

**POST PROJECT EVALUATIONS  
FOR THE  
UNITED NATIONS DEMOCRACY FUND**

**EVALUATION REPORT**

**UDF-19-860-PAK  
Safeguarding the Rights of Transgender and Intersex Communities in Pakistan**

**Date: 12 March 2024**

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**Disclaimer**

The views expressed in this report are those of the evaluator. They do not represent those of UNDEF or any of the institutions referred to in the report.

**Authors**

*This report was written by Sabina Ahmad.*

## I. OVERALL ASSESSMENT

This report is the evaluation of the project entitled “Safeguarding the Rights of Transgender and Intersex Communities in Pakistan”. It was implemented by FACES Pakistan from April 2021 to March 2023 with an overall objective to work for protection and promotion of human rights and fundamental freedoms of LGBTI persons, particularly transgender and intersex. The 2-year project was implemented with a total grant amount USD 187,000 (total project budget 170,000 with 10% allocation for UNDEF’s M&E) in two districts of the Punjab province, Lahore and Faisalabad. Key project components included:

- capacity building of LGTQI/TGs, Human Rights Defenders (HRDs), and CSOs to work towards the promotion and protection of LGBTI rights;
- sensitization and awareness raising of duty bearers and general public on rights of the transgender community;
- creating an enabling environment through strengthening legislation and policy framework to safeguard fundamental rights of the transgender community as equal citizens of Pakistan.

The project beneficiaries included LGBTI persons, HRDs and CSOs, in target districts as well as key government officials from various provincial departments as well as National Database and Registration Authority (NADRA) and Election Commission of Pakistan.

### *Key Findings*

The evaluation findings note that the overall project design was *highly relevant*, built on good understanding of the policy and operational context that defines the calculus of fundamental rights and freedoms of the transgender community in Pakistan. The project successfully engaged with a number of key stakeholder institutions, tapping in and leveraging existing government initiatives to promote rights of the transgender community like NADRA, Department of Human Rights and Minority Affairs (HR&MA), Social Welfare Department etc.

The evaluator is of the view that the project was *effective* in meeting almost all of its quantitative targets including 40 events, with over 1,000 participants. While the event-based activities provided quick access and engagement opportunity, the project could have leveraged it even more effectively by channeling it for taking concrete steps and support measures beyond the events. The project strategy to include Sathi Foundation, a TG led organization as implementing partner proved very effective as it provided direct and easy access to the target community.

Despite being innovative and relevant, the mobile application for incident reporting met with *limited success in terms of utilization as well as institutionalization*. The key reasons for this included low awareness about the app among the transgender community, discontinuation of its use by the HRDs as well as its eventual placement with the Department of HR&MA which neither had the capacity nor the resources to host and manage the app. Similarly, one of the outcomes of the project focusing on legal review and development also had mixed results. While it was successful in getting a provincial law on transgender rights drafted, a more extensive and structured engagement with the parliamentarians and political leadership would have buoyed it towards gaining political support, essential for the legislative process.

Overall, the project generated *positive impact*. Notably, it effectively contributed to transformative change at the individual level. For majority of the respondents from the HRDs, training and sensitization sessions helped them challenge their stereotypes and learn about the challenges the TG community faces at multiple levels including social, political and economic. For the government officials, the engagement with the project sharpened their focus on inclusion. For the transgender community, the most significant change they experienced was a *'sense of belonging'* as a result of the project's contribution. The *impact of project interventions at the institutional level*, however, were *rather limited* as they did not result in concrete measures and outcomes at the organizational level.

Encouraging *signs of sustainability* were noted when the HRDs, and CSOs reported that the project engagement had provided them a chance to liaise and link with government officials and departments which continued beyond the project. Similarly, the government organizations appeared keen to maintain the linkage with CSOs especially when they need outreach and mobilization support for CNIC and voter registration for hard-to-reach communities including transgender persons.

The evaluation findings note that for both implementing partner agencies, FACES and Sathi Foundation, *engagement with UNDEF proved particularly beneficial* in terms of strengthening their organizational systems for reporting and documentation. The UNDEF project gave them an opportunity to work on the very important, yet largely unaddressed issues of identity, inclusion and participation in democratic processes for a community which is often left out or not sufficiently covered through typical donor supported projects.

### ***Key Recommendations***

1. In order to create a meaningful impact, the implementing agency should focus on both demand creation (to address lack of awareness of rights holders) as well as institutional strengthening of delivery institutions (to guarantee legal rights).
2. The implementing agency should carry out an organizational needs assessment for targeted and needs based institutional capacity development to support inclusive service delivery by government organizations.
3. Assess e-readiness of the government department selected as custodian of the digital tool (in this case the Department of Human Rights and Minority Affairs was selected for handing over the Incident Reporting App) before technology transfer. Most government departments will require technical support and handholding before they can institutionalize a digital tool.
4. Initiatives focusing on legislation and policy development require follow through beyond drafting policies/ bills. Engagement with the parliamentarians, Members of the Provincial Assembly (MPAs) or political leadership is critical to steer the legal reform, which is essentially a political process and requires their support in order to pass new legislation.
5. In order to create impact at the institutional level and ensure sustainability of project efforts, the implementing agency should have a rigorous follow up with government departments resulting in concrete outcomes like MoUs or notifications by the government.

### *Lessons Learned*

1. The project experience clearly indicates that project interventions when anchored in or leveraging existing government initiatives have greater stakeholder endorsement and higher chance to sustain.
2. Engaging a transgender (TG) led organization for implementation of a TG focused project is an effective strategy to build trust and gain access to the target community.
3. While working on promoting rights of the transgender community, it is important to focus equally on demand creation through rights awareness along with strengthening institutional capacity of public sector institutions for inclusive service delivery.
4. Connected, aware and empowered CSOs and HRDs can become a strong catalyst for change at the grassroots level in order to promote local action aimed at promoting transgender persons' rights.
5. Meaningful and transformative change to safeguard rights of transgender community will need to be driven through rigorous policy advocacy and legislative action.

## **II. PROJECT CONTEXT AND STRATEGY**

### *(i) Development context*

The transgender community in Pakistan has faced multiple levels of legal, institutional and societal discrimination and exclusion. While, the Constitution of Pakistan<sup>1</sup> protects all citizens by safeguarding their rights, dignity and status; these rights are yet to be translated into laws and protection mechanisms at the state level with respect to vulnerable groups and specifically the transgender community. The transgender persons continue to be disenfranchised as they cannot fully exercise their social, economic and political rights. Largely under-represented and unheard, they do not have equal opportunity in accessing education, employment and development opportunities. Their challenges are further magnified because of exclusion at the societal level which prevents them from exercising their fundamental rights as equal citizens of the country.

A landmark legislation, the Transgender Persons (Protection of Rights) Act passed in May 2018, gave the transgender persons the right to legal gender recognition based on self-identification, expressly prohibited discrimination against transgender people in educational institutions, workplaces and health care, and it guaranteed them a share in inheritance. However, implementation of the law has remained a challenge due to lack of awareness regarding the legislation among the LGBTI community as well as limited legal and rights-based knowledge of the public office bearers. In order to be able to participate as full citizen of Pakistan, ensuring human rights, voting rights and access to social welfare benefits including health, education and livelihood, the LGBTI persons need to get registered and be provided a CNIC – Computerized National Identity Card. Majority of them lack access to adequate information and awareness to acquire their CNICs. Furthermore, while the transgender community faces high degree of discrimination, exclusion and social stigma, often resulting in violence, there is no system of documenting, recording, reporting and monitoring

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<sup>1</sup> Chapter II, Articles 8-28, Fundamental Rights, Constitution of Pakistan

of cases of discrimination and violence. While the Federal law provides the guiding legal framework, it is the prerogative of the provincial governments to develop, enact and implement laws protecting the rights of the transgender persons in the provinces.

*(ii) The project objective*

The project, Safeguarding the Rights of Transgender and Intersex Communities in Pakistan, was implemented by Formation Awareness and Community Empowerment Society – FACES with an overall objective to work for protection and promotion of human rights and fundamental freedoms of LGBTI persons, particularly transgender and intersex. The 2-year project was implemented from April 2021 to March 2023 with a total grant amount USD 187,000 (total project budget 170,000 with 10% allocation for UNDEF’s M&E) in two districts of the Punjab province, Lahore and Faisalabad.

