanding of both the utility and cost effectiveness of cash transfer and social fund mechanisms for reducing the poverty of poor rural women, as well as empowering them.⁹

This confluence of DFATD and CARE objectives for their Pakistan program is not surprising, based as they are on a common reading of the Pakistan condition which highlights the fact that poverty in Pakistan is characterized by a combination of economic and political power imbalances which allocate most of the country's resources to a small privileged class and by a social structure in which women are politically and socially excluded from decision-making. Gender disparity and violence against women in Pakistan is amongst the worst in the world.

6.1.4 Sustainability

- Key Questions:**
- i) What is the likelihood that results/benefits will continue after DFATD's involvement ends?
 - ii) Are sufficient financial and human resources committed to maintain benefits and results for the beneficiaries?
 - iii) Is the external environment conducive to the maintenance of the CIIP results?
 - iv) Did the project design include measures to support the sustainability of results?
 - v) How does/will CARE's private sector engagement strategy contribute to sustainability and are there incentives for continued participation?

Finding re Question i):

It is reasonable to assume that at the individual level the social and economic empowerment benefits that have accrued to the poor women who have participated in CIIP activities will be sustained in some form or other well into the future. While not using the word, the project beneficiaries that the evaluators met almost universally agree that their CIIP experience had been a transformative and lasting one for them. However, at the community level, the benefits accruing to the residents living adjacent to the roads upgraded with project funds in terms of access to services are likely to fall off rather quickly as those roads without continuous maintenance revert to their original states. At the local government level, absent increased transfer payments from the central government to local governments, one has to assume that the role that CIIP was playing, both in terms of road maintenance but also in terms of community engagement is unsustainable. The evidence for this supposition is what has already

⁹ ILO, Working Paper 4/2013, Cash transfer programs poverty reduction and empowerment of women: a comparative analysis and Ms. Joli Filmeridis (World Bank) Social Funds and Poverty Reduction: a Background Note.

happened to union council service delivery since and citizens engagement since the demise of fiscal decentralization.

Finding re Question ii):

As of now no government resources (human or financial) have been committed, or are likely to be committed, to continuing the type of financial and human resource support that CIIP has been providing to the project's primary beneficiaries beyond the life of the project. What the evaluators do know is that CARE is currently exploring the possibility of a follow-on scaled-up project aimed at continuing to grow the project's network of private sector partnerships, to expand the project's reach to include not only very poor women but women who are already employed although with very low remuneration and in exploitative industries and to find a way to continue being able to operate some sort of cash transfer system along the lines of CIIP.

Finding re Question iii):

The external environment is not conducive to the maintenance of CIIP results without continued donor support. The evaluators understand that they are making this judgment based on their general understanding of the Pakistan socio-political-economic context rather than on a summation of findings related to indicators of contextual factors.

Finding re Question iv):

The CIIP project implementation plan did not include a sustainability plan or strategy with measures to support sustainability. However, during discussions with CARE Pakistan's Country Director and the CIIP Chief of Party, the evaluators learned that even as the project was getting underway a concern was growing regarding the imminent collapse of devolved local government and the likelihood that the Bangladesh RMP model of project transfer to government would be inoperable in the Pakistan context. CARE's response up until now to this situation has been: (i) to pursue cooperative relationships with provincial, district and union council governments; (ii) to support the LCAP in its lobbying effort for a return to a more devolved form of local government; (iii) to expand its efforts to engage with district networks of community based organizations; (iv) to build private sector partnerships that draw ex-RMT women with businesses into supportive private sector value chains; (v) to make a case for "scaling up" up the project by developing an improved model of NGO-government interface.

Finding re Question v):

CARE's current private sector and community engagement strategies for CIIP activities, if successful, should contribute to sustainability by:

- a) Encouraging the transformation of the project's temporary road maintenance teams into permanent self help groups that operate community-based, informal savings and loan systems;
- b) Developing private sector partnerships that link ex-RMT with private sector value chains, either as producers or sales agents and that, in some cases, provide business development and/or micro-credit services;
- c) Expanding the project's interface with CBOs in order to build support structures for ex-RMT members with the aim of helping them to maintain the new life skills that they have developed and to advocate for their human and gender rights;
- d) Continuing to explore new private sector partnerships – for example with a private sector health insurance provider interested in developing a health insurance product appropriate to the needs of poor women and their families;
- e) Exploring ways of keeping the project's two implementing partners involved in the communities in which they have been implementing the CIIP project; and
- f) Continuing to work with Tameer bank to develop micro-credit products for women like CIIP's RMT graduates.

6.1.5 Cross-Cutting Themes

a) Gender Equality

Key Questions: i) Has the gender equality strategy/plan been implemented satisfactorily by the implementing organizations?
ii) Were requisite human and financial resources allocated to the implementation of the gender equality strategy?
iii) Did the CIIP collect and use sex-disaggregated data? If yes how effectively was it analyzed? If not, why not?
iv) Has the CIIP project contributed to the advancement of women's equal participation with men as decision-makers at the household / family and community levels, supported women and girls in the realization of their full human rights in their families and communities, reduced gender-based inequalities in access to the resources and benefits of development, reduced gender-based inequalities in control over the resources and benefits of development, led local governments and CBOs to increase their support of gender equality in community based-development initiatives?

Finding:

The CIIP is a gender specific project targeted at the poorest and most disadvantaged section of Pakistani society, poor rural women who are heads of households and the gender strategy of the project was integrated into all aspects of the implementation by the staff of the project's two implementing partners.

Discussion and Analysis related to question i)

The main argument in the gender strategy that CARE prepared for inclusion in the CIIP project implementation plan was that "all gender domains and factors influencing rural poor women (before and after project implementation) have to be considered and strategies for effective mitigation have to be foreseen and planned". To implement this 'plan of action' the CIIP PIP contained a list of gender equality challenges with matching mitigating strategies based on a gender analysis in the proposed project areas. The main points that emerged from that gender analysis exercise were:

- That the project's two implementing partners had a good conceptual understanding of gender equality issues and programming in the Pakistani context;
- That poor women heads of households have extraordinary household responsibilities which will not go away when they are working on road maintenance;
- That such women and their families under access available social services; and
- That gender mainstreaming in CIIP will require integrating gender considerations across all four components of the project.

Like the persons who undertook the project's initial gender analysis, the evaluators were also constrained by time and exposure and therefore had to rely on probing gender issues as part of general stakeholder and beneficiary interviews and on scanning project progress reports and independent assessments for attention to gender equality issues.

Given the difficulties of changing gender norms and values in closed rural communities, CIIP's road maintenance 'entry point' into women's empowerment in rural Pakistan has been successful. Initial resistance to the idea by the target populations of poor women, by their families and by their communities, including the power holders in their communities, was overcome fairly quickly by the efforts of the CIIP project to explain to the men and women of the communities the purpose of CIIP. The sense of 'sisterhood' generated by participation in road maintenance teams has proven to be empowering for the participants. The project's training programs in road maintenance, life skills, human rights and business development, although at a very basic level, have been empowering and have caused positive changes for the women in household dynamics. CIIP'S objective of getting RMT graduates involved in post-employment small business ventures is beginning to show positive results as measured by revenues generated, early stated profitability, diversity of types, and the mix of individual versus group business ventures

The project has data that shows that RMT women and their families are starting to make more use of public services – health clinics and schools. The project has helped to connect the project's poor women participants to a world beyond their communities through mobile phone use and through opportunities to connect with large national and multi-national businesses such Engro Foods, Tameer Bank, Shell Tameer and Telenor/Easy Paisa.

A Story of CBO Engagement

The Village Fatah Mohamad Soomro CBO was formed in 2005 by Mr. Mohammd Aslam Soomoro in the village of Tehsel Sejawal.

When CIIP started operation in this area it faced considerable community resistance to the "idea" of women working on road maintenance teams. Fortuitously this CBO broke down that resistance by challenging the stereotyping of women's role in society.

And again when local landlords adjacent to roads that women were working raised concerns about their "soil fetching" the CBO was able to meet the director of a local factory and win support for the project.

Source: CARE

Discussion related to questions ii) and iii):

The CIIP team in CARE International in Pakistan implementing the gender strategy of CIIP is advised by their Gender Equity and Advocacy Advisor. In AWAZ-CDS and the Takhleeq Foundation, CARE's two implementing partners, have appointed Field Social Organizers who are responsible for facilitating the gender equality dimensions of CIIP.

CIIP is a gender specific project chosen by DFATD as a response to a gender analysis of their country programming needs and in recognition of the importance of advancing the equality of women in Pakistan. The project does not disaggregate its information on RMT participation because they are all women. All of the UC secretaries that the evaluation team met were men. It is likely that the project's data base does not disaggregate project statistics by sex because the project's target group is made up only of women. All of the project beneficiaries that the evaluation team met with were women therefore. All of the Union Council secretaries that it met with were men. The evaluators were not able to meet with any of the project trainers and did not gather information on the composition of this group of project participants.

Discussion related to question iv):

The reading of project documentation and the evaluation team's meetings and focus group sessions with the ex-RMTs and self help groups (see Annexes D and J) did give the team some insights into the transformative power of the CIIP's approach to poor women's economic

development, but they did not have enough exposure to the project's target group to assess the degree to which the project has contributed to advancing the equal participation of women with men as decision-makers at the household/family and community levels or the other parts of this question but can say that the CIIP project incorporates all the elements listed and the project implementers were mindful of their importance.

b) Governance

Key Question: Has the intervention achieved results in governance at the local level?

Finding:

The project has not been able to achieve its planned governance related capacity development objectives at the local government level as a result of the roll back of the devolved system of local government under President Parvez Musharraf between 2001 and 2008.

Discussion and Analysis:

CIIP was conceptualized and classified as a women's economic empowerment project but it was seen as a governance project as well and included a component aimed at "increasing support from local government institutions and CBOs for women engaged in maintenance work and entrepreneurial activities". That local government support as an idea "died" before project implementation really got under way, does not diminish the value of looking at the results it is achieving and the way it is performing through a governance lens. The project monitor noted these points regarding this in one of his reports:

- Union councils have been involved to the best of their abilities (without elected councils and with no financial resources) in the selection of the roads to be maintained and women to be RMT members.
- Project information has been shared with district government through periodic district advisory committee meetings – 15 in Punjab districts and 16 in Sindh districts.
- The project has developed a loose partnership with the Local Councils Association of Punjab, an NGO lobby group for devolved local government.
- Increasingly the project has been trying to involve CBOs in the project and to solicit their support for helping with the formation of self-help groups.
- The project's efforts to increase RMT member access to government services both through the upgrade of access roads or through making RMT participants aware of their 'right' to access those services are showing positive results.
- CARE's efforts to draw the private sector into the project's circle of actors in order to test the feasibility of their extending their reach to include the poorest of the poor as suppliers or agents can be viewed as an effort to tap into corporate good governance motivations.

The final point from the monitor gives rise to some questions surrounding the corporate social responsibility focus. To what extent is CIIP being driven to partner with private sector players who wish to have a corporate social responsibility program necessitated by the fact of weak local government? What social problems is the new programming aimed at addressing? To what extent is the exercise of a corporate social responsibility commitment a good governance act? What are the ethical, legal and philanthropic underpinnings of corporate social responsibility actions?

c) Environmental Stewardship

- Key Questions:**
- i) Were an environmental assessment, environmental strategy/plan developed and implemented by co-operation partners during the CIIP?
 - ii) Were identified environmental mitigation and enhancement measures implemented?
 - iii) If so, were they effective in preventing negative environmental impacts and improving environmental management?
 - iv) Has the investment results in environmental sustainability?

Finding:

The CIIP project implementation team put in place appropriate measures to deal with environmental damage which might occur from their road maintenance work.

Discussion and Analysis:

The low environmental impact of maintaining rural roads as opposed to building rural roads meant that CIIP did not trigger the need for compliance with the Canadian Environmental Assessment Act (CEAA). The project developed its own environmental impact mitigation plan based on CARE's Environmental Mainstreaming Handbook and CARE's Community Vulnerability and Capacity Assessment Handbook (CVCA) and CARE's Community Based Adaptation Toolkit (CBA). Each programming year, following the selection of the projects to be maintained, CARE technical staff and IP staff trained by CARE in Environmental Impact Assessment conduct environmental assessments of the selected roads and develop mitigation plans. The implementation of these plans is monitored on a semi-annual basis. According to the project's 2014 annual report a total of 3,694 monitoring visits were conducted across 100 UCs in the 2013-2014 year. The evaluation team visited three of them and to its layman's eye found them to be causing minimal to no environmental impacts. The evaluation team also reviewed one environmental assessment and one monitoring mission report and found them to be of a high standard.

6.2 Presentation of Findings on Project Performance

Findings are presented below in terms of the Evaluation Issues of Ownership and Results-Based Management, Design, Risk Management and Additional Issues.

a) Local Ownership

- Key Questions:**
- i) Are the project's primary stakeholders (poor rural women, their families and local governments) committed to CIIP?
 - ii) Did the poor rural women targeted by the project receive the appropriate training and skills development over the duration of the project to be able to participate more fully in household economic activities?
 - iii) Did the male members of the families play key roles in the success of the project?
 - iv) Are the local government bodies committed to CIIP? If not, why not?

Findings:

Once selected RMT members become highly committed both to CIIP's objectives but more importantly to their RMT groups. Union Secretaries are committed to the project to the extent that they are committed to their jobs given their sense of disempowerment under the current system of recentralized local government.

Discussion and Analysis:

Being a CARE designed and delivered project in the DFATD responsive mode, CIIP does not have a Pakistani owner-partner. The MOUs that the project's implementing partners have signed with district governments commit both parties to mutually beneficial cooperation but do not imply any sense of district government ownership of CIIP. The project's two Provincial Advisory Committees on which the two provincial governments have representation have been weak institutions. The evaluator attended an *ad hoc* meeting of the Sindh PAC at which there was open and frank exchange of information but no evidence of a sense of local ownership of the project.

However the concept of project ownership at the beneficiary end of the CIIP structure is much different. In both the focus groups and one-on-one meetings, the evaluation team's line of questioning about the derived benefits from participation in CIIP programming inevitably elicited expressions of appreciation from the RMT participants for the project. This positive beneficiary feedback is substantiated by project data that shows low dropout rates and high attendance rates for project activities. As well the extremely high rate (95%) with which project beneficiaries use the forced savings from their road maintenance work to make business investments also represents evidence of a strong commitment by RMT participants to the CIIP objective of women's economic empowerment. The evaluators specifically asked the women that it met in the three focus group meetings that were organized for it how supportive their families were of their participation in the CIIP programming and in all three cases the answer was that their families were very supportive. .

In the focus group and individual meetings with union council secretaries (see Annexes D and J) the evaluation team heard a high level of commitment to the project and also a high level of grievance concerning their lack of resources under the current centralized system of local government to be involved in a more meaningful way. In this context the UC secretary commitment is more dependent on personal inclination than on a prescribed mandate.

b) Results-based Management

Key Question: i) Do the content of the Logic Model and the Performance Measurement Framework follow DFATD's guidelines for Results Based Management?

Findings:

CIIP is fully compliant with best practices in results-based management. On top of this CARE is continuously subjecting the project to outside assessments and evaluations including a training impact evaluation, an impact of business education of savings of community women, a cost benefit analysis, an analysis of unintended benefits, an early impact assessment of CIIP and a social return on investment study. The results of these reviews are used by CARE to feed into the project data base and to make project adjustment decisions. There is time before the end of

the project for it to undertake a cost benefit analysis of CIIP's foray into private sector partnering. The evaluators note that, although CIIP programming modalities are continuously being adjusted to cope with changed project circumstances or learning from experience, no one has not seen fit to change its PMF to incorporate these changes which means that a considerable portion of what the project is achieving has to be considered as unintended consequences because it does not relate to an approved performance indicator.

Discussion and Analysis:

CARE uses all of the tools of results based management – a logic model, a performance measurement framework, a work breakdown structure, annual work plans and reports, an M&E plan, cross-cutting theme strategies and a stakeholder communication strategy – which the project management team uses on a quarterly basis to assess achievements and challenges against planned activities and results achievement targets. Project progress reports are based to a considerable extent on performance data that the IPs are collecting on a regular basis and is being fed into the project's data management system which the project's M&E specialist is managing. On top of this CIIP now has as an external monitor appointed by DFATD. The evaluation team met with him twice when passing through Lahore. He is aware of a number of changes that project management has made to project delivery protocols based on his recommendations. The evaluation team has reviewed all of the project's annual work plans and reports and found them to be of a high standard.

The results-based management problem for CIIP is that its prescriptive cause and effect approach has been a constraint on the project's need to manage for change. Thus while performance indicators in the project's PMF were changed once, when the project's contribution was amended a second time, the indicator regarding CIIP's fourth component relating to the objective of strengthening local government was made more tentative and did not capture all that the project was beginning to do in the area of alternative private sector partnering.