Addressing the key challenges of lack of identity, recognition and access to basic rights of LGBTI persons as citizen of Pakistan, the project design focused on three interlinked components including:

- capacity building of LGTQI/TGs, Human Rights Defenders (HRDs), and CSOs to work towards the promotion and protection of LGBTI rights;
- sensitization and awareness raising of duty bearers and general public on rights of the transgender community;
- creating an enabling environment through strengthening legislation and policy framework to safeguard fundamental rights of the transgender community as equal citizens of Pakistan.

Key elements underpinning the project strategy included extensive stakeholder engagement and consultations for agenda setting and stakeholder endorsement; leveraging and strengthening inclusive and tolerant voices/entities through HRDs/CSOs/TGs and ensuring voice representation and meaningful participation through direct engagement with the transgender community.

A number of interventions were designed to achieve the project objectives. Key project actions included:

- Capacity building of HRDs and grass-roots level CSOs for documenting, monitoring and reporting the cases/incidents of violation of rights of LGBTI persons.
- Development of mobile application-based data/information gathering on incidence of violence & discrimination against LGBTI persons (particularly Transgender & Intersex persons).
- Awareness raising, mobilization and sensitization of relevant government authorities towards their role in facilitating the Transgender persons in acquiring legal documentation particularly Computerized National Identity Card (CNIC).
- Mobilization and awareness raising of LGBTI community (particularly Transgender & Intersex persons) on the rights and importance of and procedures related to acquiring legal identity documentation.
- Awareness raising and sensitization of general public on rights of the LGBTI persons through media campaigns.

- Policy advocacy and support for strengthening legislative and policy framework to safeguard rights of the transgender community.

The project worked with LGBTI community in target locations (Nine towns in Lahore and three in Faisalabad), HRDs/CSOs; key relevant authorities at district and provincial level.

### *(iii) Project strategy and approach*

The key approach of the project was built around three interrelated intervention components: They are:

- 1) Extensive stakeholder engagement in communication, and policy focus,
- 2) Utilization of mobile technologies,
- 3) Enhanced network and communications among LGBTI communities, particularly Transgender & Intersex persons.

The project trained 50 HRDs and representatives of grass-roots level CSOs and engaged them for documenting, monitoring and reporting the cases/incidents of violation of rights of LGBTI persons. Technology was leveraged to develop a mobile application for reporting and documenting incidences of violence & discrimination against LGBTI persons. The project particularly mobilized and raised awareness of Transgender persons on the rights and importance of and procedures related to acquiring legal identity documentation. Alongside, the project mobilized and sensitized the relevant authorities towards their role in facilitating the Transgender persons in acquiring legal documentation. A public awareness raising campaign was also launched by the project through dissemination of key messages through IEC materials.

FACES Pakistan was the main implementing agency for execution, the project also partnered with Sathi Foundation – a TG & IS led local CSO, as part of efforts towards empowering Transgender persons. The partnership helped in establishing direct access to and engagement with the transgender community in the two selected districts.

### **III. EVALUATION METHODOLOGY**

A qualitative evaluation design was used for this study given the nature of the interventions, data availability, evaluation expectations and the collection of primary data. The evaluation was guided by the OECD-DAC criteria.

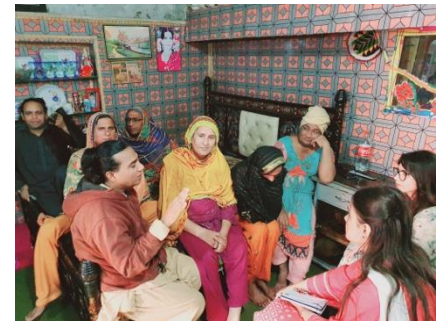
The evaluation design included a detailed documentation review to collect and analyze relevant data that facilitated the comparison of key indicators of success to determine the achievements against objectives. The qualitative aspect focused on gathering appropriate data that facilitated a deeper understanding of processes and approaches, perceptions and behavior and other factors that have contributed to the achievement and/or nonachievement of targets.



Data for evaluation was collected through desk review of all available project documents and relevant reports. In-depth Interviews (IDIs) and Focus Group Discussions (FGDs) were used as key instruments for qualitative data collection. A short survey questionnaire was also included and carried out with the FGD participants.



Picture 1. Survey data collection. Faisalabad



Picture 2. Participants in FGD. Lahore

The respondents included staff of IP/s, selected respondents from HRDs trained by the project, selected Government officials, media, CSOs engaged by the project as well as beneficiaries from transgender community.

A total of 31 KIIs and 4 FGDs with 26 participants from project targeted TG communities were conducted. The short survey was also administered to all the 26 FGD participants. Systematic and structured content and thematic analysis was used to draw inferences from the qualitative data collected through FGDs, KIIs and field notes.

#### IV. EVALUATION FINDINGS

##### *(i) Relevance*

The evaluation findings note that the overall project design was **highly relevant**, built on good understanding of the policy and operational context that defines the calculus of fundamental rights and freedoms of the transgender community in Pakistan. In being needs-responsive, the project appropriately targeted the key problem areas addressing both the demand side issues and supply side deficits. On the demand side, it accurately assessed the lack of awareness on legal rights by the TG community in general. It also correctly identified limited initiatives on ground aimed at mobilizing local support, connecting voices and empowering CSOs to promote local action aimed at enabling the transgender persons to fully exercise their rights as citizens.

On the supply side, it focused on limitations of the state institutions in upholding and protecting the rights of the transgender persons due to lack of awareness and sensitization, leading to low ownership and insufficient institutional capacity to deliver effectively. While the overarching context is marked by deeply embedded societal attitudes resulting in exclusion, discrimination and marginalization of the target community, the government and CSOs have made limited efforts to create general awareness and bolster public support for inclusion of the transgender persons in social, economic and political spheres.

Finally, being responsive to the evolving policy context in Pakistan, the project design built on the momentum generated by the Federal Act on Transgender Rights 2018 and captured the space created for political and legal discourse at the provincial level to advocate for a policy shift and support sustainable institutional and individual actions to safeguard and promote the rights of transgender persons in the country.

The project design accurately captured these deficit areas and developed appropriate interventions to address them through sensitization and capacity building, awareness raising and mobilization as well as policy review and reform.

The selection of stakeholder institutions for the various awareness and sensitization sessions appeared appropriate as it included representatives of relevant actors like NADRA, ECP, Social Welfare Department, Literacy Department and the Department of Human Rights and Minority Affairs.

The evaluation findings note that a good practice was followed by conducting a baseline study prior to implementation. However, the project design documents do not seem to incorporate or build on the findings in terms of setting project targets and designing activities. Review of the study shows that while it captures the various issues and challenges experienced by the TG community, it missed out providing baseline information vis-à-vis the number of CNIC holders among the TG community, a crucial element for the project, particularly in assessing the 'before and after' situation. It also had somewhat limited reflection on the duty bearers' role and perspective, another element which could have served as needs assessment of the stakeholder institutions.

#### *(ii) Coherence*

The project successfully engaged with a number of key stakeholder institutions by tapping in and leveraging existing government initiatives to promote rights of the transgender community. For example, NADRA has taken numerous initiatives to facilitate registration of transgender persons in the recent years. These include organizing sensitization trainings for staff, mobilization of transgender community through provincial and district offices of Social Welfare Department as well as deploying Mobile Registration Vehicles (MRVs) for easy access to CNIC registration services. The project successfully tapped in the provision of MRVs and utilized them for organizing TG camps for registration in project target locations. Similarly, building on an available opportunity in the Department of Literacy, where funding was available through a Japanese International Cooperation Agency - JICA sponsored initiative, the project was able to establish an Adult Literacy Centre for TG community in Faisalabad. Respondents from the stakeholder institutions interviewed also confirmed that the engagement with the project had given them the opportunity to review what provisions already existed with their institutions towards safeguarding rights of transgender persons and sharpen focus to ensure that their service delivery was inclusive.

While the project was able to successfully leverage some of the existing government initiatives for implementing its activities, tapping in to a few other institutional access points and opportunities could also further ensured solid grounding of project activities as well as more chances for sustainability of interventions. For example, a Transgender Persons Welfare Policy has been developed by Punjab Social Protection Authority (PSPA) following the enactment of the federal law. The policy provides guiding principles and several priority areas in implementing various programs for welfare and protection of rights of transgender persons, with several overlapping with the project objective. By establishing a linkage with the policy and anchoring its interventions within, the project could possibly have found a high degree of ownership among the various the government institutions leading TG focused initiatives.

### *(iii) Effectiveness*

#### *Progress vis-a-vis Targets:*

The evaluator is of the view that **the project was effective** in meeting almost all of its quantitative targets. The overall project design comprised of a large number of event-based activities. All of the 40 planned events, comprising of training workshops, awareness building and sensitization sessions, consultative workshops and experience sharing sessions, were reportedly conducted by the project. In most cases, the project was able to meet or even exceed the targeted outreach numbers for event-based activities. The findings note a degree of overlap in various stakeholder institutions / respondents across the awareness raising sensitization events for government organizations. This is justifiable in some cases as there is only a certain number of institutions in Punjab province with relevant work areas / mandates which could be engaged by the project. Based on the project experience, however, the evaluator notes that reaching out to different tiers within the institutions could have been a better practice especially in engaging senior management / leadership while advocating for policy actions.

For the implementing agency (FACES), staff turnover posed an operational challenge as it resulted in some loss of institutional memory. Role transition had to be expedited so as to not affect the implementation pace. However, the project managed to maintain the overall timelines despite the staff changes. (Please see Annex 3 for a detailed presentation of targets against status of achievement against project outputs/ activities).

#### *Effectiveness of project strategy:*

For the overall project implementation, the strategy to include Sathi Foundation, a TG led organization as implementing partner (IP) proved very effective as it provided direct and easy access to the target community. The project benefitted from the earlier mobilization and engagement of Sathi Foundation and was able to reach out to the target community relatively easily.

The project used an effective mobilization strategy for CNIC registration. In order to spur mobilization, the project identified various government led social protection and welfare initiatives which required CNIC registration as a pre-requisite including the Benazir Income Support Programme's (BISP) unconditional cash transfer programme and Sehat Card (micro health insurance program for the poor). Linking these initiatives with CNIC registration provided added incentive to the target group who were keen to avail these services. The short survey conducted by the evaluator showed that 88% of the respondents possessed CNIC cards and 78% of those had them made through the MRVs and camps organized by the project. A number of the FGD respondents shared that they were able to receive non-conditional cash transfer through BISP (a monthly stipend of PKR 2000) only after their CNIC registration.

As noted in the earlier section, the implementation strategy employed by the project comprised primarily of event-based activities. The strategy seems justified as the project focus was largely on sensitization and capacity building. Organizing multiple events/ sessions with the government officials gave the project an opportunity for visibility and quick access to the stakeholder institutions. While it was an effective strategy for engagement, the project could have leveraged it even more effectively by channeling it for taking concrete steps and support measures beyond the events. These could include MoUs or notifications by the government

organizations affirming policy intent for continuing support beyond the project life. This is especially critical for government departments where the work culture is highly individual - centric and transfers of individuals often results in institutional memory loss.

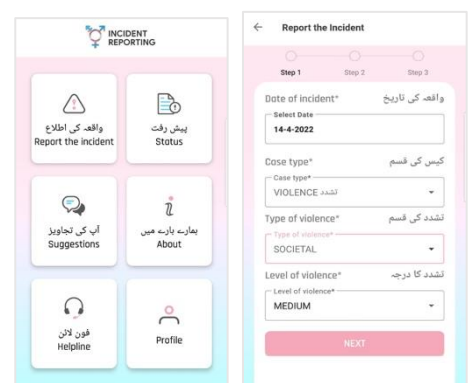
*Choice of methodology/ implementation mechanism:*

The HRD trainings:

The first project outcome focused on enhancing capacity of LGTQI/TGs, HRDs, and CSOs. Various training sessions were organized for this purpose targeting a group of 10 TG persons as well as 50 HRDs. Examining the training manuals and reports, the evaluation findings note that the training content was relevant and covered all important aspects of TG rights and role of HRDs. The feedback from the HRDs received during interviews with the evaluator indicates high level of satisfaction both with the content as well as the trainers who conducted the sessions.

Social Action Plans (SAPs):

The concept of developing and implementing SAPs was a well thought out initiative aimed at mobilizing local action for promoting the rights of the TG community. However, the project was not able to leverage it effectively. All the SAPs examined by the evaluator show repetitive themes. Almost all of them focused on mobilization for registration with NADRA for CNIC, which was already a major focus of the overall project activities. In interviews with the evaluator, the FACES team as well as some of the HRDs interviewed shared that almost 90% of the SAPs were implemented, however, the evidence presented could not document sufficiently the success of these initiatives or verify their implementation status.



Picture 3. Interface of the mobile application

Mobile Application for Incident Reporting:

Tapping in technology, the mobile application for reporting incidents of rights violation was well conceived and relevant initiative given the context. There are a large number of cases of rights violation in case of TG persons, which go unreported due to their limited access to law enforcement agencies, particularly police. Despite being innovative and relevant, the potential of this technology driven initiative could not be fully realized and thus, remained under-utilized.

Implementation of this initiative was challenging because of a number of reasons. Firstly, in terms of placement, the app was not directly linked to any redressal mechanism or frontline responders (police, hospital, shelter etc.). The case reports generated through the app would go to a main dashboard managed by FACES. Towards the end of the project, the app was handed over to the Department of Human Rights & Minority Affairs (HR&MA) for hosting and management. While transfer to a government department appeared logical from the sustainability point of view, however the HR&MA department had neither the financial nor technical expertise available to manage it, and therefore, was not able to continue the initiative. In interview with the evaluator, the FACES team shared that the App was removed from the

App store as the yearly subscription fee was not paid by the Department of Human Rights & Minority Affairs.

Secondly, end users for the app, especially from the TG community, did not have digital literacy and were unable to use it. Moreover, while the HRDs were oriented on the app and its use, the TG community were not particularly targeted for the orientation. While the project activity included training 500 LGBTI on the use of app, the data collected through a short survey conducted by the evaluator clearly shows that a large majority (81%) of the respondents from the TG community had not heard about the reporting app while only 12% knew about it and 7% knew someone who had used it.

Finally, no data on case logs/ reports was available with the project team. They explained that all data was lost when the app was removed from the app store and back up was also not available. The evaluator, therefore, was not able to analyze the usage and utilization of the app.

Most of the HRDs interviewed reported not to use the application, some citing it as '*difficult to use*' while others said that they had used it initially to report a few cases, but had stopped after the project closure. Those who had reported cases through the app said that they were not able to follow up on them and were not sure if they had been redressed.

#### Awareness raising and capacity building sessions with government stakeholders:

Review of this set of interventions indicates that sessions conducted by the project were well received by the officials who participated in the trainings. Majority of the participants interviewed for the evaluation expressed their satisfaction with the trainings, saying that the sessions had very relevant content and information.

#### IEC materials for public awareness raising:

As part of its public awareness raising interventions, the project developed IEC materials, mainly flyers and posters. The content of the IEC materials examined appeared relevant as it focused on creating awareness about the constitutional guarantees and rights of the TG persons as citizens of Pakistan. However, the materials provided to the evaluator were developed in English language. Given the literacy levels, particularly poor English language fluency among the general public, they should have been developed or translated in Urdu in order to enhance their efficacy and outreach.

As part of the public awareness raising campaign, several radio programmes were also recorded and subsequently aired by a channel. Some of the respondents from the government organizations interviewed by the evaluator mentioned that they had participated in a few radio programmes as guest speakers. However, it is difficult to assess the impact of the media campaigns because of insufficient evidence as the project did not carry out pre - and post - exposure perception surveys.

#### Selection of stakeholder institutions:

Overall, the project made a good selection and engaged all relevant stakeholder institutions for implementation of its various components. The Department of Human Rights and

Minority Affairs, for example, was encouraged to lead the efforts for institutionalization of the incident reporting app as well as organizing consultations on the draft law with other departments. Similarly, the project did well in selecting the Department of Social Welfare and Literacy and the Non formal Education Department for engagement as their mandates made a good strategic fit with the project objectives.