Because CIIP has been required to make a number of programming adaptations to its original design, first to adjust the Bangladesh RMP prototype to the Pakistani context, then to counter the overturn of the Pakistani system of devolved local government, then to respond to the devastation wrought by the 2010 flood and finally to embark on a search for a private sector supported sustainability option, CIIP has had to develop a high level of programming resilience. For example it had to adjust the rollout of its regular road maintenance programming to accommodate its flood response scale-up project. It has sought to gear up a private sector partnership program at least in part as a possible way to fill the project's sustainability gap resulting from the fact that handing over the project's road maintenance program to government no longer seems to be an option.

Whether CIIP management should have been amending its PMF to capture these changes in project intent and scope rather than simply noting the changes in project steering committee meeting minutes, is debatable. Nowhere, however have the project evaluators been able to find a definitive statement with performance indicators for the project's "new" private sector partnership initiative.

CIIP's M&E system is compliant with 'best practices' in results-based management. The project monitors made the following observations on the project's RBM environment:

1. It has a satisfactory LM and PMF.
2. It has an M&E specialist on staff who manages project's monitoring and evaluation processes.

3. It undertook a baseline survey of the socio-economic conditions of its target population.
4. It has a data collection and management system that allows it to report on project results achievement against project performance indicators.
5. It has developed a reasonably robust data collection and storage system based on those indicators.
6. It has undertaken a number of special studies to probe the meaning of this data in more depth; and
7. It uses decision making processes that are based on imagining what might be rather than defining what is wrong as in exploring how an add-on private sector partnership program might work as opposed to dwelling on the fact that the hand over the project's road maintenance project is not going to work.

c) Project Design

Key Questions: i) How was the CIIP designed?
ii) Was it well designed?

Findings:

The design of the CIIP was primarily based on the design of the successful CIDA-funded Rural Maintenance Program (RMP) – a proven model for poverty alleviation and the economic empowerment of rural disadvantaged women in Bangladesh. The program had continued for over 20 years in Bangladesh and helped over 200,000 rural destitute women to move out of hardcore poverty and lead decent lives as self-employed women. Before being tried in Pakistan, it had been replicated in Afghanistan, Cambodia, Zambia, India and East Timor.

Discussion

The transference of the Bangladesh RMP to Pakistan was at best an attempt to export a successful model of poverty reduction programming from one place to another within an international institutional structure; at worst it was an attempt to export a prescribed poverty reduction strategy to a time and place where it was not totally applicable. According to CIIP management, even before CIIP implementation was fully underway, it was already coming to understand that one of the key assumptions underpinning the project design – that its road maintenance component could ultimately turn over to government – was becoming increasingly improbable. However at that point in time, CIIP management's main focus was on ramping up its add-on Reconstructed Earthen Roads and Culverts in Community Improvement Project-Scale Up.

Putting aside the issue of appropriateness of the Bangladesh RMP model to the Pakistan context, the structure of the CIIP design was generally compliant with DFATD guidelines for project implementation planning. The logic model developed for it was logical and appropriate and the performance indicators developed to measure progress towards expected results were well crafted.¹⁰ What could not be anticipated at the time of project design was the extent to which assumptions about the project's operating environment were going to change and the extent to which the project was going to have to change to meet changing circumstances.

¹⁰ Note: The standards used for making this judgment were DFATD's online "Results-Based Management Tool at CIDA: A How-to Guide"

CIIP was designed to have a three-tiered project implementation structure with CARE Canada being the overall manager of the project, CARE International in Pakistan being responsible for managing the project in the field and two Pakistani Implementing Partners being responsible for directly implementing the project at ground level. The CARE Canada – CARE International arrangement is the standard CARE program delivery system which has both strengths and weaknesses. The sub-contracting of the two Pakistani NGOs to actually deliver the program takes advantage of their long-standing programming presence in Sindh and Punjab. The relationship among all four, built on a collective method of project decision making, has been both synergistic and complementary of partner strengths and weaknesses. What CARE brought to the project were its international experience in project management and more specifically in managing CIDA/DFATD projects while its weaknesses were its relatively recent arrival in Pakistan. What AWAZ-CDS and the Takhleeq Foundation brought to the project was a combined 40 years of experience of project implementation in Pakistan.

As originally designed the CIIP was to be a 4-year project. In 2010 its programming life was extended for an additional year in order to accommodate a flood response component. Such a short time for CIIP might have been appropriate to a design and deliver project with a presumed partner ready to own at least its road maintenance activity. However it is proving to be too short a time frame for continuing to explore a revised model for addressing the economic empowerment needs of poor Pakistani women that takes into account Pakistan's changing governance realities. In this regard, CARE and CIIP management are currently engaged in a process of trying to define what they call a scaled up version of CIIP that might include the creation of a strategic compact between the government, donors and non-governmental organizations, growing its private sector partnership, redefining its target group to include women who are already employed but are in highly exploitative job situations, exploring the possibility of an expanded donor support base and trying to find a way to continue delivering its complement of life skills and business education programming.

b) Risk Management

Key Questions: i) Are there systems in place to monitor, report and manage risks potentially impacting on the CIIP?
ii) Were these systems used?
iii) Were these systems effective, if used?
iv) Were options/alternatives put in place facilitate the management of CIIP risks?

Finding 1:

The project's risk management strategy did not encompass risks beyond those related to security issues. CARE Pakistan has a highly regimented and effective security management system. Project management continuously monitors project assumptions, contextual changes and risks associated with project implementation, but does not use a risk register and reporting system.

Discussion and Analysis:

Following a thorough review of the risk management strategy in the CIIP PIP that involved comparing risks identified with risks encountered, the evaluators found that only security risks were identified and deemed to warrant the development of a risk mitigation strategy. While issues related to security and Pakistan's status as a border-line fragile state have impacted CIIP

programming (and affected this evaluation), other project vulnerabilities could have been given more attention in the PIP's risk management strategy. They include: (i) fundamentalist socio-cultural constraints on the status of women; (ii) the entrenched inequalities in rural Pakistani society; (iii) weak national and local governance institutions; and (iv) the scattered and far flung nature of project sites in terms of both district and union council jurisdictions.

Finding 2:

The project has not yet studied the risks associated with its new partnering arrangements with private sector companies.

While partnering CIIP with private sector entities creates opportunities to link the project's poor women into private sector value chains, it also carries several risks with it. First, a possibility exists that it could throw the project's micro-entrepreneurs into a banking system that has higher service charges than their small businesses are able to afford. And second, as the project explores the option of expanding the reach of its private sector partnering to include industries already employing women at minimum wage great care will have to be taken to avoid industries that are notoriously exploitative. Inside every potential private sector partnership are unintended consequences that could require risk management. For example the possibility to borrow by persons with low debt management skills carries certain risks with it as does getting involved in a value chain which proves to be financially unprofitable. Or in a follow-on phase to CIIP, CARE is contemplating working with women who are already employed but in exploitative industries which would certainly generate risks.

c) Additional Issues

The terms of reference for this evaluation asked the evaluators to look at three additional issues. They were: (i) the strengths and weaknesses of the post-flood cash for work component of the project; (ii) the pattern of overhead expenses on the project; and (iii) the nature of the private sector engagement.

Issue 1: The Strengths and Weaknesses of the Post-flood, Cash for Work Component

Question: A key intervention of this initiative was the post-flood cash-for-work component/ What were its strengths and weaknesses.

Because of scheduling constraints, the evaluation team had no opportunity to visit any of the post-flood project sites or to meet with any of the district officials, communities or contractors that were involved in it. The evaluators have read the assessment report on this add-on project prepared by Green Management which finds a mix level of involvement on the part of UC secretaries in the project. That report also makes 8 recommendations for improving the management of the road maintenance component of the project going forward. It would be interesting to know how many of them have been followed up on.

Issue 2: The Pattern of Overhead Expenses

Question: Have CARE's overhead expenses increased over the implementation of the project?

Overhead expenses are calculated to be 12% of total direct operational costs and so follow the pattern of direct project expenditures. That pattern has been as follows.

Budget Line Item	Year 1 Expenses	Year 2 Expenses	Year 3 Expenses	Year 4 Expenses
Total Direct Expenses	469,242	4,129,287	2,178,583	3,391,285
Total Overhead Charges	57,509	495,514	261,430	406,954

Based on the CIIP financial report for the period ended June 30,2014

The question therefore is not whether overhead charges have been increasing over time, but whether they should be calculated as a percentage of direct expenditures when they do not necessarily follow the pattern of those expenditures. On average they are \$300,000 per year. The total contribution of CARE to the project is to be \$250,000. Management costs on a bilateral private sector executed project run around 20%

Issue 3: The Nature of the Private Sector Engagement

Question: A key component of this project was private sector engagement. How did CARE engage the private sector partners? Was it a true partnership and a win-win situation?

Finding:

Working out a private sector cooperative arrangement that is of mutual benefit to both parties can be time consuming. However of the four linkages that CARE has been able to conclude three of them – the one with Shell Tameer, the one with Tameer Bank and the one with Telenor-Easy Paisa -- are considered by both sides to be working very well. However, regarding the one with ENGRO Foods, although it is on target to meeting its training commitments and the number of ex-RTM it has been able to employ as milk collectors and extension workers and to bring milk producers into its milk supply chain the company still has concerns about the cost and benefit of using illiterate women as milk collectors.

Discussion and Analysis:

As reported above, the evaluation team met with all four of the CIIP's current corporate sector partners and attended an *ad hoc* meeting of the Sindh Project Advisory Committee at which two of those partners, SHELL Tameer and Tameer Bank, were present. Also present at the meeting was a representative of TPL Direct Insurance which is seriously considering the possibility becoming a member of the CARE private sector family.

The evaluation team has conducted a content analysis of selected CIIP-related public relations releases of the private sector partners, SHELL Tameer has produced a concept paper on Capacity Building and Business Facilitation of Sustainable Micro-enterprise and placed a series of stories about CARE/SHELL women and their successful business ventures. Telenor recently completed an early assessment of its program with CARE regarding the extension of its telephone banking services to RMT members which it has circulated widely. ENGRO Foods latest annual report contains a corporate social responsibility section which features its CARE CIIP partnership experience. For these companies, their motivation is twofold – to test the potential of extending the reach of their businesses to the very poor and build reputational advantage through showcasing their corporate social responsibility programming. .

In order to illustrate the potential of the project's private sector initiatives, here are excerpts from the evaluators notes of its meeting with SHELL Tameer.

SHELL Meeting Notes

- Objective: Train 1,000 RMT in micro-enterprise development
 - Start-up or expand 300 enterprise
 - Involve women in non-traditional business - retailing solar lamps and running lubricant shops
- Role of Shell - trainer of trainers, market research and links, test business development possibilities – crushing plants, motorcycle tune up shops
- 36 Participants for TF and AWAS-CDS
- 75 new business start-ups
- Trained 75 university students to be business mentors
- Fatima Tendai – before was making Rps. 60 per day as farm labour; now she sells solar lamps and her savings have increased to Rps. 4,500 per month

Here is a summary of the findings that Telenor/Easy Paisa shared with the evaluators when they met with their marketing team.

Excerpts from Easy-Paisa Linkage Review

- Half RMT women report they can use phones themselves
- Average distance of women to easy paisa is 9k - spend 24 rupees
- Phone is time saver – much better than van payment
- 35% of women willing to act as sales agents
- 37% very positive about phone use

According to CARE and AWAZ-CDS and the Takheeq Foundation, whose staff are the front-line facilitators of CIIP's private sector initiatives, all four of the project's current private sector linkages are providing valuable private sector linkages for a cross-section of RMT graduates which serve to augment the project's core business development program.

7. Conclusions

The conclusions of the evaluators regarding CIIP implementation are based on their analysis of the context in which CIIP has been operating, their findings concerning what CIIP has accomplished with regard to effectiveness, efficiency, sustainability, relevance, cross-cutting themes, and performance factors regarding how well CARE has managed the project.

Context

Regardless of whether Pakistan is considered to be a fragile state or not, its geo-political and socio-cultural context makes it a difficult place in which to find solutions to structural poverty, to find ways to sustain NGO/government engagement and to promote women's economic empowerment. (See context findings: pages 16-20). CARE has exhibited considerable resilience and¹¹ acumen in coping with the contextual challenges with which CIIP has had to contend.

Effectiveness

The results that CIIP has achieved over the past four years have been substantial. The project is on track to meet the road maintenance targets. The income and saving opportunities plus the life skills and business development training that the CIIP has provided to its 3,750 targeted road maintenance team (RMT) workers has allowed them to start micro-enterprises and to improve their economic and social well being. The roads that the project's RMTs have upgraded are improving the accessibility of the adjacent population to access community social services and markets. However, because there is no local government capacity to continue to maintain these roads on an ongoing basis they are going to fall into disrepair and cause the improved access to services that they have brought to their nearby communities to fall away. On the other hand, CARE has been able to engineer a number of private sector partnerships outside of the original CIIP project design which are now in the early stages of creating useful value chain linkages for the project's RMT graduates. (See findings re effectiveness: pages 25 to 43)

Efficiency

The CIIP model of women's economic empowering based on cash for work plus life skills and business development training is proving to be an efficient way to improve the economic and social well being of the project's targeted poor rural women. However from this efficiency rating one has to subtract the cost of upgrading rural access roads which are going to fall into disrepair in the future without continuous maintenance. On the other hand, if CIIP's private sector partnership programming proves to be a useful tool for enhancing the profitably of a significant number of the businesses started by RMT graduates then the cost benefit ratio of the project could become more positive. (See finding re efficiency: pages: 41-43)

Relevance

The CIIP project has proven to be highly relevant to meeting the economic and social empowerment needs of the poorest of poor Pakistani women as well as to implementing the women's economic empowerment strategies of both CARE and DFATD. (See the finding re relevance: pages: 43-44)

¹¹ OECD. Guidelines for Resilience Systems Analysis. 2014.

Sustainability

The sustainability of the changes that CIIP programming has triggered in the lives of the women who are its beneficiaries will vary depending on their personal circumstances. Some of their businesses will succeed and some will not. However a higher percentage of them are likely to succeed as a result of the linkages that the project is making for them with self-help micro savingsand loan groups and with private sector value chains. As well, there is a good chance that the capacities that CIIP has built in its two implementing partners in women's economic empowerment programming and in its four private sector partner's in including poor women in their value chains will be sustainable.(See the finding re sustainability: pages pp. 44-46).

Cross-cutting Themes

As a gender specific women's economic empowerment project, CIIP has focused not only on providing its female participants with income generation opportunities but also on empowering them in their families and their communities (See the finding re cross-cutting themes: pages 46 - 49)

Performance Factors

While CIIP has been able to maintain generally positive relationships with local government, the fact that the project's road maintenance program has not had a government partner prepared to assume ownership of it going forward has been a challenge for the project right from its inception.

CARE's RBM system for CIIP is compliant with best practices in results-based management. However because the scope of the project has changed considerably along the way since its start-up, with the opportunity to strengthen local government falling away and with the chance to form private sector partnerships opening up, it would have made it easier for project management to capture project results achievement in an RBM mode if the project's performance indicators in its PMF had been updated to reflect this reality. Failing this, CARE has augmented its RBM system with a system of periodic issue-specific assessments and reviews which it has used not only to manage CIIP for change but to inform adjustments in the project's delivery model.

8. Recommendations

The purpose of the following recommendations, which flow out of the evaluator's assessment of CIIP achievements and performance, is to help CARE and its CIIP partners to learn from its implementation experiences up until now and to fine-tune the CIIP model going forward. They flow directly out of the conclusions listed above and are intended to be as practical in nature as possible.

6. Given the evolving nature of the CIIP, project work plans and progress reports should include rapid resiliency analyses and reports that go beyond its current risk analysis protocol which focuses on security risks. This would allow CIIP management to assess on a regular basis the program related risks that are emerging in its operating environment as well as associated issues in CIIP program strategies and delivery.
7. In order to increase the likelihood that the micro-enterprises started by ex-RMTers become more secure, CIIP should continue the transition of the project's transitory RMT into sustainable SHGs and explore the possibility of creating "value chain groups" comprised of ex-RMTers with businesses in the same industry (milk producers, bangle embellishers, etc.) in order to give them power in their market places.
8. Steps should be taken to strengthen CIIP's capacity in value chain development by:
 - Expanding CARE, AWAZ-CDS and TF staff complements to include value chain experts;
 - While not abandoning the district and provincial advisory committee system, creating a private sector forum made up of CIIP private sector partners for the purpose of exchanging lessons learned concerning best practices related to the inclusion of ex-RMTers in their value chains and for exchanging information and knowledge of value chain experiences with other non-CIIP value chain initiatives;
 - Developing a process tracking system for monitoring the mutual benefit dimension of the project's relatively new private sector partnership programming; and
 - Undertake a rapid lessons learned analysis of the CIIP private sector linkage project to date.
9. CARE should explore the possibility of using the BBCM venue for testing the idea of a landlord-CBO-UC partnership for continuing to maintain CIIP roads on an ongoing basis.