With a strong policy and legal review element, the project supported in legal review of existing legislation on transgender rights as well as drafting of Provincial Bill on 'Rights of Transgender and Intersex People'. However, the project had somewhat limited follow through in order to get the Bill introduced and passed through the Provincial Assembly to become a law. The project could have benefitted greatly through a more extensive and structured engagement with the parliamentarians, Members of the Provincial Assembly (MPAs) and local political leadership to steer the legal reform, which is essentially a political process and requires their support in order to pass new legislation.

The evaluator further notes that while the project was successful in engaging a number of relevant government institutions for the sensitization and capacity building sessions, the outcome of this component could have been enhanced if the capacity building support was preceded by a structured needs assessment of the institutions. Prior identification of institutional and capacity gaps could have helped the project tailor the session's content to address the organizational challenges which hinder the institutions from inclusive service delivery.

#### *(iv) Efficiency*

Examining the element of efficiency in terms of meeting quantitative targets, the evaluation findings note that **the project was successful in meeting its overall timeline and managed to complete almost all of its planned activities** during the project time frame. The project successfully leveraged Sathi Foundation's comparative advantage with already established linkages and access to the target community and thus was able to reduce lead time in mobilization which otherwise would have required considerable time investment.

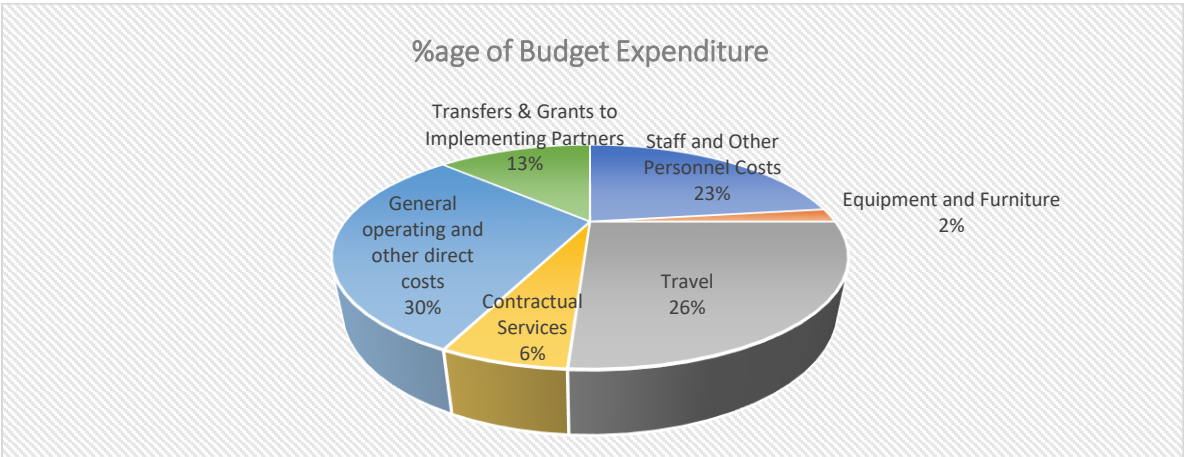
However, the evaluation findings note that the overall budget efficiency was low to moderate. Analysis of the budget allocations for the total project budget of USD 170,000 (excluding the 10% allocation for M&E) shows that almost a third of the budget (30%) was consumed on direct project costs<sup>2</sup>. These primarily included spendings on event-based activities like venue hire and meals etc. during events. Since bulk of the project interventions were event-based activities as noted earlier, these costs appear justified. The overall outreach for the training/ sensitization/ consultative sessions across all the three outcomes is 1,020<sup>3</sup>, making the per participant spending as USD 39. A little over a quarter of the budget was consumed for travel which included staff travel between Faisalabad and Lahore (6%) while 20% was spent on providing travel reimbursement to training / sensitization sessions participants. This percentage appears somewhat high given that participants were all local and not outstation

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<sup>2</sup> The break up includes 24% spending on venue hire etc., 5% on office rent and 2% on audit etc.

<sup>3</sup> Evaluator's calculations based on the reported numbers of each event.

participants. The Implementing Agency, however, justified this spending by sharing that the travel reimbursement was included as incentive to ensure participation in the events.



According to the information shared with the evaluator, FACES utilized the services of 3 full time staff (1 project manager and 2 coordinators) and 2 part time personnel for Finance and M&E. Of the total spending of 23% under the head of staff and other personnel costs, the staff costs constitute only 15% (the remaining 8% cover the consultants’ fee etc.) indicating a rather modest allocation for project management.

The budget head on **transfers and grants to implementing partners** with a total spending of 13% of the budget included a grant to Sathi Foundation and grants out to participants. While Sathi Foundation was engaged as an implementing partner primarily responsible for mobilization and engagement of the TG community, they received only 1% (USD 1,796.45) of the total budget as grant/ transfer. The remaining under this budget head (USD 19,669.45) was spent on a purchase of 50 mobile phones for the HRDs as well as support for the 12 SAPs. Even with a sizable budgetary support, the outcomes for both these initiatives remained low as noted earlier.

**(v) Impact**

On the basis of independently gathered first-hand evidence, the evaluator can confirm that the project generated positive impact on different levels, from individual and personal level transformation to, albeit limited, change at the organizational level.

Notably, the project effectively contributed to transformative change at the individual level. Majority of the respondents across the various stakeholder organizations interviewed spoke about personal transformation and how the sensitization and awareness building sessions helped them challenge their personal stereotypes. For majority of the respondents from the HRDs, training and sensitization sessions provided them with the first ever chance to interact directly with the transgender community and learn about the

*“Interacting with the (transgender) community members opened our eyes to their reality and plight. I have done a few news reports highlighting their issues and continue to include them when I cover important events like cricket matches or celebrations (eid).” Interview respondent from Media (HRDs). Faisalabad*

challenges they face at multiple levels including social, political and economic.

In interviews with the evaluator, a number of government officials shared that while serving the transgender community was their organizational responsibility, the engagement with the

*“The department has prioritized the welfare and rehabilitation aspects in working with the transgender community.”* **Official, Department of HR&MA. Stakeholder institution (Govt). Lahore**

project had sharpened their focus on inclusion. For example, the Social Welfare Department appeared keen to organize vocational and entrepreneurship trainings for the transgender persons through its vocational training centers, called *Santzar*. Not only are the trainings offered free of cost in these centers but the participants also

receive a stipend.

For the transgender community, the most significant change they had experienced was a ‘sense of belonging’ as a result of the project’s contribution. For many of the FGD respondents, getting the CNIC was the first important step towards affirmation of their identity and recognition of their rights. For others, while having a legal identity was a crucial first step, however transformative change for them would only be possible if it is accompanied by social acceptance.

*“For the first time in my 53 years, I feel that now I am a real citizen of Pakistan.”* **FGD participant from the transgender community. Lahore**

While the project contributed effectively to individual level change, the impact of its interventions at the institutional level were rather limited. As noted earlier, while the project had reached out to a number of stakeholder institutions, the engagement did not result in concrete measures and outcomes at the institutional level. The findings indicate that in instances where a few organizational commitments were indeed made, they were mostly individual driven and not backed by organizational notification. For example, the officials from Rescue 1122 interviewed during the course of evaluation offered to include transgender community for their community safety trainings. However, an official notification to this effect would have made it an organizational commitment.

**(vi) Sustainability**

The evaluation findings note a number of encouraging signs of sustainability. For the LGTQI/TGs, HRDs, and CSOs targeted for the capacity building component, the engagement provided them a chance to liaise and establish a link with government officials and departments. According to the HRDs’ / CSOs’ representatives interviewed, the liaison continued even after the project closure. Some of the HRDs shared that they had continued linking up transgender persons with NADRA for CNIC registration as they knew the process well and also had an easy access to the officials

*“We have included Sathi Foundation in our referral directory which we publish every year and distribute around 1100 copies.”* **Representative of Mojaz - NGO Faisalabad**



concerned. For some of the HRDs who had organizational platforms, including TG community as part of their project activities had become an essential element.

For the some of the respondents representing government organizations, including NADRA and ECP, the sessions organized by the project gave them an opportunity to meet with various CSOs and representatives of media organizations, a linkage that they were keen to maintain especially when they need outreach and mobilization support for CNIC and voter registration for hard-to-reach communities including transgender persons. For NADRA, a key learning from the experience of MRV deployment for CNIC registration camps was that presence of female staff had a positive impact on turnout.