CARE should revise the project's performance measurement framework to include results statements and performance indicators for CIIP's emerging private sector program.

9. Lessons

The Community Infrastructure Improvement Project has been noteworthy in many ways, but in particular in two ways: first in terms of the success it has achieved in bringing three and a half thousand extremely poor women out of poverty with all that that entails in terms of enhanced income security and enhanced positions in their homes and communities; and second in terms of the resilience it has shown in delivering a management for change process in a difficult operating environment.

The following are six lessons that can be drawn from the CIIP experience related to the evaluator's conclusions and recommendations listed above.

6. When implementing a project not only for results but also for change, the processes of project monitoring, learning and corrective action taking have to be aligned with managing for results. M&E processes need to be especially rigorous and specialized in the case of capacity development programming.
7. Managing for change also requires a high level of resilience on the part of its implementing partners for coping with both the anticipated and unanticipated challenges that arise in difficult operating environments like that of Pakistan.
8. When delivering community based programming through a responsive NGO mechanism in a situation of weak government, it is imperative to continue nurturing government linkages regardless of how challenging that might be, in order to avoid a drift into uncivil relationships that might have done harm to the project. By following a partnership approach to project delivery CIIP has been able to maintain civil relationships with its local government interlocutors.
9. The CIIP experience also shows that when partnering with the private sector on poverty alleviation projects it is critical that the interests of the project's poor target groups be kept front and centre in order to avoid clashes of interest. Up until now CIIP's private sector partnerships has exhibited a healthy mix of entrepreneurial and corporate social responsibility.
10. Time matters, particularly in the case of community development processes that require the synchronization of project time frames, strategic timelines, change management processes and annual planning and reporting schedules.

When implementing a project as complex as CIIP building relationships between and among its multiple stakeholders is as important as building individual capacities in those stakeholders.

Annex A: Logic Model

Title	Community Infrastructure Improvement Project		No.	A-034874	Team Leader	Rudy Hogan, Senior Program Officer
Country	Pakistan		Budget	\$10,300,000	Duration	2009/2010 – 2013/14
ULTIMATE OUTCOME	Improved socio-economic status of rural disadvantaged women in selected districts of Pakistan's Punjab and Sindh Provinces					
INTERMEDIATE OUTCOMES	Improved year-round use of maintained rural roads by light traffic.			Increased and diversified income base for poor rural women through participation in income generating activities	Increased ability to plan and monitor gender-responsive community-based development initiatives at local government and community level.	
IMMEDIATE OUTCOMES	100 Improved rural roads and community infrastructure	200 Increased employment opportunities local women through participation in the maintenance of rural earthen roads and community infrastructure	300 Improved capacity among poor rural women to start income generating activities		400 Increased support from local government institutions and CBOs for women engaged in maintenance work and entrepreneurial activities	
OUTPUTS	110 Rural earthen roads and other community infrastructure selected and mapping and surveys undertaken to identify maintenance needs 120 Legally binding agreements between RMT women and UCs 130 Rural earthen roads and other community infrastructure maintained and repaired in selected districts (i.e., cutting bushes, repairing potholes, clearing of drainage areas)	210 Social mobilization campaigns delivered to communities and stakeholders to promote women's involvement in the workforce 220 Rural women selected and employed on Road Management Teams (RMTs) 230 Technical training (road maintenance techniques, group management, roles and responsibilities, problem solving) delivered to RMTs	310 Completed baseline survey assessing skills and knowledge of women 320 Training on life skills (health, nutrition, human rights, gender equality) developed and delivered to RMTs 330 Training on business management developed and delivered to RMTs 340 Completed inventory of income-generating activities appropriate for rural women 350 Skills training and exposure visits facilitated for women specific to their identified businesses 360 Women's savings invested in new income-generating activities		410 Completed baseline survey assessing knowledge and attitudes of local government officials and CBOs of women 420 Training on gender equality delivered to Union Councils and CBOs 430 Training on community-based development delivered to Union Councils and CBOs 440 Linkages with district administration, Taluka, UC, micro-credit institutions, skills training centres and business development centers facilitated 450 Knowledge-sharing workshops with all stakeholders implemented at district and UC levels to review progress and develop quarterly plans	
ACTIVITIES	110 Select rural earthen roads and other community infrastructure and undertake mapping and surveys to identify maintenance needs 120 Sign legally binding agreements with RMTs and UCs 130 Maintain and repair rural earthen roads and other community infrastructure in selected districts (i.e., cutting bushes, repairing potholes, clearing of drainage areas)	210 Deliver social mobilization campaigns to communities and stakeholders to promote women's involvement in the workforce 220 Select and employ rural women for Road Management Teams (RMTs) 230 Deliver technical training (road maintenance techniques, group management, roles and responsibilities, problem solving) to RMTs	310 Undertake baseline survey to assess skills and knowledge of RMT women 320 Develop and deliver life skills training (health, nutrition, human rights, gender equality) to RMTs 330 Develop and deliver business management training to RMTs 340 Develop an inventory of income-generating activities appropriate for rural women 350 Facilitate skills training and exposure visits for the women specific to their identified businesses 360 Release escrow savings to RMT graduates for micro-enterprise start-up		410 Undertake baseline survey to assess knowledge and attitudes of local government officials and CBOs of RMT women 420 Train Union Councils and CBOs on gender equality 430 Train Union Councils and CBOs on community-based development initiatives 440 Linkages with district administration, Taluka, UC, micro-credit institutions, skills training centres and business development centers facilitated 450 Implement knowledge-sharing workshops with all stakeholders at district and UC levels to review progress and develop quarterly plans	

Annex B: Performance Management Framework

Title	Community Infrastructure Improvement Project	No.	A-034874	Team Leader	Christine Faveri, Senior Development Officer
Country	Pakistan	Budget	\$10,200,000	Duration	2009/2010 – 2013/14

EXPECTED RESULTS	INDICATORS	BASELINE DATA	TARGETS ¹²	DATA SOURCES	DATA COLLECTION METHODS	FREQUENCY	RESPONSIBILITY
ULTIMATE OUTCOME							
Improved socio-economic status of rural disadvantaged women in selected districts of Pakistan's Punjab and Sindh Provinces.	1. % change in women involved in decision making regarding marriage, education of their and control and disposal of assets at household level. 2. Change in the quality of life of RMT women and their families (e.g. changes in health and nutritional status). 3. % increase in women's participation in community decisions in public as compared to men.	Baseline data is under analysis	To be determined (TBD)	Baseline survey, CARE Mid-term and final evaluation reports, CIDA monitoring and evaluation (M&E)	Structured interviews with RMT women Case studies Special studies	Baseline, midterm and final evaluations	Consultant CIP
INTERMEDIATE OUTCOMES							
Improved year-round use of maintained rural roads by light traffic.	1. % increase in number of persons and different means of transport (tractors, bikes, animal-driven means of transport) using maintained roads 2. Men and women state that roads now useable all year round (as compared to time before Project initiation).	1. Baseline data indicated roads not usable all year round 2. Initial assessment: poor conditions of roads	TBD	CARE Baseline Survey and final evaluation reports FGD CARE Monitoring Reports CARE Monitoring Reports Evaluation Reports CIDA M&E CARE Baseline Survey, final and midterm evaluation reports, case-studies Local farmer, landlords	Survey for Evaluations, Informal interviews for case-studies, Midterm and final evaluations Informal interview s Case study	Midterm and final evaluation Case studies Midterm and final evaluation Informal interview and Case study	Consultant CIP M&EM
Increased and diversified income base for RMT women through	1. % of RMT women graduates earning an income equal to their previous RTM wages	Baseline data is under analysis	1. 30-40% of graduates earning 4,800-6,000 per	Follow up reports, evaluation reports	Structured interviews, case studies	Annual, Midterm and final evaluation	M&EM

¹² Dates will be determined during PIP

EXPECTED RESULTS	INDICATORS	BASELINE DATA	TARGETS ¹²	DATA SOURCES	DATA COLLECTION METHODS	FREQUENCY	RESPONSIBILITY
participation in income generating activities	2. % of RTM women spending at least 15% of gross expenditure on housing, health, education and sanitation		month 2. 15 ¹³ % of gross expenditure	CARE Baseline Survey, case studies, CARE Monitoring Reports CIDA M&E	Structured interviews with crew members, case studies and special studies	Semi annual	M&EM
Increased ability to plan and monitor gender-responsive community-based development initiatives at local government and community level.	1. # of UCs that have developed initiatives creating work for both women and men 2. # of UCs that have developed mechanisms to monitor community-based development initiatives	1. At baseline no single UC has developed any road maintenance plan for their UDC 2. Local government system was not existing during baseline	1. 50% UCs in project areas	Quarterly progress reports Evaluation reports of the reflection session conducted on quarterly basis UC secretaries CARE M&E	Interviews with PMT and UC secretaries Document review Key informant interviews	Semi annually	M&EM
IMMEDIATE OUTCOMES							
100 Improved rural roads and other community infrastructure	1. % of men and women who stated that RMT-maintained infrastructures have improve because of the Project 2. # and type of roads and community infrastructure improved 3. Kilometres of rural community infrastructure maintained; quality and cost-effectiveness of the community infrastructure maintained	TBD	1. 90% of the communities where RMT operated 2. 15,000 Kms of rural community infrastructure in 100 UCs	Evaluation reports, Follow up reports after completion of each infrastructure project Evaluation reports, project database CIDA M&E	FGDs with community (men and women) Document review	Quarterly Monthly	M&EO Project coordinators
200 Increased employment opportunities for local women through engagement in maintenance of rural earthen roads and community infrastructure	1. # of women directly engaged in maintenance of rural roads and other community infrastructure	At baseline participation of women in community infrastructure project was found in a fractional proportion; less than 2%	3,750 women	Project database, Crew daily attendance register CIDA M&E	Review of daily attendance register, follow up by engineers	Monthly and fortnightly	M&EO
300 Improved capacity among poor rural women to start viable income-generating activities	1. % of RTM women graduates starting income generating activities 2. # of different types of income generating activities initiated by/for the RTM women graduates	1. Data for initial batches is under analysis 2. Very minor ratio of women involved in income generating activities in project area. Majority of the women are	TBD	Quarterly progress reports Follow up reports, case studies and special studies Crew members, project data base CIDA M&E	Document reviews related to selection processes Sample survey with Crew women	Semi annual Annual	M&EO

¹³ 15 % is based on CARE initial assessment and learning from Bangladesh Rural Maintenance Project

EXPECTED RESULTS	INDICATORS	BASELINE DATA	TARGETS ¹²	DATA SOURCES	DATA COLLECTION METHODS	FREQUENCY	RESPONSIBILITY
		involved in agricultural activities 3. To be gathered during PIP stage					
400 Increased support from local government institutions and CBOs for women engaged in maintenance work and entrepreneurial activities	1.. # and type of problems resolved through local government institutions and CBOs at district, Tulqa and UC levels	1. No monitoring committee is operational in UCs presently 2. Local government system was not existing during baseline	1. of problems resolved through interventions of local government institutions and CBOs	Project database, Crew members CIDA M&E Final Evaluation report, project database	Crew members, Social mobilizers, weekly report FGD with RMTs, Key informant interviews with UC Secretary, Case study	Monthly Quarterly Semi annually	M&EO Project coordinators M&E
OUTPUTS							
110 Rural earthen roads and other community infrastructure selected and mapping and surveys undertaken to identify maintenance needs	# and quality of surveys conducted, and maps prepared, for each UC and handed over to it	During initial assessments no map was bound in UC offices	100% maps of UCs	Project database (at IP level) Engineers, UC secretaries road survey format	Analysis of the road survey format filled by engineers, informal interviews with the UC secretaries	(Once survey completed)	M&EO
120 Legally binding agreements with RMTs and UCs	# of agreements with RMTs and UCs	N/A	200 agreements with UCs and 100 agreements with UCs	Project database (MoU, RMT, UC Secretaries)	Document Review	Once MoU signed	M&EOs
130 Rural earthen roads and other community infrastructure maintained and repaired in selected districts (i.e., cutting bushes, repairing potholes, clearing of drainage areas)	# and type of community infrastructure and rural earthen roads maintenance sub-projects work undertaken	N/A	To be gathered during PIP stage	Project database (at IP level) Final road list format, Road work monitoring format, UC Monitoring Register	Documents review, Field observation	Monthly	Engineers, M&EO
210 Social mobilization campaigns planned and delivered to communities and stakeholders to promote women's involvement in the workforce	# and quality of social mobilization activities, orientation sessions, and media campaigns undertaken	N/A	To be determined during PIP stage	Project database (at IP level) Social Mobilizer, Crew Members, PMT members, Weekly progress reports of Social Mobilizers	Key informant interviews, review of weekly progress reports of social mobilizers	Monthly	M&EO

EXPECTED RESULTS	INDICATORS	BASELINE DATA	TARGETS ¹²	DATA SOURCES	DATA COLLECTION METHODS	FREQUENCY	RESPONSIBILITY
220 Rural women selected and employed on Road Management Teams (RMTs)	1. # of women selected for RMTs 2. # of RMTs formed	N/A	1. 100 RTMs 2. 3,750 women trained through technical trainings) with one week duration; 60% increase in pre and post test scores	Project database (at IP level) Final list of selected crew and waiting list women, Weekly field reports of social mobilizers	Review of final list of selected crew	Quarterly	M&EO
230 Technical training (road maintenance techniques, group management, roles and responsibilities, problem solving) delivered to RMTs	1. # of technical trainings conducted in maintenance of community infrastructure and roads 2. Quality of training conducted, determined by % change in pre and post scores of the trainees	N/A	1. 3,750 women trained through 150 training session with one week duration; 2. 60% increase in pre and post training scores	Project database TO's training checklists, Special study Pre and post test reports	FGD with trainees, M&E officer, Project database Observation Data Review	Monthly Monthly	Training Officers, M&E Officer Training Officers
310 Completed baseline survey assessing skills and knowledge of women	Status and quality of baseline assessment	N/A	1225 women to be interviewed for baseline assessment	Project data base RTM Women	Structured interviews	Once the RMT women enrolled in training program	M&EO
320 Life skills training (health, nutrition, human rights, gender equality) developed and delivered to RMTs	1. # trainings conducted in life skills 2. Quality of training conducted, determined by % change in pre and post scores of the trainees	N/A	1. 3,750 women trained through training sessions (one week duration); 2. 60% increase in pre and post training scores	Project database Special Study Training checklists Pre and post test reports	FGD with trainees, M&E officer Observation Data review	Monthly Monthly	Training Officers, M&EO Training officers
330 Business management training developed and delivered to RMTs	1. # of trainings conducted in business management 2. Quality of training conducted, determined by % change in pre and post scores of the trainees	N/A	1. 3,750 women trained 36,000 training days on business management training) 2. 60% increase in pre and post training scores	Project data base Training check lists Special study Pre and post test reports	FGD with trainees, Observation, Data review	Monthly Monthly	Training Officers, M&EO, Training Officers
340 Completed inventory of income-generating activities appropriate for rural women	# and type of appropriate enterprise identified for women	N/A	IGA inventory developed that contains a list of potential businesses for rural women	Market assessment report	Survey	Annually	CIP Consultant
350 Skills training and exposure visits facilitated for the women specific to their identified businesses	1. # and type of skills training facilitated; organizations involved 2. # and type of exposure visits; organizations involved	N/A	To be determined during after first cycle business operation	Project database Trainers' training reports M&E Officer monitoring report	FGD with trainees, Observations Data review	Quarterly	Training Officers, M&EO, Project Coordinator

EXPECTED RESULTS	INDICATORS	BASELINE DATA	TARGETS ¹²	DATA SOURCES	DATA COLLECTION METHODS	FREQUENCY	RESPONSIBILITY
				Pre and post test reports, Exposure visit reports			
360 Women's savings invested in new income-generating activities	Amount of start-up funds available to invest in identified businesses	N/A	Each woman having at least 20,000 PKR as start-up capital	Project database RMT Women		Annually	
410 Completed baseline survey assessing knowledge and attitudes of local government officials and CBOs of women	Status and quality of baseline assessment	N/A	Current local government system is not functional. Targets for results 410, 420, 430, and 450 will be finalized once the local government system will be in place	Project database UC Officials	Structured interviews	Quarterly	CIP Consultant and M&EM
420 Training and sensitization on gender equality delivered to local government officials	# and quality of training delivered # and type of local government representatives and officials participated in training	N/A	To be determined	TOs training checklists,	Officer observation, Data review		M&EO, Training Officers
430 Training on managing, implementing and monitoring rural road work and other rural infrastructure projects delivered to Union Councils and CBOs	# and quality of training delivered # and type of organizations involved	N/A	To be determined	PTOs training checklist	FGD with trainees, M&E office Observation, Data review	Quarterly	Training Officers, M&EO
440 Linkages with district administration, Taluka (sub-district), Union Councils, micro-credit institutions, skills training centres and business development centers facilitated	# of meetings and workshops conducted with local government representative and officials at district level	N/A	To be determined	Workshop reports	Document Review	Quarterly	Training and capacity building Manager
450 Knowledge-sharing workshops with all stakeholders implemented at district and UC levels to review progress and develop quarterly plans	# of workshops; institutions participating	N/A	To be determined	Workshop reports	Document Review	Quarterly	Training and capacity building manager