*We have deputed a female staff officer to accompany the MRV every time a camp is organized for the transgender community as they feel more comfortable dealing with a woman officer. NADRA official, Faisalabad.*

A good example of sustainability was observed in the form of an official notification from the Social Welfare Department, announcing the appointment of a TG person as the divisional focal person for skills development for TG community. Similarly, the Implementing Agency was able to secure funding support from the Literacy and Non formal education Department for a dedicated literacy center for TG in Faisalabad. The center had an enrollment of 25 TG persons and a teacher from the TG community.

While the evaluator has observed several good examples of the project activities continuing, one of the key project initiatives, the mobile application for incident reporting could not be successfully institutionalized. While the project invested significant time and resources in developing the app and trainings individuals on its usage, it did not choose well in terms of selecting the custodian department (Department of HR&MA). The Tahafuz centers<sup>4</sup> set up by the police department could have been a more suitable choice for its placement as they were set up to provide legal assistance and social support to marginalized groups with a special focus on TG community. Following the recent police department's directives, complaints lodged by TG community in police stations are now directed to Tahafuz centers for speedy action and redressal. Moreover, with better infrastructure in place compared to the complaint cells operated under the police stations, the centers have basic IT infrastructure as well as one TG person working as a victim support officer, making them more suitable as institutional access points for incident reporting.

***(vii) UNDEF Value added***

Examining the aspect of UNDEF value addition, the evaluation findings note that for both implementing partner agencies, FACES and Sathi Foundation, engagement with UNDEF proved particularly beneficial in terms of strengthening their organizational systems for reporting and documentation. According to Sathi Foundation, most of the TG centered

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<sup>4</sup> The Punjab Police department set up Tahafuz Markaz (Protection Centre) in 2020 to protect the fundamental rights of the marginalized communities including transgender community through offering legal assistance and social support. Each Centre has an TG person working as victim support officer.

projects focused primarily on health interventions especially on HIV awareness and prevention. The UNDEF project gave them an opportunity to work on the very important, yet largely unaddressed issues of identity, inclusion and participation in democratic processes. For FACES, the UNDEF engagement allowed them to work with an extremely marginalized community which is often left out or not sufficiently covered through typical donor supported projects.

**V. CONCLUSIONS AND RECOMMENDATIONS**

<b>Conclusion</b>	<b>Recommendation</b>
<p>1. The project design was <b>highly relevant</b>, built on good understanding of the policy and operational context surrounding transgender rights in the country. While the project had a strong focus on capacity building of service delivery institutions to promote and safeguards the rights of TG persons, engagement on the demand side with the community was comparatively less.</p>	<p>In order to create a meaningful impact, the Implementing Agency should focus on both demand creation (to address lack of awareness of rights holders) as well as institutional strengthening of delivery institutions. Continuous outreach and engagement with the transgender community is needed to build trust. This should be followed by strengthening demand articulation through extensive mobilization and creating rights’ awareness.</p>
<p>2. <b>Reasonable coherence</b> of the project design was evident from project’s engagement with all relevant key stakeholder institutions. It successfully tapped in and leveraged existing government initiatives to promote rights of the transgender community. The institutional capacity building, however was not preceded by needs assessment.</p>	<p>For targeted and needs based institutional capacity development, the Implementing Agency should carry out a prior organizational needs assessment. The government departments require tailored support in order to improve their delivery mechanisms to include TG community and address their needs as part of inclusive service delivery.</p>
<p>3. The project was overall <b>effective</b> in meeting its quantitative targets.</p>	<p>Including a TG led organization as implementing partner for a Transgender and Intersex Communities project is very effective to obtain direct and easy access to the target community.</p>
<p>4a. Despite being innovative and relevant, the potential of mobile application for incident reporting could not be fully realized and thus, remained under-utilized.</p>	<p>Assess e-readiness of the government’s custodian department before technology transfer. Most government departments will require technical support and handholding before they can institutionalize a digital tool.</p>
<p>4b. While the project had a strong focus on policy review and legislation as articulated in Outcome 3, it had limited success with the policy initiative especially in terms of political ownership. It could have benefitted greatly through a more extensive and structured engagement with the parliamentarians.</p>	<p>Engage the relevant stakeholders. The legislative component requires engagement with the parliamentarians, Members of the Provincial Assembly (MPAs) or political leadership to steer the legal reform, which is essentially a political process.</p>
<p>5. Project <b>efficiency</b> was noted to be <b>moderate to low</b>. The project was successful in meeting its overall timeline and managed</p>	<p>Budget efficiency can be enhanced by allocating sufficient funds for follow up and technical support measures working with</p>

<p>to complete almost all of its planned activities during the project time frame. The project successfully leveraged Sathi Foundation’s comparative advantage with already established linkages and access to the target community and thus was able to reduce lead time in mobilization which otherwise would have required considerable time investment. However, the budget efficiency was noted to be somewhat low.</p>	<p>government organizations. Financial support to the implementing partner can also be enhanced to support their operations for smooth executing of project activities.</p>
<p>6. The project generated <b>positive impact</b> on different levels, from individual and personal level transformation to change at the organizational level. While the project contributed effectively to individual level change, the impact of its interventions at the institutional level were rather limited.</p>	<p>In order to create impact at the institutional level and ensure sustainability of project efforts, the Implementing Agency should have a rigorous follow up with government departments. The engagement should lead to concrete outcomes like MoUs or notifications by the government organizations reaffirming policy intent for taking steps to safeguard TG rights. In addition, senior management / leadership should be engaged while advocating for policy actions.</p>
<p>7. The evaluation findings note a number of <b>encouraging signs of sustainability</b>. For the LGTQI/TGs, HRDs, and CSOs targeted for the capacity building component, the engagement provided them a chance to liaise and establish a link with government officials and departments which continued beyond the project.</p>	

## VI. LESSONS LEARNED

1. The project experience clearly indicates that project interventions when anchored in or leveraging existing government initiatives have greater stakeholder endorsement and higher chance to sustain. In this case, the grantee successfully tapped in and leveraged existing government initiatives that support, for example, the issuance of identity documentation as well as literacy and nonformal education.

2. Effective institutionalization of a technology driven initiative in government departments requires an assessment of their capacity and readiness. Technical and capacity support may be provided to ensure smooth transfer and successful adoption of technology. In the present project, an app developed to report human rights incidents and violations was handed off without prior assessment to a public office unprepared for ensuring its maintenance and use.



Picture 4. NADRA Mobile Registration Vehicle at the CNIC Registration camp. Lahore

3. Engaging a transgender led organization either as lead or implementing partner for a Transgender and Intersex Communities focused project is an effective strategy to build trust and gain access to the target community.

4. While working on promoting rights of the transgender community, it is important to focus equally on demand creation through activities enhancing the rights awareness of the community focused on by the project, along with strengthening institutional capacity of public sector institutions for inclusive service delivery.



Picture 5. Capacity building session with government stakeholders

5. Connected, aware and empowered CSOs and Human Rights Defenders can become a strong catalyst for change at the grassroots level in order to promote local action aimed at promoting transgender persons' rights. In this case, the engagement provided them a chance to liaise and establish a link with government officials and departments which continued beyond the project.

6. Meaningful and transformative change to safeguard rights of transgender community is possible through legislative action. Creating adequate legal frameworks and making justice work for transgender community requires rigorous policy advocacy and extensive engagement with policy and law makers. In this case, while the grantee took a number of initiatives including legal and policy review as well as development of a draft law on Transgender Rights, it met with limited success to generate ownership to steer the legal reform process due to limited engagement with parliamentarians and policy makers.

7. In order to be effective, public awareness raising campaigns need to be more targeted and focused. The content should be developed in local language, keeping in view the general literacy level. It should also be evaluated to assess efficacy and impact. In this case the grantee developed them in English and published them without translation which limited their efficacy and outreach.