Annex C: Document Sources

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- c) DFATD
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 - CIDA. *Evaluation Guide*, Evaluation Division, Performance Review Branch, January 2004
 - CIDA. *Results-based Management Tools at CIDA: A How-to Guide*
- d) Project Documents
 - Technical Review of the Rural Maintenance Program in Bangladesh
 - Performance Review of the Rural Maintenance Program in Bangladesh
 - CIIP Project Implementation Plan (PIP)
 - Contribution Agreement including Amendments 1 and 2
 - Baseline Survey for CIIP
 - CIIP Annual Reports: 2010/11, 2011/12, 2012/13, 2013/14
 - Early Impact Assessment – June 2012
 - Final Report – CIIP Easy Paisa Pilot – December
 - CIIP Training Evaluation 2012
 - Impact of Business Education of Savings of Women
 - Technical Assessment and Validation of Reconstructed Earthen Roads and Culverts – June 2012
 - Benefit Cost Analysis of Community Infrastructure Improvement Project n Pakistan
 - CIIP Social Return on Investment Report (first draft)
 - **Unintended** Benefits of Rural Women Economic Empowerment Through CIIP Intervention
 - Final Report: Easy Paisa Pilot
 - Final Gender Mainstreaming Strategy
 - Advocacy Strategy
 - Training Materials
 - Road for Life

- Step Toward a Brighter Future
- Colors of My Life: Depends on My Enterprise
- CIIP M&E System
- Social Mapping Report – December 2012
- PRA Activity Mapping Report
- PRA Activity Report
- Tameer Micro Finance Bank
- Shell Tameer – Concept Paper – Capacity Building and Facilitation for Establishment of Sustainable Micro Enterprises
- Engro Foods – CIIP Dairy Hub Project – Power Point Presentation
- Position Paper of Private Sector Development
- First Monitoring Mission Report
- Second Monitoring Mission Report
- MOU between Women Development Department, Government of Sindh and CIIP
- CIIP- Takhleeq Foundation
- Takhleeq Foundation – Tando Allahyar District Profile
- Takhleeq Foundation – Thatta District Profile
- CIIP Project Steering Committee Minutes – 2012, 2013 & 2014
- CIIP Timeline
- CIIP – No More Child Brides
- CARE – Beginning of a Change
- Express Tribune Articles
 - Brighter futures: Solar lamps provide beacon of hope for female entrepreneurs
 - Small-scale surprises: What happened when this ‘chicken’ crossed the road?
 - Empowering women; Residents of rural Areas taught to build basic infrastructure

Annex D: Persons Contacted

DFATD	
Mr. Jim Sutherland	Assistant Director, Pakistan Development Program, DFATD
Ms. Nathalie Rainville	Sr Development Officer, Pakistan Program, DFATD
Mr. David Fournier	Counsellor Development and Head of Aid, CHC Islamabad
Ms. Umbreen Baig	Development Officer, CHC, Islamabad
Ms. Anushka Shibchurn	First Secretary Development, CHC, Islamabad
Ms. Leslie Tinney	First Secretary Development, CHC, Islamabad
CARE CANADA	
Ms. Odette Gauthier	Program Manager
Project Monitor	
Mr. Rafiq Jaffer	Director Institute of Social Science

Care CIIP-List of Individuals Interviewed

Care-Pakistan	
Mr. Jay Lal Shankar	Chief of Party (COP)
Mr. Waleed Rouf	Country Director
Mr. Mirza Aamir	Deputy COP
Ms. Maryum Hadi	Enterprise Development Advisor
Ms. Sam Fox	Programme Management Coordinator, CARE Intl UK
Mr. Ghulran Elahi Hashmi	M&E Manager
Mr. Amjad Miaan	Finance Manager
Mr. Wajahah Ahmad	Program Development Specialist
Ms. Madiha Mohsin	Research & Communication Officer
Mr. Abro Saeed Ahmad	Data Management Officer
Mr. Mohammad Asif	Finance Officer
Ms. Sharon Chen	Admin & Finance officer
Mr. Faisur-Rehman	Data Managing Assistant
Awaz CDS – Implementing Partner, Punjab	
Mr. Muhammad Zia-ur-Rehman	Chief Executive
Mr. Manzoor Hussain	Project Manager
Ms. Sahar Maqbool	Project Officer
Mr. Imran Zahoor	Monitoring & Reporting Officer
Mr. Sultan Mehmood	Enterprise Development Officer
Ms. Munaza Azeem	Training Officer
Ms. Asia Parveen	Field Social Organizer
Ms. Maryam Amjad Khan	Quality Assurance Unit
Mr. Hashim Chohan	Quality Assurance Unit
Mr. Javid Hussain	Field Office Coordinator-Ali Pur
Mr. Tanveer Ahmad	Field Office Coordinator -Kot Addu
Mr. Ghulam Farid	Field Office Coordinator -Vehari

Awaz CDS – Implementing Partner, Punjab (cont'd)	
Ms. Saeeda Ramzan	Field Office Coordinator -Jam Pur
Ms. Ishrat	Enterprise Development Assistant
Ms. Alia Sundas	Field Social Organizer
Ms. Ishrat	Enterprise Development Assistant
Ms. Alia Sundas	Field Social Organizer
Takhleeq Foundation – Implementing Partner, Sindh	
Mr. Mohammad Yaqub	Executive Director
Mr. Mohsin Solangi	Coordination Manager
Ms. Samina	M&E Officer
Mr. Azhar Ali Khan	Program Manager
Syed Rizwan	Finance Manager
Mr. Jameel Ahmed	District Field Coordinator-Thatta
Mr. Hashim	Technical Officer-Thatta
Mr. Hassan Hingoro	Business Promoter-Thatta
Ms. Noshaba	Social Mobilizer-Thatta
Ms. Sobia Memon	Social Mobilizer-Thatta
Mr. Gulbahar	District Field Coordinator-Tando Allahyar
Mr. Sajjid Zardari	Technical Officer-Tando Allahyar
Ms. Farah	Business Promoter -Tando Allahyar
Ms. Naseem	Trainer -Tando Allahyar
Ms. Sabela	Social Mobilizer-Tando Allahyar
Private Sector	
Mr. Tariq Mohar	Deputy CEO, Tameer Bank
Syed Ali Jouhar Naqvi	Regional Business Head (South), Tameer Bank
Syed Kamran Shamim Rizvi	Sr. Business Portfolio Analyst, Tameer Bank
Ms. Afshan Khan Nanji	Social Investments Manager, Shell Tameer
Mr. Imran Azeem	Manager Training & Monitoring, Shell Tameer
Mr. M. Saifullah Malik	Project Coordinator, Shell Tameer
Mr. Muhammad Atif	Regional Sales Manager/Financial Services-North, Telenor
Syed Hashim Ali	Corporate Sales Executive, Easy Paisa, Telenor
Mr. Sheraz Safdar	Corporate Support Executive, Telenor
Mr. Zubair Qazi	Project Manager, Engro Foods
Dr. Shumila	Master Trainer, Engro Foods
Dr. Ilyas	Master Trainer, Engro Foods
Government Officials, Punjab	
Mr. M. Easa	Secretary, UC 17, District Vehari
Mr. Shahzad	Secretary, UC 09, District Vehari
Mr. M. Saleem	Secretary, UC 16, District Vehari
Mr. Tariq Mehmood	Secretary, UC 15, District Vehari
Mr. M. Rehaim	Secretary, UC 15, District Vehari

Government Officials, Punjab (cont'd)	
Mr. Rana Jal Khan	Secretary, UC 20, District Vehari
Mr. Gulzar Ahmad	Secretary, UC 10, District Vehari
Mr. Noor Nabi	Secretary, UC 8, District Vehari
Mr. Mohsan Raza	Secretary, UC 10, District Vehari
Mr. Munir Ahmad	Secretary, UC 19, District Vehari
Mr. M. Khazer	Secretary, UC 7, District Vehari
Mr. M. Ilyas	Secretary, UC 11, District Vehari
Mr. Manzoor Ahmad	Secretary, UC 26, District Vehari
Mr. M. Ashraf	Secretary, UC 18, District Vehari
Government Officials, Sindh	
Mr. A.D. Laghari	Secretary, UC Piyaro Lund, District Tando Allahyar
Mr. M. Saleem Memon	Secretary, UC Jaar, District Thatta
Mr. Fayyaz Hussain	Secretary, UC Ali Bahar, District Thatta
CBO Partners, UC Keenjhar, District Thatta, Sindh	
Mr. M. Aslam	President, Village Fateh Muhammad Soomro
Mr. Bahibullah	General Secretary, Village Fateh Muhammad Soomro
Project Advisory Committee, Sindh	
Mr. Anis Danish	Program Manager, CB, ASP Aid
Mr. Zahid Farooq	Deputy Director Urban Resource Center
Mr. Mohammad Safdar	Personal Secretary, Minister for Women's Development
Ms. Uroos-e-Saher	Activist
Ms. Sabiha Shah	Activist
Mr. Ahmar Ali	Head of Retail/Health Insurance, TPL
Mr. Tariq Mohar	Deputy CEO, Tameer Bank
Syed Ali Jouhar Naqvi	Regional Business Head (South), Tameer Bank
Ms. Mahreen Sorani	Product Manager, Tameer Bank
Project partners, Punjab	
Self-Help Group, Village 537 EB, UC #11, District Vehari	
Shahzad Bibi	Chairperson
Shakeela Bibi	Record Keeper
Azeeza Bibi	Box Keeper
Shamim Bibi	Box Keeper
Ramzana Bibi	Key Keeper
Taslim Bibi	Key Keeper
Haleema Bibi	Signatory
Zareena Bibi	Signatory
Razia Bibi	Member
Shamim Bibi	Member
Marium Bibi	Member
Khalida Bibi	Member

Self-Help Group, Village 537 EB, UC #11, District Vehari (cont'd)	
Rani Bibi	Member
Zahida Bibi	Member
Sabira Bibi	Member
Entrepreneurs, Karyana Store, Village 527 EB, UC #12, District Vehari	
Ms. Allah Rakhi	Entrepreneur
Ms. Parveen Akhtar	Entrepreneur
Project partners, Sindh	
Self-Help Group, UC 04, District Tando Allahyar	
Ms. Porhi	Group leader
Ms. Rukhsana	Cashier
Ms. Patahan	Sub Cashier
Ms. Hakimzadi	Member
Ms. Hajani Abdullah	Member
Ms. Shahzadi Arz Muhammad	Member
Ms. Wazeeran	Member
Ms. Hajani Ali Ghulam	Member
Ms. Naseem	Member
Ms. Zeebo	Member
Ms. Shahzadi Ali Ghulam	Member
Ms. Shamim	Member
Self-Help Group, UC Piyaro Lund, District Tando Allahyar	
Ms. Husina	Group leader
Ms. Ameerzadi	Cashier
Ms. Hakimzadi	Sub Cashier
Ms. Pathani	Member
Ms. Khanzadi	Member
Ms. Subhan Khatoon	Member
Ms. Hajiri	Member
Ms. Fapul	Member
Ms. Roshana Begum	Member
Ms. Haleema	Member
Ms. Seenat	Member
Ms. Arbabzadi	Member
Ms. Imamzadi	Member
Entrepreneurs, Milk Value Chain, Village Tharo Laghari, UC 04, District Tando Allahyar	
Ms. Aasiyat	Milk Collector
Ms. Maryam	Milk Supplier
Entrepreneurs, Bangle-making, Village Ditto Kalroo, UC Shaikh Moosa, District Tando Allahyar	
Mai Jannat	Bangle-maker
Ms. Qazbano	Bangle-maker

Entrepreneurs, Union Council Kalakot, District Thatta	
Ms. Meme	Karyana store-owner
Ms. Azizan	Goat Rearing
Ms. Dadilee	Goat Rearing
Ms. Kareema	Goat Rearing
Ms. Chhagoo	Goat Rearing
RMTs, UC Ali Bahar, District Thatta	
Ms. Sahibzadi	Road Maintenance Team (RMT)
Ms. Sanghar	Road Maintenance Team (RMT)
Ms. Lali	Road Maintenance Team (RMT)
Ms. Jano	Road Maintenance Team (RMT)
Ms. Zebo	Road Maintenance Team (RMT)
Ms. Rani	Road Maintenance Team (RMT)
Ms. Bachi	Road Maintenance Team (RMT)
Entrepreneurs' Training, UC Keenjhar, District Thatta	
Ms. Shahida	Team Leader
Ms. Bilqees	Cashier
Ms. Aisha	Road Maintenance Team (RMT)
Ms. Bachal	Road Maintenance Team (RMT)
Ms. Hajani	Road Maintenance Team (RMT)
Ms. Hakeema	Road Maintenance Team (RMT)
Ms. Hidayat	Road Maintenance Team (RMT)
Ms. Husni	Road Maintenance Team (RMT)
Ms. Hurmat	Road Maintenance Team (RMT)
Ms. Janat	Road Maintenance Team (RMT)
Ms. Rashida	Road Maintenance Team (RMT)
Ms. Sahibzadi	Road Maintenance Team (RMT)
Ms. Shaherbano	Road Maintenance Team (RMT)
Ms. Aasiyat	Road Maintenance Team (RMT)
Ms. Shareefan	Road Maintenance Team (RMT)
Ms. Zahidan	Road Maintenance Team (RMT)
Ms. Zareena	Road Maintenance Team (RMT)
Ms. Zareena	Road Maintenance Team (RMT)
Ms. Zabo	Road Maintenance Team (RMT)
Ms. Zenat	Road Maintenance Team (RMT)
Ms. Zulekhan	Road Maintenance Team (RMT)

Annex E: Activities and Itinerary

Date	Key Activity
18 August	Meeting with Nathalie Rainville and Jim Fournier – Briefing
18 August	Meeting with Odette Gauthier, Program Manager, CARE & Nathalie Rainville
21 August	Briefing with Canadian High Commission: • Mr. David Fournier, Head of Aid • Ms. Anushka Shibchurn, First Secretary Development • Ms. Umbreen Baig, Development Officer
22 August	Team meeting
25 August	Meeting with Care Pakistan
26 August	Meeting with Care Technical Team
28 August	Travel: Lahore to Karachi
29 August	Meeting with Takhleeq Foundation, Implementing Partner, Sindh
	Meeting with Shell Tameer
30 August	Travel: Karachi to District Tando Allahyar, Sindh
	Meeting with entrepreneurs of milk value chain (RMT phase III), Village Tharo Laghari, UC 4
	Observe and meet with Self Help Group (phase V)
	Meeting with entrepreneurs making bangles, Village Dito Kalroo, UC Sheikh Moosa
	Meeting with Takhleeq Foundation, field staff in Tando Allahyar
	Meeting with Engro Foods – milk value chain
2 September	Travel: Karachi to District Thatta, Sindh
	Meeting with entrepreneurs: karyana shop and livestock, UC Kalakot
	Meeting RMTs working on road maintenance, UC Ali Behar
	Observe BBM training (Phase VI), UC Keenjhar
	Meeting with UC Secretaries and CBO partners, UC Keenjhar
	Travel District Thatta to Karachi
	Meeting with Tameer Bank
	Meeting: Project Advisory Committee, Sindh
3 September	Travel: Karachi to Multan
	Meeting with Awaz-CDS, Implementing Partner, Punjab
5 September	Travel: Multan to Vehari
	Observe and meet Self Help Group, Village 537 EB, UC 11
	Meeting with entrepreneurs (karyana shop), Village 527 EB, UC 12
	Meeting with UC secretaries
6 September	Meeting with Awaz-CDS, Implementing Partner, Punjab
	Travel: Multan to Islamabad
9 September	Meeting with Telenor Pakistan
10 September	Team meeting
13 September	Team meeting
15 September	Debriefing with Care (validation of results and conclusions)
16 September	Report drafting
17 September	Meeting with Care Pakistan's M&E persons

Formative Evaluation of the Community Infrastructure Improvement Project (CIIP)

Date	Key Activity
17 September	Report drafting
18 September	Meeting with Care Pakistan's finance team Debriefing with Canadian High Commission: • Mr. David Fournier, Head of Aid • Ms. Leslie Tinney, First Secretary Development • Ms. Nathalie Rainville, Senior Development Officer • Ms. Umbreen Baig, Development Officer • Ms. Fareeha Umar, Gender Advisor • Mr. Imtiaz Ayub, Kashf Monitor
19 September	Report drafting
20 September	Report drafting
23 September	Debriefing Odette Gauthier, CARE
24 September	Debriefing Nathalie Gauthier and Jim Fournier, DFATD

Annex F: Terms of Reference

1. RATIONALE, PURPOSE AND OBJECTIVES OF THE EVALUATION

1.1. Rationale and Purpose of the Evaluation

The rationale for this formative evaluation of the *Community Infrastructure Improvement Project* (hereinafter referred to CIIP) is to provide:

- a rigorous and independent assessment and analysis of the CIIP;
- an analysis of the CIIP that will inform learning opportunities in the delivery of services to the intended beneficiaries, poor rural women and their families; and
- findings that will assist the Care Pakistan and its Implementing Partners and the Local Government Association of Punjab (LGAP)¹⁴ and the Local Governments (LG) at the District, Tehsil and Union Council levels of Punjab and Sindh in its efforts to improve the socio-economic status of rural disadvantaged women in Punjab and Sindh.