## ANNEXES

### Annex 1: Evaluation Matrix with Key Questions

DAC Criteria	Key Evaluation Questions	Data collection method	Limitation
Relevance	<ul style="list-style-type: none"> <li>▪ Were the project objectives and activities relevant to address the core needs and issues of the targeted group?</li> <li>▪ Why or why not? What could/have been done differently?</li> <li>▪ Which activities of the project showed greater relevance for the beneficiaries? And why?</li> <li>▪ How was the needs assessment for the project conducted?</li> <li>▪ How was the baseline information utilized in the project design?</li> <li>▪ How were the project targets and strategy developed? What was the rationale behind the selected three major project components (capacity building, awareness raising and policy change)?</li> <li>▪ How were implementing partners selected? What were the selection criteria and how they made a good fit?</li> <li>▪ Were the relevant government departments involved in planning and implementation of the project?</li> <li>▪ What were the major risks identified which could impact project implementation and what measures were taken to address them?</li> <li>▪ What were the unanticipated risks and challenges (Covid, change in government followed by political uncertainty and unrest) encountered during the project implementation and how were they managed?</li> </ul>	<p>Documentation Review</p> <p>In-depth Interviews</p>	<p>Documentation review is dependent on quality and timely availability of organized documentation.</p>
Coherence	<ul style="list-style-type: none"> <li>▪ What makes the project a good strategic fit? How does it fit in with/ contribute to the overall context vis a vis the rights of transgender community in Pakistan?</li> <li>▪ Did the project collaborate or establish linkages with other national/ local projects/ programs of similar nature/ focus by CS/ donors?</li> <li>▪ Did the project collaborate or establish linkages with any government initiatives with similar objectives/ targets?</li> </ul>	<p>In-depth Interviews</p>	

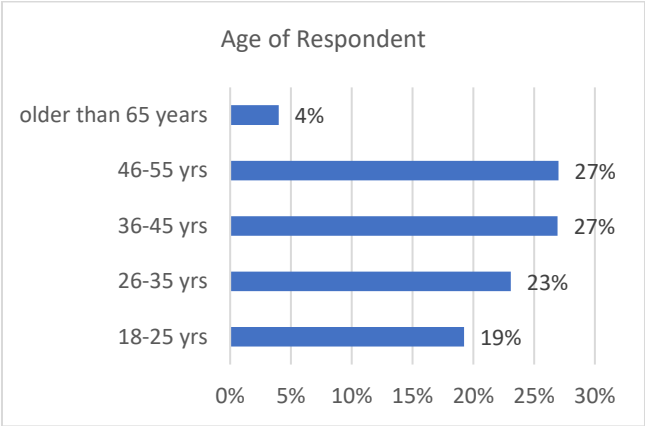
	<ul style="list-style-type: none"> <li>▪ Did the IP/s leverage their own programs/ linkages/ networks in the implementation of the project?</li> <li>▪ How were the project objectives aligned with the organizational goals of the IP/s?</li> <li>▪ Did the project carry out any stakeholder mapping and identify key government (govt) and non govt actors?</li> <li>▪ Were they reached out by the project? How were they engaged?</li> <li>▪ What were some of the challenges faced in reaching out to other stakeholders?</li> </ul>		
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>▪ Detailed output wise assessment of project implementation based on the project results framework.</li> <li>▪ Verification of targets achieved.</li> <li>▪ What was achieved/ what was not and why?</li> <li>▪ To what extent the activities implemented contributed to the expected outputs giving early signs of outcomes?</li> <li>▪ What were the M&amp;E measures in place and how were the project activities monitored?</li> <li>▪ Did the project change / adapt the implementation strategy due to any change in the operational and policy context? What was changed?</li> <li>▪ What were the key challenges in project implementation?</li> </ul>	<p>Documentation review</p> <p>Interview with UNDEF team</p> <p>Interview with IP/s</p> <p>Interview with selected respondents - HRDs-trained by the project</p> <p>Interviews with selected respondents – Govt officials – engaged by the project</p> <p>Interview with selected stakeholders – media and CSOs – engaged by the project</p> <p>FGD with the beneficiaries from transgender community</p> <p>Short questionnaire survey with the beneficiaries from transgender community</p>	<p>Documentation review is dependent on quality and timely availability of organized documentation.</p> <p>Support of IP/s is required in contacting selected respondents and ensuring availability for interviews/ FGDs.</p> <p>Given the limited time in the field and potential logistical challenges in reaching out to a wider section of the beneficiary community, the short survey will be administered to the participants of the FGD. Feasibility of including more respondents can be</p>

			discussed and subsequently adopted. A purposive sampling will be adopted in that case.
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>▪ Did the IP/s have the requisite technical capacity and expertise to carry out the project?</li> <li>▪ Was any initiative taken to enhance the capacity? What steps were taken and how successful were they?</li> <li>▪ Was sufficient time allocated for carrying out the project activities?</li> <li>▪ Were budget allocations sufficient to carry out the planned project activities? If not, how was this challenge addressed?</li> <li>▪ Were any partnerships / collaborations with other stakeholder institutions established for carrying out the project activities? How was other support leveraged?</li> <li>▪ Did the IP/s leverage any of their comparative advantage (access to the community, already established linkages with govt departments, prior work experience, strong credibility in the work sector etc.) in order to implement the project?</li> <li>▪ How effective was the coordination and communication between UNDEF and IA? Were there any challenges?</li> </ul>	<p>Documentation Review</p> <p>Interview with UNDEF team</p> <p>Interview with IP/s</p>	Documentation review is dependent on quality and timely availability of organized documentation.
<b>Impact</b>	<ul style="list-style-type: none"> <li>▪ Outcome level assessment.</li> <li>▪ What change has the project effected at various levels: awareness, capacity development, policy development?</li> <li>▪ What are the positive and negative, intended, and unintended, changes produced by the project?</li> <li>▪ How is the change perceived and experienced by the project beneficiaries? (HRDs, govt officials, CS and media stakeholders, transgender community)</li> <li>▪ Are there any changes on the policy/ systematic/ institutional level? How do they contribute to safeguarding and promotion of rights of transgender community in Pakistan?</li> <li>▪ How has the project contributed to the overall UNDEF goals?</li> </ul>	<p>Interview with UNDEF team</p> <p>Interview with IP/s</p> <p>Interview with selected respondents- HRDs- trained by the project</p> <p>Interviews with selected respondents – Govt officials – engaged by the project</p> <p>Interview with selected stakeholders – media and CSOs – engaged by the project</p>	Support of IP/s is required in contacting selected respondents and ensuring availability for interviews/ FGDs.

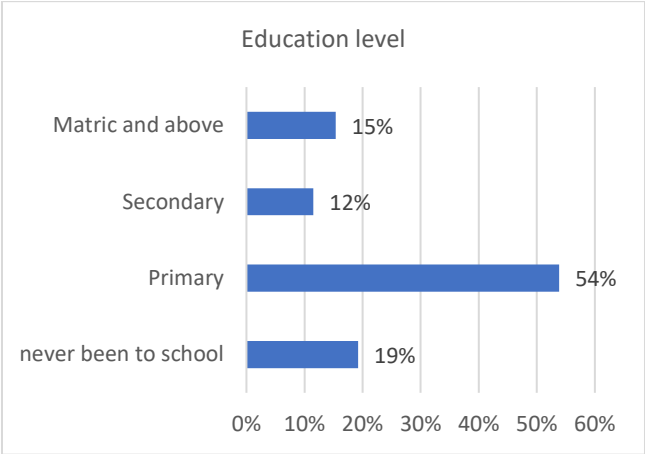


	<ul style="list-style-type: none"> <li>What are some of the examples which demonstrate the impact of the project interventions?</li> </ul>	FGD with the beneficiaries from transgender community	
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>Were sustainability measures built in the project design? What were those measures and how have they developed over time?</li> <li>What steps were taken by the IP/s in order to sustain the project momentum and continue the initiatives in the long run?</li> <li>Are there any commitments/ actions taken by other stakeholder institutions which can contribute to the sustainability of the project efforts?</li> <li>Did the project plan and implement an adequate transition and exit strategy that ensures a longer-term positive effect?</li> </ul>	<p>Interview with UNDEF team</p> <p>Interview with IP/s</p> <p>Interview with selected respondents- HRDs-trained by the project</p> <p>Interviews with selected respondents – Govt officials – engaged by the project</p>	Support of IP/s is required in contacting selected respondents and ensuring availability for interviews/ FGDs.
<b>UNDEF value added</b>	<ul style="list-style-type: none"> <li>Are there any examples of knowledge transfer to the local partners by UNDEF?</li> <li>How was the technical expertise/ similar program experience of the UNDEF team leveraged and utilized in the design and implementation of the project?</li> <li>Were any linkages between the Pakistan project and other similar UNDEF initiatives (locally and internationally) developed?</li> </ul>	<p>Interview with UNDEF team</p> <p>Interview with IP/s</p>	