1.2 Specific objectives of the evaluation

The specific objectives of the evaluation will be to:

- assess the effectiveness, efficiency, relevance and sustainability of results of the CIIP project;
- measure the immediate results and progress toward intermediate results in each of the project's three distinct components – Infrastructure Maintenance, Life Skills and Income Diversification, and Capacity Building of Local Government Institutions; and
- provide findings, conclusions and recommendations to facilitate decision-making about the remaining implementation phases.

2. BACKGROUND INFORMATION

2.1. Evaluation Object

The following sub-sections briefly describe the context of the CIIP project, the CIIP project being evaluated (the evaluation object), the CIIP project logic, and stakeholders.

2.1.1 Development context

As a low-income, 'must-not-fail' state with nuclear weapons, Pakistan combines development need with high priority geo-political considerations that has resulted in significant international attention.

According to the United Nations Human Development Report, Pakistan's human development indicators, especially those for women, fall significantly below those of countries with comparable levels of per-capita income. Pakistan ranks 146 out of 187 countries with comparable data, and although, between 1980 and 2012, its Human Development Index (HDI) rose from 0.337 to 0.515, it remains below the regional average with poverty being widespread.

Almost one in four people (close to 39 million) live on under \$1 a day while over 60 percent of the population live on under \$2 a day.

¹⁴ The mission of the LGAP is to promote and provide coordination and a unified approach among local governments in the Punjab Province to resolve common issues and develop participatory governance for the wellbeing of citizens.

Pakistan has the world's second highest number of children out of school and the third largest levels of adult illiteracy rates, both substantially over-represented by women and girls¹⁵. Gender equality indicators are also dire with one of the lowest documented gender gaps in Asia with Pakistan's ranking at 123 out of 148 countries. Maternal mortality rates are high (260 per 100,000 live births) and labour force participation rates for women are 23 percent (compared with 83 percent for men). These situations are especially alarming in rural areas due to social and cultural obstacles¹⁶.

An important feature of Pakistan's development context, and one that impacts on CIIP, is the dominant role of land-owning families and their hold on the country's predominantly rural economy.

In recent years, humanitarian disasters (earthquakes, floods and displacement of people due to terrorism) have exacerbated the situation. Monsoon flooding in 2010 and 2011 across the country have added stress to the already poor condition of Pakistan's rural infrastructure/roads, which plays an important role in the standard of living of the rural women and families through access to many critical social services, such as education and health, which impact on literacy, immunization and infant mortality rates.

There is also an economic impact by the limited ability of producers, such as farmers, to get their produce to markets and to post-harvest storage sites, thereby reducing disposable income and contributing to food insecurity of families. Escalating food and fuel prices contributes to a rise in poverty levels, particularly for women. At the same time, growing budget deficits limit the Pakistan government's capacity to invest in social development initiatives. Efforts by the government to reduce inefficiencies and raise revenues are met with stiff political opposition. With a population of approximately 190 million and set to increase by almost half again in the next twenty years and with 45 per cent of the population under the age of 25, Pakistan needs to more than double its rate of economic growth to between six to eight per cent a year to create enough jobs for its population.

Agriculture features prominently in Pakistan's diversified economy, with the sector providing livelihoods for 45 percent of the population. Women across Pakistan play an important role in the agricultural sector, but are unable to access resources, assets, technology or opportunities for capacity and skills development. As a result, their opportunities are severely limited and increasingly they are relegated to subsistence farming or working as hired or casual labourers on agricultural estates.

Research has shown that restricting job opportunities for women is costing the Asian region between US\$42 -\$47 billion a year¹⁷. Compounded by the rapidly changing global economic scenario (increases in food and fuel prices and the global economic crisis since 2008), the role of women, as productive agents, is becoming critical.

In Pakistan, and the specific context in which the CIIP project operates, poor women face a web of disadvantage that is social, cultural, political and economic in nature, and in which each element reinforces the other to reproduce and perpetuate women's poverty.

Deeply rooted cultural and institutional constraints prevent Pakistani women from playing a fulfilling role in the development of their society. Their presence in the public sphere is condemned under the guise of cultural and religious values, thus making their contribution outside the home difficult, if not impossible. Institutionalized violence against women in Pakistan allows domestic violence, crimes of "passion" and "honour" to go unpunished and has become, in the past two decades, one of the biggest constraints to widening their role in the public domain. Women are denied their right to education, employment, social mobility and most opportunities for personal growth and enhancement.

¹⁵ www.efareport.unesco.org – The number of out of school increased from 5.1 million 2010 to 5.4 million in 2011. This is equivalent to 1 in 12 of the world's out-of-school children. In both the out-of-school children and with respect to adult literacy, women and girls make up two thirds of that number.

¹⁶ Gender disparities across Pakistan are severe and pervasive. Deeply rooted cultural and institutional constraints prevent Pakistani women from fully participating in the development of their society. Their presence in the public sphere is often prohibited under the guise of cultural and religious values, thus, making work outside of the home difficult, if not impossible. Women in rural areas have suffered from generation to generation. They are denied their right to education, employment, social mobility and opportunity for personal growth. In many rural areas, child marriages and honour killings are commonplace.

¹⁷ UN Economic and Social Commission of Asia and the Pacific, The Impact of the Financial and Economic Crisis on Women and Families, October 2012.

Economic dependency and women's social powerlessness reinforce deep-rooted notions of male superiority and enable them to freely exercise unlimited power over women's lives and effectively legitimize it. The multiple roles of women and their meagre ability to access resources and available assets are areas of concern.

Economic strength is an important determinant of women's decision-making within the family. Women's access to better income gives them a greater economic role in decision-making for optimizing their own and their households' well-being. Investment in women's economic activities improves their employment opportunities and this enables them to increase expenditure on the well-being of themselves and their children. A women's increased economic activity and control over income, better skills, mobility, and access to knowledge and support networks enhances her social status within the community and initiates a process of socio-cultural change, which empowers them.

The CIIP project under evaluation is designed to address rural women's lack of access to financial resources. It addresses discrimination against women at the individual level (amongst both men and women, within families) and at the community and institutional level (village, Union Council and district level). Finally, it addresses challenges in implementing policies for mainstreaming women in development at the local government level. It does so by promoting women's employment in non-traditional labour, and their empowerment through enhancing their self-reliance and business skills. The project's life skills training component addresses: health, nutrition and personal hygiene; human rights and gender equality; and, basic business management and entrepreneurship development.

2.1.2 DFATD's programming in Pakistan

In the 2009-2014 Country Strategy and Country Development Program Framework (CDPF), *Stimulating Sustainable Economic Growth through Women's Economic Empowerment* was selected as one of the two thematic foci of programming in Pakistan. As such, programming in this area seeks also to engage governments at each level in Pakistan to strengthen services and legal protections for women workers.¹⁸ CARE's CIIP is aligned with this programming portfolio.

2.1.3 CIIP Project Description

The Community Infrastructure Improvement Project (CIIP) is a 5-year \$15M project being executed by CARE International, through CARE Pakistan, in 15 districts of Sindh and Punjab provinces of Pakistan. CIIP aims to improve the socio economic conditions of rural vulnerable women by engaging them in non-traditional work of road maintenance.

CIIP was modeled on the award-winning Bangladesh Rural Maintenance Program (RMP), a model for alleviating poverty and promoting economic empowerment of rural disadvantaged women. The RMP model has been successfully replicated in different countries and in May 2008 was awarded the prestigious Canadian Manufacturers and Exporters' award for International Cooperation (construction, reconstruction and rehabilitation category), by The Honorable Beverly Oda, Canadian Minister of International Cooperation. Based on the demonstrated success of the Rural Maintenance Program, CARE designed CIIP for Pakistan.

CIIP has three distinct components:

¹⁸ Additionally, the passing of the 18th Amendment to the Constitution in April 2010 increased the autonomy and scope of responsibility of the provincial governments, especially in the social sectors where DFATD works. This shift in roles and responsibilities of the central and provincial governments will change the manner in which DFATD and other donors relate to, and work with the central and provincial governments.

Infrastructure Maintenance Component (@51% of the budget line*) - engaging 3,750 poor and disadvantaged rural women in gainful employment and focusing on the maintenance of up to

- i) 12,000 kilometres of rural earthen roads (cutting bushes and vegetation from shoulders and slide slopes, repairing potholes, etc.) and other basic community infrastructure.¹⁹
- ii) **Life Skills and Income Diversification Component** (@3.2% of the budget line*) - provision of training and skills development in entrepreneurship to enable women to participate more fully in economic activities as skilled labourers or entrepreneurs. Skills training and business development centres were established and all training resources tailored in a manner that responds to the social and economic needs of women. Additionally, private sector linkages with local micro-credit institutions were established to support the women's access to necessary capital to grow their businesses.
- iii) **Capacity Building of Local Government Institutions** (@0.15% of the budget line*)- formal and on-the-job training provided to build the capacity of the government bodies at the District, Tehsil/Taluka and Union Council levels to allow effective management and monitoring of gender-responsive community-based development activities and programming.²⁰

(*Note that the above percentage totals only 54.35% of the total under Program Activity within the Budget. Other activities under this budget line also include project material/equipment, etc.)

In addition to these activities CARE is also pursuing private sector engagement (Tameer Micro Finance Bank Limited, Telenor-EasyPaisa, Asia Care and Engro) to create direct functional linkages between the project beneficiaries and their immediate markets, facilitating sustainable economic growth for the marginalized and non-bank stakeholders targeted by the project. While this private sector component is a new initiative, which was not included in the project's original outcome, and, therefore, cannot be measured against this expected result, it would benefit examination for any **unintended** results and any impacts on the CIIP's budget. In addition, it will be important to determine whether this component demonstrates the social and financial viability of enterprise-based solutions.

2.1.4 Logic Model

The final Logic Model for the five-year \$15 M project (adapted from the original \$10.3M project) is found in Annex 1.4

Ultimate Outcome

- Improved socio-economic status of rural disadvantaged women in selected districts of Pakistan's Punjab and Sindh Provinces.

Intermediate Outcomes

- Improved year-round use of maintained rural roads by light traffic.
- Increased and diversified income base for RMT women through participation in income generating activities.
- Increased ability to plan and monitor gender-responsive community-based development initiatives at local government and community level.

Immediate Outcomes

- Improved rural roads and other community infrastructure.

¹⁹ Originally, the negotiations had CIIP engaging 7,500 poor and disadvantaged rural women and maintaining 15,000 kilometres of road.

²⁰ In Pakistan, the term *tehsil* is generally used except in Sindh where the term *taluka* predominates. The *tehsil* is the second-lowest tier of local government in Pakistan and each *tehsil* is part of a larger District.)

- Increased employment opportunities for local women through engagement in maintenance of rural earthen roads and community infrastructure.
- Improved capacity among poor rural women to start viable income-generating activities.
- Increased support from local government institutions and Community Based Organizations (CBOs) for women engaged in maintenance work and entrepreneurial activities.

1.2.5 Stakeholders

2.1.5.1 Executing Agency and Implementing Organization

CARE Canada, the Executing Agency, works closely with CARE Pakistan, the Implementing Organization, to administer the project in close coordination with the Sindh and Punjab provinces district administrations and local government institutions at the Taluka and Union Council levels.

CARE Canada has been working to serve individuals and families in the poorest communities in the world for more than 60 years. It is an operational member of the CARE International network, one of the world's largest aid organizations operating in approximately 70 countries worldwide.

CARE Pakistan, the Implementing Organization, has an established history of working in partnership with impoverished communities throughout Pakistan. Besides Khyber Pakhtunwha province (formerly the North West Frontier Province), where it has undertaken earthquake response, rehabilitation and reconstruction work, CARE Pakistan has successfully implemented projects in Sindh and Balochistan in partnership with trusted local organizations, selected following extensive criteria.

2.1.5.2 Primary Stakeholders The primary beneficiaries of this project are poor destitute rural women, along with their family members, and local governments.

2.1.5.3 Donor Organization

DFATD is the sole country donor to this project.

2.1.5.4 Interested Parties

Local governments, which are responsible for social sectors pertaining to the well-being of its citizens, will have an interest in the CIIP project, as will the Local Government Association of Punjab.

1.1. Evaluation Scope

The scope of this evaluation will cover the CIIP project complete time line.

1.1.1. Specific Coverage of CIIP Project Logic

The full logic model will be covered by the evaluation of the CIIP project.

1.1.2. Specific Coverage of CIIP Project

The coverage for this evaluation should include the one district in Sindh, if security permits, and a representative selection of the districts in Punjab.

2. EVALUATION CRITERIA

The evaluation will apply the following criteria below to assess:

A. OECD/DAC

- Effectiveness
- Efficiency
- Relevance
- Sustainability

B. Cross-cutting Themes

- Gender Equality
- Environmental sustainability
- Governance

C. Evaluation Issues

- Ownership and Result-Based Management
- Design Considerations
- Risk management
- Additional Issues

In addition, to being guided by the aforementioned criteria, the Consultant will provide conclusions, recommendations and lessons learned that will both follow logically from the conclusions to inform current or future development interventions

3. EVALUATION QUESTIONS

The consultant will address the following questions:

4.1 OECD/DAC

4.1.1 Effectiveness

- a) Has CIIP achieved the expected immediate outcomes and made progress toward the intermediate outcomes?; and
- b) Were there any **unintended** results – positive and/or negative?

4.1.2 Efficiency

The quality of the inputs and the outputs is an important consideration in assessing efficiency: the most economical resource is not necessarily the most appropriate and the trade-offs between the quantity of outputs and their quality are a key factor of overall performance.

- a) How economically are resources/inputs (funds, expertise, time, etc) converted to outputs?;
- b) Were outcomes achieved on time and on budget?; and
- c) Did CIIP local staff have adequate competencies in gender equality?

4.1.3 Relevance

- a) Are the results achieved relevant to the needs and priorities of poor rural women beneficiaries?

4.1.4 Sustainability

- a) What is the likelihood that results/benefits will continue after DFATD's involvement ends?

- b) Are sufficient financial and human resources committed to maintain benefits and results for the beneficiaries?;
- c) Is the external environment conducive to the maintenance of the CIIP results?;
- d) Did the project design include measures to support the sustainability of results?; and
- e) How does/will CARE's private sector engagement strategy contribute to sustainability and are there incentives for continued participation?

4.2. Cross-cutting Themes

4.2.1 Gender Equality (GE)

The Consultant should consider the Pakistan program's Women's Economic Framework as well as DFATD's corporate approach to Women's Economic Empowerment in assessing the following results.

In the design and implementation of CIIP:

- a) Has the gender equality strategy/plan been implemented satisfactorily by the implementing organizations?;
- b) Were requisite human and financial resources allocated to the implementation of the gender-equality strategy?;
- c) Did the CIIP collect and use sex-disaggregated data? If yes, how effectively was it analyzed? If not, why not?; and
- d) Has the CIIP project:
 - contributed to the advancement of women's equal participation with men as decision-makers at the household/family and community levels?;
 - supported women and girls in the realization of their full human rights in their families and communities?;
 - reduced gender-based inequalities in access to the resources and benefits of development?
 - reduced gender-based inequalities in control over the resources and benefits of development? (This includes, but is not limited to, an increase in women's control over their own income); and
 - led local governments and CBOs to increase their support of gender equality in community-based development initiatives?

4.2.2 Environmental Sustainability

- a) Were an environmental assessment, environmental strategy/plan developed and implemented by co-operation partners during the CIIP?;
- b) Were identified environmental mitigation and enhancement measures implemented?;
- c) If so, were they effective in preventing negative environmental impacts and/or improving environmental management?; and

- d) Has the investment achieved results in environmental sustainability?