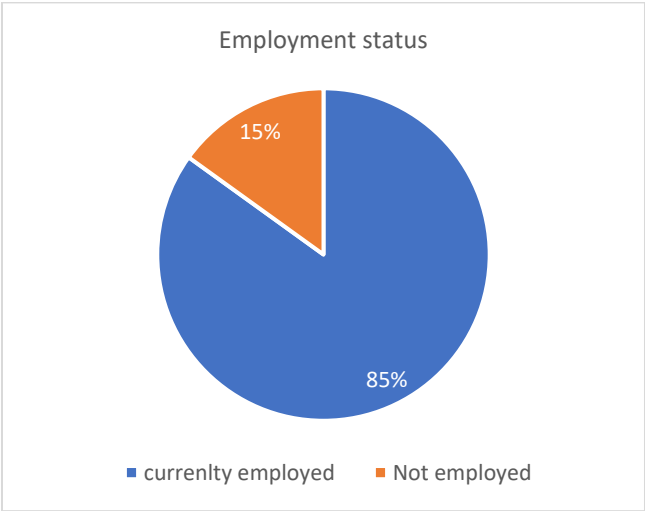
**Annex 2. Summary of results from the short survey. Total number of respondents: 26**



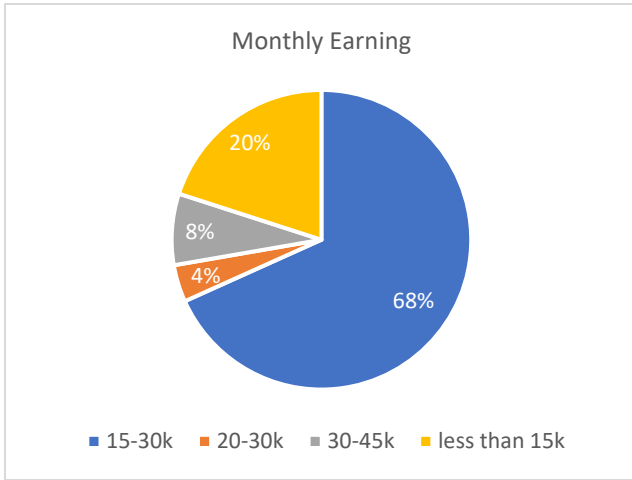
The analysis notes that majority of the respondents (54%) were in the age bracket between 36 to 55 years, while about a quarter (23%) were between 26-35 years of age. The percentage of 18-25 years old respondents was 19%.



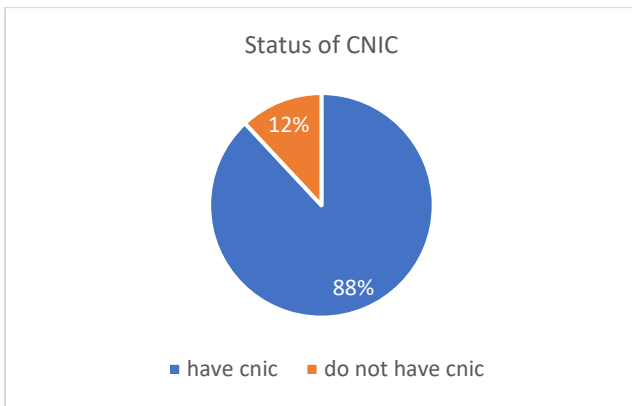
Majority of the respondents had attained low levels of education with 54% studying only till grade 5 (primary). 19% had never been to school while 15% had studied for ten years or more.



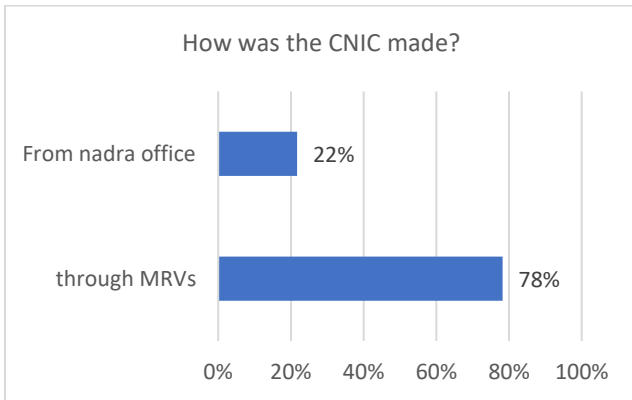
The survey findings show that a large majority, 85% of the respondents were employed while a small proportion, 15% reported to be unemployed.



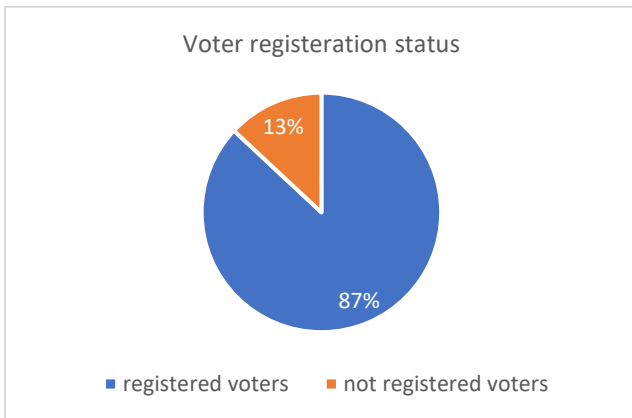
Of those employed 68% reported to earn an income between 15-30 k per month while 20% said they earned less than 15k in a month. The reported incomes fall below the minimum wage level of 32k per month in the country.



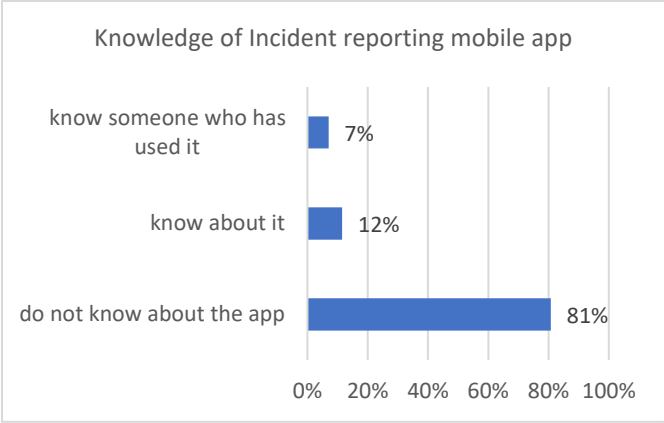
Majority of the respondents, 88%, reported to have acquired their CNIC while only 12% said that they do not have one.



Majority of the respondents possessing the CNIC, said that they had it made through the MRVs visiting the camps while only 22% said that they had theirs made through the NADRA office.



Majority of the respondents said that they were registered voters and had casted their votes in various elections. Only 13% said that they had not registered to vote. The proportion of non-voters is similar to that of non CNIC holders as CNIC is a pre-requisite for voter registration.



Majority of the respondents, 81%, said that they were not aware of any app for reporting incidents of violations. Only 12% had heard about it and 8% confirmed that they knew individuals who had used the app.