4.2.3 Governance

- a) Has the investment achieved results in governance at the local level?

4.3. Evaluation Issues

4.3.1 Ownership and Results-Based Management

Ownership:

- a) Are primary stakeholders (poor rural women, their families and local governments) committed to CIIP?;
- b) Did the poor rural women receive appropriate training and skills development over the duration of the CIIP so they can participate more fully in economic activities?;
- c) Did the male members of the families play a key role in the success of this project?; and
- d) Are the local governments committed to CIIP? If not, why not?

Results-Based Management:

- a) Do the content of the Logic Model and the Performance Measurement Framework follow DFATD's guidelines for Results-Based Management?

4.3.2 Design

- a) Was the CIIP designed using participatory approaches (inclusive of local stakeholder perspectives)?;
- b) Was CIIP based on a sound understanding of local context, including gender, environment and governance?;
- c) Was the design based on proven approaches and/or new and innovative approaches?;
- d) Did the CIIP's design allow for flexibility of operations given the security environment in Pakistan?;
- e) Did the CIIP have the flexibility to respond to emerging opportunities in Pakistan?
- f) What, if any, are the unexpected factors (internal and external) that had a significant impact on project implementation and achievement of results?;
- g) Was there clarity of roles and responsibilities among the key players – CARE Headquarters, CARE Pakistan, and local government?; and
- h) Did the CIIP design fully scope options for the local government's contribution?.

4.3.3 Risk management

- a) Are there systems in place to monitor, report, and manage risks potentially impacting on the CIIP? ;
- b) Were these systems used?;
- c) Were these systems effective, if used?; and
- d) Were options/alternatives put in place to facilitate the CIIP?

4.3.4 Additional Issues

Formative Evaluation of the Community Infrastructure Improvement Project (CIIP)

- a) A key intervention of this initiative was the post-flood cash-for-work component. What were its strengths and weaknesses ?;
- b) Have CARE's overhead expenses increased over the implementation of the project?; and
- c) A key component of this project was private sector engagement. How did CARE engage the private sector partners? Was it a true partnership and a win-win situation?

4. EVALUATION PROCESS

The Consultant will carry out the evaluation in conformity with the “*OECD/DAC (2010) Quality Standards for Development Evaluation*” and best practices in evaluation.

The Consultant will have overall responsibility for:

- Ensuring that all deliverables adhere to the *OECD/DAC (2010) Quality Standards for Development Evaluation*.
- Reporting regularly on progress of the evaluation to DFATD;
- Preparing ToRs for the hiring of local consultant(s);
- Putting together a team, as defined under item 6 with the requisite skills, subject to DFATD approval;

The DFATD Project Authority will be responsible for the following:

- Managing the Consultant's contract;
- Acting as the main contact person for the Consultant;
- Providing guidance to the Consultant throughout all phases of execution, approving all deliverables, and facilitating access to documentation and people deemed of importance to the evaluation process;
- Ensuring quality control of all deliverables in collaboration with DFATD Development Evaluation Division and as required with sector and thematic specialists;
- Sharing deliverables with key stakeholders and those who may benefit from the evaluation;
- Collecting stakeholders' comments on the draft report;
- Including the management response in the final Evaluation Report;
- Including verbatim stakeholders' comments (if applicable)
- Assessing the overall performance of the Consultant for the present mandate.

Stakeholder consultation is fundamental to DFATD evaluations of the CIIP, thus the Consultant must ensure that stakeholders are consulted throughout the evaluation process. Note: **the Consultant shall NOT share any unapproved deliverables with stakeholders without DFATD's approval.** This is required to ensure a robust quality assurance throughout the evaluation process.

5.1 Work plan

The Consultant will prepare a work plan that will operationalize and direct the evaluation. The work plan shall follow the outline provided in Annex 1.1. Once approved by DFATD, the work plan will serve as the agreement between parties on how the evaluation is to be carried out. It is important to note that the work plan completes but does not contractually replace the ToR in the Contract.

The work plan will refine and elaborate on the information presented in these ToRs to bring greater precision to the planning and design of the evaluation. It will be based on a preliminary review of the documentation, discussions with key stakeholders (DFATD, CARE, partners in the field, etc.), literature review, and any other relevant source of information.

The following paragraphs provide indications on how to address some sections of the work plan. However, all sections and annexes indicated in the outline of the work plan provided in Annex 1.1 must be completed.

The work plan will include an evaluability assessment that will guide the evaluation design and help in updating the evaluation questions. The Consultant will

1. review previous related evaluations (if applicable) to inform the evaluation design; The purpose of reviewing previous evaluation(s) is NOT to update or follow-up on previous recommendations but to inform the current evaluation design and/or to mitigate constraints and limitations.
2. review the appropriateness of the evaluation questions as detailed in item 4 of these TORs. Evaluation questions can be withdrawn if they are impossible to answer, overly difficult or if there is a need to reduce the focus of the evaluation. Questions may be further elaborated, modified or added, following DFATD approval. All changes, additions or deletions of questions must be accompanied by a solid argument/rationale, and be approved by DFATD;
3. examine the following key factors: the specificity of the CIIP; the logic of the CIIP; the existence and quality of data (specifically including sex-disaggregated data), the availability of key informants, and the timing of the evaluation. It also identifies if key stakeholders want/resist to have the CIIP evaluated (e.g., the level of resistance to the evaluation and its reasons). Finally, the Consultant must explain and note any factors that compromise the independence of the evaluations and address possible conflicts of interest openly and honestly.

Following the evaluability assessment, the work plan provides updated questions.

The purpose, scope and evaluation questions are to be used by the Consultant to determine the most appropriate approach for the present evaluation. The methodology must be developed in line with the evaluation approach chosen and support the answering of evaluation questions using credible evidence.

The methodology section is the most important section of the work plan. This importance will be reflected in its size relative to the entire document. In that section, the Consultant must explain and justify the selection of the proposed evaluation approach and must also specify and justify the evaluation design. Thus, to describe and explain the evaluation methodology and its application the Consultant shall detail the proposed techniques for both data collection and data analysis (note: specific details on techniques for gender-sensitive data must be provided). The rationale for choosing those techniques must be provided and potential limitations and shortcomings of the evaluation must be explained.

Given that data will be collected from various samples (people, locations, etc.) it is important that these samples be representative of the population. Thus, in the methodology section of the work plan, the Consultant will detail the characteristics of each sample: how it is selected, the rationale for the selection, and the limitations of the sample for interpreting evaluation results. If a sample is not used, the rationale for not sampling or not using the sample data and the implications for the evaluation should be provided.

For data analysis, the Consultant should explain how the information collected will be organized, classified, tabulated, inter-related, compared and displayed relative to the evaluation questions, including what will be done to integrate multiple sources.

All the detailed methodological elements stated above will support the reader in understanding the logic of the Evaluation Matrix.

In the Annexes to the work plan the Consultant shall include:

- Evaluation Matrix that must follow the template provided in **Error! Reference source not found.**. The final design matrix will also be annexed to the final report.
- Sampling: for each sample the following must be defined and explained in detail: the purpose, objectives, universe/population, sampling criteria, sample design, sampling frame, sampling unit, sample size, sampling method(s), proposed sample and limitations.
- Proposed draft data collection tools (interviews, focus groups or other participatory methods protocols, tabulations, etc.) for the evaluation must be annexed to work plan and to the final evaluation report.

5.2 Data Collection and Validation

Data collection will be undertaken according to the DFATD approved work plan.

A field mission to Pakistan, in the provinces of Punjab and Sind, is required and must be integrated into the evaluation mandate.

The field mission is expected to be no longer than 15 days in duration. DFATD field staff are to be briefed by the Consultant on arrival and preliminary data shall be presented to the Head of Cooperation and field staff for validation two days before departure from the field. Note: The validation during data collection process is not an approval exercise. It is only meant to add external validity and ensure that the Consultant's preliminary data (not yet findings) are adequate and that important data have not been omitted or misinterpreted.

No later than two weeks after returning from the field mission, the Consultant will conduct a post-mission debriefing/validation session with the Pakistan Program in Gatineau.

5.3 Evaluation Report

The Consultant will prepare an evaluation report that describes the evaluation and puts forward findings²¹, conclusions, recommendations and lessons. For the Executive summary, Consultant shall follow the outline provided in Annex 1.3. The Executive summary will be public. The Consultant is entirely responsible for the quality of the final report and shall follow *OECD/DAC (2010) Quality Standards for Development Evaluation*. The Consultant shall not submit the draft evaluation report to stakeholders without DFATD's approval (DFATD is responsible to collect stakeholders comments.). The Consultant is responsible for accurately representing and consolidating the inputs of the team members, stakeholders and DFATD in the final report. As per the OECD/DAC Standards, "Relevant stakeholders are given the opportunity to comment on the draft report. The final evaluation report reflects these comments and acknowledges any substantive disagreements. In disputes about facts that can be verified, the evaluators investigate and change the draft where necessary. In the case of opinion or interpretation, stakeholders' comments are reproduced verbatim, in an annex or footnote, to the extent that this does not conflict with the rights and welfare of participants."

5.4 Management Response

Both DFATD and CARE will prepare a management response to the evaluation report that documents their response to the recommendations and establishes how each organization will (or will not) follow-up on the recommendations. ***Note: the Consultant is not responsible for this part of the process.***

5.5 Consultant Performance Appraisal

DFATD will assess the overall performance of the Consultant for the current mandate based on the grid attached in the Standing Offer Arrangements (SOAs)

5.6 Dissemination

The DFATD Branch responsible for the current evaluation has the responsibility for dissemination and to ensure that the Executive summary is made public as per Canada's commitment to the International Aid Transparency Initiative.

5. CONSULTANT PROFILE

The Consultant is responsible for ensuring that all aspects of the evaluation are taken into consideration especially with regards to Gender Equality issues, and undertaken by the proper expertise. The members of the evaluation team, as established by the Consultant, should possess a mix of evaluative skills and thematic knowledge. In particular, the team must have the capacity to ensure that gender equality is

²¹ The report will present the findings disaggregated by sex whenever possible, and appropriate.

taken into account in all aspects of the evaluation (i.e. design, data collection, analysis and reporting). Finally, the team should include professionals from the partner country.

The Evaluation Team Leader (ETL) may access and hire an Evaluation Team Member (Gender Equality Specialist) via the roster and services provided by the Islamabad Program Support Unit (PSU). The Consultant will hire local expertise to ensure that GE considerations are properly addressed as part of the evaluation mandate.

6.1 Evaluation Team Leader (ETL)

The Consultant will have overall responsibility for:

1. Ensuring the work is completed as defined in the work plan and as assigned to the appropriate team member(s);
2. Hire local expertise to ensure that GE considerations are properly addressed as part of the evaluation mandate; and
3. Present the findings, recommendations of the evaluation in Pakistan and in DFATD Gatineau.

6. DELIVERABLES, MILESTONES, AND SCHEDULE

6.1. Deliverables and Milestones

All deliverables must be prepared in English, and submitted to the DFATD. Only the executive summary of the final evaluation report must be written in both official languages.

Both the draft and final work plan, and the draft and final evaluation reports must be submitted in MS Word or in compatible software. PDF files are not acceptable. Only the final evaluation report must be submitted in hard copy format. Presentations delivered will be submitted in electronic format to DFATD.

Upon DFATD's request, the Consultant shall submit documents used/created under the current mandate, (e.g., questionnaires, focus groups protocols, interview notes, raw data, survey data, database, etc.).

7.1.1 Draft Work Plan

The Consultant is to submit a draft work plan to the DFATD within three weeks of the signing of the contract. The DFATD Officer/Manager in charge of the evaluation will share that work plan with the Co-operation partners and other stakeholders as necessary. The Consultant shall follow the outline provided in Annex 1.1.

7.1.2 Final Work Plan

Within one week of receiving comments, the Consultant is to submit a final work plan to be approved by DFATD.

7.1.3 Debriefing/Validation Sessions

The Consultant will conduct an in country debrief/validation workshop two days before departure from the field to validate preliminary data with selected stakeholders – to be defined with DFATD in due course. Within one week following the session, the Consultant is to submit the minutes and any material provided.

The Consultant will also conduct a post-mission debriefing/validation session in Gatineau two weeks after returning from the field mission. Presentation material is to be submitted to DFATD at least three days prior to the session. Minutes and any supplementary material provided during the session are to be submitted one week following the session.

7.1.4 Draft Evaluation Report

The Consultant will submit a draft evaluation report (which must conform to the *OECD/DAC (2010) Quality Standards for Development Evaluation*) to DFATD for review within a maximum of four weeks

after returning from mission. The draft evaluation report, , must include an Executive Summary, as per the outline provided in Annex 1.3 and all the relevant annexes.

DFATD is responsible for sharing the draft report with stakeholders and for collecting their comments.

The Consultant shall not submit the draft evaluation report to stakeholders without DFATD's approval.

7.1.5 Final Evaluation Report

Within two weeks of receiving comments from DFATD, the Consultant will submit a final evaluation report, which includes an executive summary to DFATD Officer/Manager. Note: before publication, DFATD will add the Management Response and Stakeholders' comments (if applicable) to the report.

7.1.6 Presentation of the Final Report (optional)

The Consultant will prepare and hold a meeting with DFATD and KASHF to present the findings, conclusions, recommendations and lessons learned of the evaluation at a time and location to be decided by DFATD Gatineau.

7.1.8 Schedule

This evaluation is expected to be carried out in April 2014 . The final evaluation report must be submitted to DFATD on or before May 30, 2014. The Consultant must specify in the work plan when each activity will start and end. Once validated and approved by DFATD, the work plan will become the key reference document for tracking the progress of the evaluation.

8 LEVEL OF EFFORT

The estimated level of effort required for this evaluation is up to a maximum of 95 days, for all resources required to complete the work.

9 ESTIMATED BUDGET

The estimate to complete the evaluation including all costs and excluding GST shall not exceed \$100,000. This estimate includes all fees, travel, expenses and incidentals.

Annex G: Field Visit Site Selection Matrix

	Context and Intervention					Performance Factor		
Rating Category	# of UCs	Degree of Marginalization of Women	Poverty Level	Number of Cycles	Infrastructure Improvement	Enterprise Development	Private Sector Engagement	
Rating Definition		Level of social, cultural and/or economic marginalization and	Based on HDI – using health, education and income indicators	Based on number of RMT enrollments	Improved access to social services, markets, neighbouring villages (indicative of indirect beneficiaries)	% of RMT members with enterprises established and generation income exceeding pre-project income	Level of ongoing engagement with PS partners by a majority of RMT members post-graduation	
Rating Scale								
District								
Multan	15	2	2	1,3,3,5	1	1	2	
Muzaffargarh	14	1	1	4,6	1	2	2	
Rajanpur	6	1	1	4,6	2	3	2	
Vehari	15	2	2	1,2,3,5	1	1	2	
Ghotki	15	1	2	4,6	2	2	2	
Tando Allah Yar	11	2	2	1,2,3,5	1	1	1	
Thatta	8	2	1	4,6	2	2	2	
Mirpurkhas	19	2	2	1,2,3,5	1	1	1	
Aambar Shaddad Kot	7	1	1	4,4	2	3	2	

Formative Evaluation of the Community Infrastructure Improvement Project (CIIP)

Annex H: Evaluation Matrix

Factor 1: Effectiveness

- a) Has CIIP achieved the expected immediate outcomes and made progress towards the intermediate outcomes?
- b) Were there any **unintended** results – positive or negative?

Sample or Census	S = Sample C = Census	
Type:	D = descriptive = what is N = normative = what is with what should be CE= cause and effect = what difference the intervention has made	
Design	ED = Experimental Design QED = Quasi Experimental Design NED = Non Experimental Design	

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comment
What results has the project achieved as per its expected outputs, immediate and intermediate outcomes?	CE	performance indicators	targets in the project PMF	baseline survey	progress reports and Interviews	NED	S	Semi Annual and Annual Reports	causal inferences from data sets	Indicators need to be both quantitative and qualitative
What are the perspectives of the project's stakeholders – CARE staff, IP staff, local government officials, road maintenance teams and participants in CIIP life skills and income generation programs – on the results which the project has achieved?	CE	categorization of views expressed	importance given to different results achieved	N/A	stakeholder interviews (disaggregated by participant category)	NED	S	categories of project participants	content analysis	Will call for a comparison of claimed results achievement with stakeholder perceptions of results achievement through a form of upward feedback
From your perspective – what were the strengths and weaknesses of the project? (triangulation of IP, local govt officials, RMT members member responses)	D	categorization of views expressed	listing of strengths and weaknesses offered	N/A	stakeholder interviews	NED	S	appreciative inquiry type questions	content analysis	SWOT type exercise with stakeholders
What organizational changes in the two project IPs has participation in the project caused particularly as regards the way they do business?	CE	categorization of responses	different response catalogued	N/A	interviews	NED	C	structured testing of social attitudes	organizational change analysis	Assumption is that the IP were on a very steep learning curve to implement this project
How has your participation in the project changed your life/your behaviour patterns / your attitudes/your way of doing business?	N	categorization of responses	different responses catalogued	N/A	interviews	NED	S	less structured interviews	socio-metric analysis	Looking here in particular for changes in behaviour patterns as a result of project participation
What impact did participation in the project have on the relationship patterns of RMT women both inside and outside their homes?	CE	categorization of responses	different responses catalogued	N/A	interviews	NED	S	less structured interviews	socio-metric analysis	One of the underlying assumptions of the project was that it would have an impact on relational patterns
What progress has the project made in linking women producers to new input suppliers, downstream buyers and credit sources?	CE	types of linkages made	different examples cited	N/A	interviews project data	NED	S	structured interviews Project data	socio-metric analysis	One of the key project processes is network making and support

Formative Evaluation of the Community Infrastructure Improvement Project (CIIP)

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comment
What changes have been made to the project's original design since start-up? Why? With what consequences?	D	# of changes made	N/A	PIP	interviews project data	NED	S	progress reports and CARE staff interviews	socio-metric methodology	Adaptation is a search across project landscapes
How effective have the project's various training programs been? With what impact?	N	satisfaction /utility Scale	acceptable satisfaction /utility rate	baseline Survey	interviews	NED	S	structured interviews	satisfaction/utility scale	As important as what is learned is how what has been learned is being used
How effective have the RMTs been as an instrument of change and capacity development?	D	effectiveness scale	RMT participant feedback	training needs assessments	interviews	NED	S	structured interviews	effectiveness scale	The RMTs as instruments of agents of change
How effective have project intermediaries (RMT leaders, IP staff, trainers of trainers and trainees, CBO staff, private sector partner, etc) been as agents of change?	N	effectiveness scale	RMT participant feedback	job descriptions	interviews – participant and agent	NED	S	structured interviews	factor analysis	Scaling is a weak measurement tool, but the only one available for getting at this question
What has been the response and commitment of UC secretaries to the project?	D	change indicators	involvement levels	N/A	interviews with UC Secretaries	NED	S	less structured interviews	effectiveness scale	important to probe reasons for different commitment levels
What impact have the improvements in rural roads had on the lives of people in their service areas?	CE	change indicators	life changes	baseline survey	interviews	NED	S	focus Group Interviews	inference of causal relationships	To be measured in terms of traffic level and travel time impacts
What are the different types of businesses started by RMT women in districts visited? What is the average monthly profit of those businesses?	D	project statistics	# and categorization	N/A	Tech Assessment of Reconstructed Earthen Rural Roads	NED	S&C	project reports	statistical analysis	Business start-ups is a weak predictor of business success
What factors determined how the RMT women used the project inputs they were given through the project?	CE	# and types of factors identified	N/A	N/A	focus group discussions	NED	S	focus group discussions	factor analysis	What are the motivators and de-motivators of project follow-on activity?
What is the quantity and quality of roads being built under the project? What is their usage? What is their projected durability?	CE	quality assessment	better than average deterioration rate	technical assessment	assessments of post construction weathering	NED	S	CARE engineering assessments	causality assessment	The question is what budgets do UC have for maintaining such roads?
What impact has the project had on local government capacity development?	CE	examples of CIIP prompted changes in UC capacities	improved organizational capacities	N/A	UC feedback on involvement	NED	S	exemplary stories	HRD analysis	What is the norm in terms of UC engineering, GE and business development capacities?

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Factor 2: Efficiency

- a) How economically are resources/inputs (funds, expertise, time, etc.) converted to outputs?
- b) Were outcomes achieved on time and on budget?
- c) Did CIIP local staff have adequate competencies in gender equality?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
What is the ratio of project management to program expenses? Is it reasonable?	D	ratio of management to program costs	twenty percent	Value for Money Study	project budget Value for money study	N/A	N/A	project budget and accounts	cost-benefit analysis	This project has a 3-tiered program delivery structure: CARE Canada, CARE Pakistan and two Implementing Partners. How efficient is that?
Do the project's four main components of - improving rural roads, increasing employment opportunities, improving life skills and income and increasing UC and CBO support for women workers and entrepreneurs -form a coherent program –both logically and in practice?	D	linkages between project components	high levels of component reinforcing	project rationale from Bangladesh experience	project stakeholders Technical Assessment	N/A	N/A	stakeholder interviews	rapid outcome mapping	It appears at first glance that the project has a high level of internal coherence – that its four pieces fit logically together
What technical assistance services has CARE Canada provided to the project?	D	record of TA provided	outside TA used only when TA requirement cannot be met locally	PIP - CARE CDA roles and responsibilities	Record of CARE Canada TA inputs – needs and quality	N/A	N/A	project reporting	utility measure	Also to be taken into account is the need for CARE Canada engagement as the lead interlocutor with DFADT
What has been the ratio of budget allocation to the project's four components ? Have they proven to have been appropriate?	D	% of budget allocations project components	Alignment of budget with intent	project budget	project budget	N/A	N/A	stakeholder opinion	budget reviews	To what extent has project budgeting been performance based?
Does the PIP contain a Gantt chart showing expected project timelines? Has it been revised in annual work plans to show adjustments in activity timetabling?	D	existence or not of Gantt chart in project PIP	Annual adjustments to program scheduling	PIP document	Project Implementation Plan	N/A	N/A	Review of PIP and AWPs	work plan reviews	Completed vs planned project milestones
What delays has the project experienced in implementing planned activities?	D	# of significant programming delays	Workable rules for constructive engagement		project stakeholders	N/A	N/A	Gantt chart review	multi-stakeholder analysis	CD wisdom is that it is an exceptional project that doesn't experience delays
What are the strengths, weaknesses and challenges in the relationships between	D	collaborative capacities	good process facilitation	definition of roles and	project stakeholders	N/A	N/A	appreciative inquiry	SWOT Analysis	How is the Project Advisory Committee working?

Formative Evaluation of the Community Infrastructure Improvement Project (CIIP)

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
the project's various implementing agencies?				responsibilities						
In the beginning, did the IP staff have the skill sets required to deliver the GE program? Do they have that now?	D	job descriptions	good component 3 results	staff CVs	client and GE Specialist Interviews	N/A	N/A	RMT member evaluation of GE training	duties/skills gap analysis (DACUM)	How effective was the project's TOT program?
Was the road maintenance program an effective entry point for a women's micro-enterprise development program?	D	value for money	reasonable value for money	project rationale	cross section of stakeholders	N/A	N/A	stakeholder interviews	cost-benefit analysis	The Bangladesh experience is relevant here.
What impact did the post-flood circumstances of the project start-up have on project effectiveness?	D	value for money	reasonable value for money	post flood situation	cross section of stakeholders	N/A	N/A	stakeholder interviews	SWOT Analysis	Did it shift programming priorities and/or site selection? And at what cost?
What has been the CARE contribution to the project in cash and in kind?	D	% of total budget	benchmark for CEA contributions under responsive modality	amount committed	budget	N/A	N/A	financial reports	financial analysis	This was a project undertaken in the responsive mode so required some reasonable level of implementing agency contribution

Factor 3: Relevance

- a) Are the results achieved relevant to the needs and priorities of poor rural women beneficiaries?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
What is the judgment of the project's key stakeholder groups concerning the relevance of the Bangladesh Rural Maintenance Program (RMP) to the Pakistani situation?	D	measure of relevance	high level of relevance	RMP Eval docs	CARE staff interviews	N/A	N/A	document Review unstructured Interviews	context analysis	Will need to get a reading on judgments made about what in RMP was transferable to a new context and validity
How was that model changed during CIIP's design phase?	D	process of relevancy analysis	# of significant changes made	RMP Design	CIIP staff recall	N/A	C	staff interviews	context Analysis	How RMP was adapted is as important as what was saved and discarded
What adjustments have been made to the project design since project start-up? Why? With what success?	D	changes made	# and type of changes made	original CIIP design	key project stakeholders	NED	C	interviews and progress reporting	history of key project decisions	Looking for a history of adaptation

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Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
What are the perspectives of the project's stakeholders – CARE staff, IP staff, local government officials, road maintenance teams and participants in CIIP life skills and income generation programs – on the relevance of CIIP programming to their lives and operations?	CE	categorization of views expressed	# and type of responses	original design as set out in the PIP	stakeholder interviews	N	S	categories of project participants	content analysis	What are the different perspectives on the project's relevance held by its different stakeholder groups? Which is a measure of coherence as well as relevance?
How has the project been affected by the changes that have been made to the GOP's local government system?	D	different opinions	# and type of opinions expressed	original project design	stakeholder interviews	N	S	unstructured interviews	context Analysis	The effect of politics on development
Is there a difference in the relevance of the project to the different locations where it is being implemented?	D	stakeholder opinion	adjustment in project delivery depending local needs	different needs in different districts	stakeholder interviews	NED	S	unstructured interviews	context analysis	To what extent did the project take a different form in different places?

Factor 4: Sustainability

- a) What is the likelihood that the results/benefits will continue after DFATD's involvement ends?
- b) Are sufficient financial and human resources committed to maintain benefits and results for the beneficiaries?
- c) Is the external environment conducive to the maintenance of the CIIP results?
- d) Did the project design include measures to support the sustainability of results?
- e) How does/will CARE's private sector engagement strategy contribute to sustainability and are there incentives for continued participation?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
To what extent has their engagement with CIIP demonstrated profitable business models for its private sector partners (Shell Tameer, Engro Foods, Tameer Micro Finance Bank etc.) that they will continue?	CE	private sector partner business plans	existence of plans – actual and notional	original motivation for participation	interviews with CIIP private sector partners	NED	C	business partner interviews	factor analysis	Has there been a CARE conversation with the project's private sector partners on project sustainability?
How have the CBO's involved in the project been strengthened? How are they intending to use their new capacities going forward?	CE	CBO self CD assessments	CBOs with new capacities in development	Baseline Survey	interviews and project data	NED	S	interviews with engaged CBOs project reports	factor analysis	A measure of both capacities developed and the intent/opportunity to use those capacities

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Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
To what extent are the women who participated in health and hygiene training programs continuing to practice what they learned?	CE	scale of best practice continuation	improved hygiene practices	N/A	interviews project reports	NED	S	participant interviews project reports	factor analysis	Will involve scaling rates of uptake and probing reasons for uptake or not
What are CARE Pakistan's intentions for continued involvement in programming related to private sector development for women? How does it intend to use what it has learned in implementing CIIP going forward?	CE	CARE Pakistan plans	program continuation	N/A	interviews with CARE Pakistan senior management	NED	N/A	staff interviews	factor analysis	This question assumed that CARE Pakistan should continue micro enterprise programming in Pak which might not be the case
What capacities has the project built in participating UCs and how are they intending to use those capacities going forward?	CE	UC self assessments	inventory of identified capacities developed	N/A	interviews with UC secretaries	NED	S	UC Secretary interviews project reports	factor analysis	Answers to this question have to be judged in the context of weakened local government
What has DFATD Pakistan learned from supporting the CIIP? How is it intending to use this learning going forward?	D	DFATD self assessment	different lessons learned	N/A	DFATD staff interviews	NED	S	Interviews DFATD plans	inquiry analysis	This is about donor agency learning
What are the key challenges and lessons learned with regard to sustainability of project results	D	sustainability scale	# and types of sustainability initiatives proposed	N/A	DFATD/CARE/IP staff interviews	N	S	interviews and reports	factor analysis	Assumes CIIP sustainability strategy exists

Factor 5: Cross-cutting Themes

a) Gender Equality

- i. Has the gender equality strategy/plan been implemented satisfactorily by the implementing organizations?
- ii. Were requisite human and financial resources allocated to the implementation of the gender equality strategy?
- iii. Did the CIIP collect and use sex-disaggregated data? If yes how effectively was it analyzed? If not, why not?
- iv. Has the CIIP project:
 - Contributed to the advancement of women's equal participation with men as decision-makers at the household/family and community levels?
 - Supported women and girls in the realization of their full human rights in their families and communities?
 - Reduced gender-based inequalities in access to the resources and benefits of development?
 - Reduced gender-based inequalities in control over the resources and benefits of development?
 - Led local governments and CBOs to increase their support of gender equality in community based-development initiatives?

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Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
To what extent were the project's implementing partners, private sector partners and CBO partners aware of CARE's gender equality strategy and committed to its implementation?	D	level of awareness and commitment amongst partner organizations	significant increase awareness in and commitment	GE strategy	stakeholder interviews and focus groups	NED	S	stakeholder interviews and focus groups	content analysis	It is presumed that in a women's project GE objectives ran through all programming
Have household decision-making patterns changed as a result of women's participation in project activities? If yes, in what ways? If no, why, not?	CE	categorization of responses to the question	significant changes that make a difference	baseline survey	RMT member focus groups	NED	S	stakeholder interviews and focus groups	factor analysis	Looking for reported changes in household behaviour patterns
% women who have found employment and/or income generating opportunities as a result of their involvement in the project? What income are these opportunities generating for them?	CE	# of women earning an income post CIIP participation range of levels of income being generated	60 to 70 Income sources # of rupees per month	presume zero	focus groups and project statistics	NED	S	record review supplemented by interviews	earned Income analysis	Assumption is that income earning capacities were zero before participation in the project
To what extent are local government bodies and CBOs providing more support of GE programming in their community based programming?	D	increases in level of support	magnitude of increases	baseline survey	UC and CBO interviews	NED	S	structured interviews	significance analysis	To what extent has CIIP been able to act as a change agent with CBOs and UCs?
To what extent has male stereotyping of the role of women changed as a result of the project?	CE	change in male attitudes towards women's participation in project activities	greater acceptance public participation	historic cultural norms	CIIP impact assessment	NED	S	focus group sessions with project participants	attribution of change to CIIP participation	Will mostly have to get this information from RMT participants
How effective were the project's various training programs including the gender training program in empowering their participants	CE	changes in levels of self-confidence	improved levels of self confidence	N/A	training outcomes	NED	S	interviews with both trainers and course participants	gender analysis	Scale levels of empowerment
What, if any, initiatives were taken to use the CIIP to sensitize local government officials to gender equality issues?	D	levels of gender awareness	improvement in levels of GE awareness	GE Strategy	UC Secretary interviews	NED	S	UC Secretary interviews	attitudinal shift	Question to be put to UC secretaries
How do the projects private sector partners treat their CIIP female clients and how to they see them fitting into their business models?	D	Attitudes of private sector partners to female clients	Improved gender sensitivity	N/A	Interviews with PS partner management	NED	S	PS management interviews	attitudinal shift	Will be important to gage PS attitudinal shifts but shifts in women clients' perceptions of shifts

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Environmental Sustainability

- i. Were environmental assessments, environmental strategies/plans developed and implemented by co-operating partners during the CIIP?
- ii. Were identified environmental mitigation and enhancement measures implemented?
- iii. If so, were they effective in preventing negative environmental impacts and/or improving environmental management?
- iv. Has the investment achieved results in environmental sustainability?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
Following UC submission of lists of potential road maintenance projects, CARE and IPs were to subject them to GoP EIP check list scrutiny. How thoroughly was this process followed?	D	compliance with EIP check list scrutiny	all road maintenance projects to be subjected to check list scrutiny	N/A	road maintenance project files	NED	S	random file checks	process tracing	A test of compliance with EIA process commitments
How extensively was the review process followed: • Project proposals first reviewed by district teams; • Then reviewed by technical and engineering specialists; • Then endorsed by district/tehsil departments of public works; and • Finally approved by the project director and deputy project director.	D	file entries	100% compliance	N/A	TA ad Validation of reconstructed earthen roads and culverts final report 2012	NED	S	review of validation report and site visits	process tracing	Where did accountability lie for EIA processing and compliance?
Did the project's two IPs have internal and/or external access to environmental management capacities? If so, how was it employed?	D	functions performed by IP environmental experts	list of duties	N/A	IP staff interviews	NED	C	job descriptions vs staff qualifications	competency analysis	What was the project's internal capacity in environmental impact management?
Do Annual Progress Reports include a section on environmental management results against environmental strategy commitments?	D	quality of environmental management reporting	included in all progress reporting	N/A	progress reports	NED	C	progress reports	document review	A test of the quality of EIA reporting

Formative Evaluation of the Community Infrastructure Improvement Project (CIIP)

b) Governance

i. Has the investment achieved results in governance at the local level?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
How involved have project governance structures been in project decision making? Provincial Advisory Committees? District Advisory Committees? UC Monitoring Committees?	D	frequency of committee meetings measure of committee influence	every six months discussion of committee deliberations in PSC meeting	N/A	meeting minutes meetings with UC and DC representatives	NED	S	interviews with committee members	factor analysis	Has CIIP made any attempt to use the RMTs as downward accountability mechanisms for holding local government to account?
How many partnerships has CIIP formed with civil society networks – with community organizations, village organizations and local support organizations – to use as both local project support and project monitoring mechanisms?	D	# and strength of partnerships	targets still to be set	N/A	project reporting UC level field visits	NED	S	UC level focus group meetings	factor analysis	To what extent has CIIP changed local governance dynamics?
The project has a communication strategy. Does it promote bottom up communication so that the voices of the RMT's can get a hearing in the Project Advisory Committee?	D	level of bottom up communication	two way communication	N/A	interviews with project management	NED	N/A	discussion with PAC members	communication flows	On any project communication should be two way in order to capture participant wisdom
The PIP called for the appointment of community spokespersons and “cross visits” between villages and districts. How has this worked?	CE	# of spokespersons appointed # of cross visits organized results of both	knowledge sharing across the program	N/A	CIIP records focus groups with RMTs	NED	S	focus groups with RMTs	knowledge sharing	Inter project knowledge sharing as a form of governance
What role have the RMTs played as governance processors – as local social networks for change?	CE	RMTs as networks for change	high levels of RMT group cohesion	N/A	focus groups with RMTs	NEF	S	focus groups with RMTs	group dynamics	Systems change rests on social empowerment

B. Evaluation Issues

Factor 1: Local Ownership

- a) Are the project's primary stakeholders (poor rural women, their families and local governments) committed to CIIP?
- b) Did the poor rural women targeted by the project receive the appropriate training and skills development over the duration of the project to be able to participate more fully in household economic activities?
- c) Did the male members of the families play key roles in the success of this project?
- d) Are the local government bodies committed to CIIP? If not, why not?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comment
To what extent have the entire households of the RMT program begun to own their changing household roles?	CE	changed roles	modest but perceived positive changes	RTM participant reporting	focus group meetings	NED	S	focus group meetings	ownership analysis	"Before and after" reporting by RMT participants
What has been the level of commitment of the project stakeholders to its goals and values? Pre and post involvement?	CE	commitment levels	improved levels of commitment	N/A	focus group meetings	NED	S	focus group meetings	commitment analysis	How to measure commitment levels?
What factors seem to have influenced levels of UC engagement?	CE	levels of engagement	N/A	N/A	UC Sec Interviews	NED	S	UC secretary interviews	cross-UC comparative analysis	How much have UC Sec transfers been a factor in commitment levels?
What seem to have been the factors that have determined whether or not RMT participants have become involved in the enterprise development program?	CE	causal factors	motivational power of CIIP	N/A	focus group meetings	NED	S	focus group meetings	factor analysis	Was it skills level, confidence, home situation, support structures, risk avoidance?
Who owns the Provincial and District Advisory Committees – the provincial and district governments or the project?	D	levels of ownership	local ownership	N/A	interviews with CARE and gov't officials	NED	S	interviews district and provincial officials	ownership analysis	What strategies have been used to build gov't committee commitments?
How did CARE engage its private sector partners? Was the engagement based on true partnership principles and a win-win situation for both? Or on a contract basis?	D	partnership criteria	mutually beneficial partnerships	N/A	interviews with CARE & private sector staff	NED	S	interviews with private sector partners	partnership analysis	To what extent have they been win-win situations - part of a systems approach to change effectiveness
How did the CARE/private sector relationships change over the life of the project?	CE	types of relationships	positive change	attributes of initial relationship	interviews with CARE & private sector staff	NED	S	interviews	goals and roles analysis	Whose values count?

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Factor 2: Results-based Management

- a) Do the content of the Logic Model and the Performance Measurement Framework follow DFATD's guidelines for Results-Based Management?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
Do the project's LM and PMF follow DFATD's RBM guidelines?	D	compliances with guidelines	absolute compliance	N/A	project LM and PMF	N/A	N/A	document review	content analysis	A measure of RBM system compliance
Were the project's RBM tools used to stimulate reflection, inform course corrections and stimulate stakeholder engagement? Were they widely shared amongst key project stakeholders?	D	project decision making processes	Participatory Mutual Accountability Transparency	N/A	Project players	N/A	N/A	stakeholder interviews	process analysis	RBM as a learning tool?

Factor 3: Project Design

- a) How was the CIIP designed?
 b) Was it well designed?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
What was the design process?	D	level of stakeholder participation	participatory	N/A	stakeholder Interviews	NED	S	stakeholder interviews	process analysis	Who and what did it involve and how?
Was CIIP based on a sound understanding of the local context, including gender, environment and governance contexts?	D	level of understanding	a good reading of the situation	N/A	CIIP staff interviews PIP and baseline reports	NED	S	stakeholder interviews	context analysis	What was the quality of the PIP in general and particularly its context analysis?
Was the design based on proven approaches and/or new and innovative approaches?	D	degree of innovation in the design	capacity to position	PIP Guidelines	CIIP staff interviews PIP	NED	S	CIIP staff interviews quality review of the PIP	innovative features in the design	To what extent was it an import of RMP? (Bangladesh)
Did the CIIP design allow for flexibility of operations given the security environment in Pakistan?	D	degree of flexibility in the design	capacity to reposition	NA	CIIP staff Interviews PIP	NED	S	CIIP staff Interviews quality review of the PIP	amount of flexibility built into the design	To what extent was the project a design and deliver exercise as opposed to being a learning exercise?

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Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
IIP has undertaken a number of studies since the project started: an impact assessment, an Easy Paisa Pilot, a training evaluation and an impact of business education on savings by women. How have they affected the design of the project?	CE	# of design adjustments	program flexibility	PIP	study recommendations			CIIP staff interviews	analysis of study/research recommendation up-take	A utility measure of project studies and research
What, if any, are the unexpected contextual “happenings” that have had a significant impact on project implementation and achievement of results?	D	chronology of changes in the project's operating environment	capacity to reposition	PIP	CIIP staff interviews	NED	S	project biography	biographical analysis	What surprises has the project been dealt? How have they been handled?
Was there clarity of roles and responsibilities amongst the key players – CARE HQ, CARE Pakistan and local government?	D	role definitions	clear definition of roles and responsibilities	PIP	partner interview	NED	S	review of roles and responsibilities	clarity analysis	How did role definitions change over the life of the project?

Factor 4: Risk Management

- a) Are there systems in place to monitor, report and manage risks potentially impacting on the CIIP?
- b) Were these systems used?
- c) Were these systems effective, if used?
- d) Were options/alternatives put in place facilitate the CIIP?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
Are there systems in place to monitor, report and manage risks potentially impacting on CIIP?	D	efficacy of Risk Mgt Strategy	quality of RMT	N/A	progress reporting on risk tracking	N/A	N/A	CIIP staff Interviews	verification of ongoing risk analysis	
Were these systems used?	D	evidence of Use	Use or Not	N/A	progress reporting	N/A	N/A	CIIP staff Interviews	evidence of use	
Were these systems effective, if used?	D	effectiveness scale	effective	N/A	progress Reporting	N/A	N/A.	CIIP staff Interviews	effectiveness analysis	
Were options/alternatives put in place to facilitate CIIP?	D	Yes/No	Yes	N/A	PIP	N/A	N/A	CIIP staff Interviews	effectiveness analysis	

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Factor 5: Additional Issues

- a) A key intervention of this initiative was the post-flood cash-for-work component. What were its strengths and weaknesses?
- b) Have CARE's overhead expenses increased over the implementation of the project?
- c) A key component of this project was private sector engagement. How did CARE engage the private sector partners? Was it a true partnership and a win-win situation?

Sub-questions	Type	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Design	Sample or Census	Data Collection Instrument	Data Analysis	Comments
How would the design and delivery of the project have been different if there had not been a flood?	N	likely differences	N/A	current design	CIIP staff interviews	N/A	N/A	CIIP staff interviews	impact analysis	A hypothetical, what if, question
What have been the costs and benefits of CIIP's three tier implementation model? – CARE Canada, CARE Pakistan and the IPs?	D	costs and benefits	low cost-benefit ratio	project budget	project financial statements	N/A	N/A	CIIP staff interviews and financial statements	cost benefit analysis	Cost benefit analyses are difficult to perform
How can the different lenses through which CARE and its private sector partners viewed the project be characterized?	D	different stakeholder perspectives on the project	convergence of perspectives	N/A	CIIP staff and private sector partner interviews	NED	C	CIIP staff and private sector partner interviews	relationship analysis	Stakeholder lenses can be typed in terms of core interest, rights, responsibilities, power and culture
What were the opportunities and challenges of the relationship between them? How were differences in the different lenses managed?	D	different lenses	satisfactory conflict resolution	N/A	CIIP staff and private sector partner interviews	NED	C	CIIP staff and private sector partner interviews	relationship analysis	Rational issues run through most projects

Note of data analysis methods

1. Content analysis: a standard methodological classification of document content

Annex H Proposed Data Collection Protocols

Note: These interview protocols are presented in draft form. The two members of the evaluation team will have an opportunity to discuss and refine them face to face in Islamabad at the beginning of the field mission.

Data to be collected through structured and unstructured interviews, focus group meetings and structured observation

Where appropriate, responses will be scaled

The data collected will be sex disaggregated

The data will be broken into four categories having to do with general socio-economic status, road construction, training/capacity development and enterprise development

A. RMT Participants

1. How did you hear about the CIIP program?
2. How did you decide to participate in it? Did your husband/parents/children participate in your decision to become involved in the project?
3. Was your family supportive of your decision to join the project?
4. What was life situation before you joined the project?
5. What road project did you work on?
6. What did you like about working on road construction? Getting out of the home? The money you were making? Being part of an RMT? Building something useful for your community?
7. Did you have friends who also joined the project?
8. How much were you being paid?
9. Is your time on the project completed? Yes? No?
10. How much have you been able to save from your work experience?
11. What difficulties did you experience in managing your work and household responsibilities at the same time? Did your family help with this? How?
12. Have you made new friends by being involved in the project? How important has that been to your life?
13. What training programs have you participated in?
 - Road Maintenance and Basic Health Training
 - What did you learn in road maintenance training program?
 - Was it useful for what you had to do on the job?
 - What were the main things that you learned in the basic health training program?
 - Did you find it useful? Have you used what you learned in it? In caring for your family? Have you shared what you learned with others? If yes, with whom?
 - Gender and Rights Training
 - Was it fun?
 - What did you learn?
 - How have you been able to use what you learned?
 - Basic Business Planning and Operations Training?
 - Why did you decide to take this course?
 - What did you learn from participating in it?
14. Have you established a business? If yes, what is your business? If not, why not?
15. How did you choose the business that you are in?
16. What challenges have you faced in getting its started? Has the project helped you to get it started? If yes, how

17. If you have a business how long has it been going? Is it making money? How much did it cost you to get it started?
18. Have you been able to join a self help group? If yes how is it helping you?

B. Trainers and Facilitators and Trainers of Trainers

1. What were the requirements for your job?
2. What qualifications did you have?
3. Why did you decide to apply for the job?
4. What training were you given to do the job? Was it good? Was it sufficient?
5. Were the teaching and learning materials that you had to work with adequate?
6. From your perspective what do you think of the CIIP? What do you think, from your perspective, are the strengths and weaknesses of the CIIP training programs? How do you think they could be improved?
7. Who do you work for? How would you rate the support that it gives you in your job?
8. Looking at CIIP from a larger perspective, what do you think, from your perspective, what do you think are its strengths and weaknesses?
9. If you were the boss, how would you improve it?

C. Local Government Officials – At the UC Level

1. To what extent and how has the UC been relating to the CIIP?
2. What benefits has it brought to the UC?
3. From your perspectives what are the strengths and weaknesses of the project?
4. How might the UC/CIIP relationship be made to be more mutually beneficial?
5. What role has your UC played in the selection of the rural roads for CIIP treatment and in monitoring their up-grades?

D. Implementing Partners

1. Why and how did your organization decide to become an CIIP implementing partner?
2. What role did your organization play in the project design?
3. What are its roles and responsibilities?
4. In your view, what does the idea of being an Implementing **Partner** mean? How is it being operationalized?
5. How does being a CIIP implementing partner fit with your organization's "corporate" agenda?
6. How has being a CIIP implementing partner strengthened your organization? What has it learned from being a CIIP partner?
7. From your perspective what are the strengths and weakness of the CIIP? In terms of intent? In terms of design? In terms of results achievement? In terms of promoting gender equality? In terms of monitoring and evaluation processes? In terms of implementation? In terms of CBO and local government relations? And in terms of efficiency and effectiveness?
8. How could the project be improved at this point in time?
9. What are the main challenges that you have faced in implementing the project?
10. You are a member of the Project Steering Committee. In your view, how well is it doing in fulfilling its mandate?

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11. In what ways has your participation in CIIP project strengthened your organization? Either through learning by doing? Through receipt of CARE capacity development support? Being a party to the assessments and studies that have been undertaken? Being part of the projects M&E system?
12. In partnership arrangements, different partners always have different core interests, rights, responsibilities, power and culture. How do these play out in terms of your partnership with CARE?

Annex I: A History of Budget Revisions

COMMUNITY INFRASTRUCTURE IMPROVEMENT PROJECT - CIIP

CIDA Contract No. : 7055088 - A-034874

Contract Start and End Dates : 06 May 2010 - 30 July 2015

S.No.	DESCRIPTION / BUDGET LINE ITEM	CIDA Original budget	CIDA amendment 1 budget	CIDA amendment 2 budget	Comments
		Signed on May 06, 2010	Signed on March 29, 2011	Signed on October 03, 2012	
1.1	REMUNERATION				
1.1.1	CARE Personnel in Canada and on short-term assignments in the field (up to four (4) consecutive months)	133,480	249,465	261,180	
1.1.2	CARE personnel on long-term assignment in the field (twelve (12) consecutive months or more)	435,045	617,787	617,787	
1.1.3	CARE Pakistan Staff	1,386,743	2,089,373	1,734,113	
	SUB TOTAL - REMUNERATION	1,955,268	2,956,625	2,613,079	
1.4	DIRECT PROJECT EXPENSES				
1.4.1	Direct Project Related Expenses				
1.4.1.a	Vehicle Rental, Purchase, fuel, Maintenance and transportation of goods etc	485,764	557,748	215,514	
1.4.1.b	Training, workshops, capacity building activities, publication, promotional materials....	857,002	887,002	1,325,462	
1.4.1.c	Communication, mail, courier, printing, reporting, production of reading material....	44,554	54,322	35,088	
1.4.1.d	Local Office Expenses (Rent, Utilities, Maintenance, Furniture, Equip & Other S. Cost, Cost of purchasing/rentals vehicles, fuel, insurance, IT equipment and general maintance..)	851,481	1,098,944	656,313	1. Under the 1st amendment an amount of CAD:5 million was added to the original budget for scaleup activities. 2. Under 2nd amendment an amount of CAD:1.19 million was moved from Personnel and Operations to Program activities, mainly in 1.4.1.a,b and e.
1.4.1.e	Rural Maintenance Program (RMP) activities	4,542,652	7,765,122	8,516,349	
1.4.1.f	Bank transfer fees	13,923	21,315	15,452	
1.4.1.g	Other Project expenses (Consultancy and technical support) - moved to 1.4.1.e in amendment #1	58,470	-	694	
1.4.2	Travel expenses for individuals in Canada and on short - term assignment	119,458	132,459	95,584	
	TOTAL DIRECT PROJECT EXPENSES	6,973,304	10,516,912	10,860,457	
	TOTAL EXPENSES	8,928,572	13,473,537	13,473,536	
1.5	Overhead Compensation (12%)	1,071,428	1,616,824	1,616,823	
	TOTAL - PROJECT COST	10,000,000	15,090,361	15,090,360	

Annex J: Analysis of Stakeholder and Beneficiaries Populations

The following is a quick analysis of characteristics of the populations of project stakeholders and beneficiaries with the evaluators.

DFATD Staff				
Number	Location		Sex	
	Headquarters	Field	Male	Female
6	2	4	2	4

CARE Staff				
Number	Location		Sex	
	Headquarters	Field	Male	Female
14	1	13	8	5

Implementing Partners			
	Number	Sex	
		Male	Female
AWAS	17	11	6
Takhleeq Foundation	15	9	6

Private Sector Partners			
	Number	Male	Female
Tameer Bank	3	3	3
Shell Tameer	3	2	1
Telenor	3	2	3
Engro Food	3	3	1

Beneficiary Focus Group Meetings							
Category	Village	UC	District	Province	#	Sex	
SHG	537	#	Vehari	Punjab	15	-	15
SHG		Piyaro Lund	Tando ALLahyar	Sindh	13	-	13
Entrepreneurs Training		Keenihar	Thatta	Sindh	21	-	21

Roads Sites Visited				
Location		#	Status	
District	Province		Under Construction	Completed
		3	1	2