### Annex 3. Targets v/s status of achievement matrix

Outputs and Target	Reported Status of Achievement	MoV made available to Evaluator	Observations
1-day consultative meeting with 10 Sathi Foundation members	One-day consultative meeting with 10 Sathi Foundation members organized	Event reports (Annex 1.1.1) with attendance sheet	Selection of participants appropriate.
One 2-day orientation training session for 10 Sathi Foundation members	One 2-day orientation training session for 10 Sathi Foundation members	Event reports (Annex 1.1.2) with attendance sheet	Topics relevant.
Baseline study conducted	Baseline survey has been conducted in May-June 2021	(Annex 1.2.1 – baseline report).	Used a small sample size of 100. Critical question on currently possessing CNIC is missing. It would have provided a baseline/ benchmark to compare the project results
Registration of LGBTI individuals in 12 target towns of Lahore & Faisalabad District.	Data of 600 transgender and intersex persons living in 12 target towns of Lahore and Faisalabad has been collected (50 each from 12 towns)	Annex 1.2.2 titled T&I CNIC camps Visitors shows a list of 332 in excel sheet for Faisalabad and 257 for Lahore. Total of 589.	It is unclear how this registry was used.
Two 2-day consultative sessions with HRDs/CSOs	Organized in Lahore and Faisalabad with 31 and 27 participants	Annex 1.3.1 report of the consultation	37 reported while event report has a list of 31 for Lahore
Two 5-day advocacy and capacity-building workshops held for 50 HRDs/CSOs producing 12 Social Action Plans (SAPs)	Achieved (exceeded target) No. of Participants of the training course: 42 and 27	Annex 1.3.2. Training manual + training report	Manual topics seem relevant
12 SAPs developed	Write ups for 11 SAPs received by the evaluator	Annex 1.3.3. Action plan template + SAP projects write ups	Repetitive themes: for example: making CNIC. 8 from Lahore and 3 from Faisalabad. Total 11 write ups received
12 SAPs implemented		Annex 1.4 Prep and Implementation report	Implementation report received does not clearly present the implementation status
Mobile app developed	Mobile app was developed	Annex 1.5.1 Mobile app booklet	Unclear from the manual, who will be the actual users and how will it be linked to

			the redressal mechanism/ frontline responders (police, hospital, shelter etc). No case records/ data was available to assess usage and utilization
Conduct 2-day training of 50 HRDs on use of Mobile Application for monitoring cases	56 HRDs trained.	Training report not available	Numbers cannot be verified without the training report or attendance sheet
50 HRDs / CSOs representatives provide training to at least 500 LGBTI individuals on Mobile Application	168 Human Right Defenders / representatives of Civil Society Organization's representatives had been trained to monitor rights violations	Annex 1.6.1 Attendance Sheets and Annex 1.6.1 Report Training on Incident Reporting Application to Transgenders and Gurus	Available documentation comprising of Attendance Sheets and Report Training on Incident Reporting Application to Transgenders and Gurus (Annex 1.6.1) shows 168 participants. Further evidence not available to verify the numbers.
6 one-day coordination and experience sharing meetings with federal, provincial and district level human rights institutions for improving monitoring of cases.	Six meetings conducted	Annex 1.6.2 One Day Coordination and Experience Sharing Meetings	Numbers cannot be verified as no attendance sheets provided Unclear about the objectives of this coordination meeting what did it result in? Any coordination mechanism established?
Six 1-day advocacy/awareness and mobilization meetings held with 120 representatives of key relevant authorities	Six 1-day meetings conducted with 154 participants	The report attached as Annex 2.1.1 Report - One Day Advocacy Events did not have details of the last two events)	Considerable overlap in participants in both the events (this and below). Same content covered in both events <i>Key Relevant Authorities (NADRA, Social Welfare Department, Judiciary, etc.)</i>
Organize Six 1-day mobilization events with 150 officials, media and civil society.	Six 1-day mobilization events with 169 participants organized	Annex 2.2.1 Report - 2 One Day Mobilization Events with Officials.	Key relevant stakeholders / authorities, i.e., National Database Registration Authority (NADRA), Social Welfare & Bait ul Maal Department, Judiciary, Officials, Media and Civil Society
Organize 20 CNIC Facilitation Camps with 400 Transgender & Intersex persons	20 CNIC Facilitation Camps with 834 Transgender & Intersex persons organized.	Report - CNIC Facilitation Camps for Transgender Persons at Lahore and Faisalabad Annex 2.3.1	Reported number of TG&I persons who visited the camps could not be verified. The number cited by the project staff is 800+

		Does not provide the list of TG persons mobilized or registered.	No data/ registry is available which shows how many actually received CNIC through the camps. The number stated in interviews with the FACES staff is 500 +
Facilitating 400 Transgender & Intersex persons to reach NADRA offices for CNIC formation through provision of transportation facility.	Transportation facility was provided to 332 transgender and intersex persons including 13 concerned Gurus.	No supporting documents	The respondents interviewed only mentioned the camps. Some may have been provided transportation facility to reach the camp. However, none reported to have been facilitated to the office.
Awareness raised of 50,000 general public on LGBTI rights through IEC materials	IEC material developed, including 30,000 leaflets, 4500 flyers, 15000 Brochures and 500 panaflex banners	Annex 2.4.1 IEC materials developed	Although content was relevant, the materials provided to the evaluator were developed in English language. Given the literacy levels, particularly poor English language fluency among the general public, the choice of language was not appropriate
Spreading Key messages through local FM radio through 48 programs	48 programs were recorded, the 30 minute-programs were broadcasted from 25th of August, 2022 to February, 2023 on two programs a week basis.	Annex 2.4.2 MOU between FACES Pakistan and FM Radio.	Difficult to verify the impact of the public awareness campaign as no pre and post exposure surveys were conducted.
Legal and policy review report produced	A report Legal and policy review on rights of transgender and intersex persons in South Asia was produced	Annex 3.1.1 Report on Legal and policy review on rights of transgender and intersex persons in South Asia	While useful research, it appeared stand-alone as the evaluator did not particularly note the relevance of its findings/ bearing on the subsequent policy paper
Policy paper with recommendations on draft bill on Rights of Transgender produced		Annex 3.2.2 Policy Paper for Legislative Framework around Transgender & Intersex	Points out the lacunae in law and makes some recommendation. Similar to the section in the comparative study.
One-day stakeholder consultation conference with 25 representatives		Annex 3.2.1. 1-day consultation report	Useful to have a consultation for drafting the bill

10 one-day Stakeholder consultations with 250 people	10 with 299 participants	Annex 3.3.1 10-One Day Consultative Workshops Report	Considerable overlap in terms of content as well as the participants in the above and this event.
Provincial bill of 'Rights of Transgender and Intersex People' drafted	Draft bill developed	Annex 3.3.2 Draft bill	A proposed Punjab Protection of Rights of Transgender Act 2022 – was already drafted. HRCF had carried out its legal review. More Engagement of parliamentarians in the process could have buoyed it
3 awareness and mobilization meetings on the draft bill	3 sessions with 113 people organized	Annex 3.3.3 Report on Awareness & Mobilization Meetings on Safeguarding and Mainstreaming of Transgender Persons	Report of the 3 <sup>rd</sup> event although presents a different agenda, however, the content and participants are identical for the first two sessions
2-day National Conference on the rights of Transgender & Intersex Persons with 200 participants held in Islamabad	Organized with 217 participants	Annex 3.4.1 National Conference on Transgender Safeguarding and Mainstreaming Report	The report presents a summary of the proceedings. From the review of the contents of the report, it appears to be a showcasing event for the project. While a broader set of stakeholders were invited to participate in the event, the reported proceedings do not indicate institutional commitments or an agreed way forward by the participating stakeholder institutions



#### Annex 4: Documents Reviewed:

Project documents:

Title of Document			
1	Project Document for UDF-19-860-PAK	11	Training Manual for 5-day HRDs training
2	Final Narrative Report	12	Action Plan templates and SAP write ups
3	PAK 860 – Project Closure Checklist	13	Mobile Application booklet
4	Financial Utilization Report – FFUR	14	IEC Materials developed
5	NPR-Milestone Narrative Report (M2)	15	MOU between FACES Pakistan and FM Radio
6	NPR-M3	16	Legal and Policy Review of Transgender and Intersex persons in South Asia
7	Milestone Verification Report (Milestone Output 2.3 Activity 2.3.1)	17	Policy Paper for Legislative Framework around Transgender & Intersex
8	Milestone Verification Report (Milestone Output 2.1 Activity 2.1.1)	18	Draft Bill – Punjab Protection and Welfare of Rights of Transgender and Intersex Persons Act, 2023
9	Field Notes from UNDEF’s Project Lead’s Monitoring Visit	19	Various Event and Workshop Reports
10	Baseline study Report		

Other documents:

*Punjab Protection of Rights of Transgender Act 2022*. Legislation Watch Cell, Human Rights Commission of Pakistan.

<https://hrcp-web.org/hrcpweb/wp-content/uploads/2020/09/2022-LWC02-Punjab-Protection-of-Rights-of-Transgender-Act-2022.pdf>

*Transgender Persons Welfare Policy Punjab 2018* – Punjab Social Protection Authority

<https://swd.punjab.gov.pk/system/files/Draft%20Transgender%20Policy.pdf>

*Ministry Of Human Rights Report*. August 2018-July 2020

[https://portal.mohr.gov.pk/wp-content/uploads/2020/11/Progress-Report\\_email-ready.pdf](https://portal.mohr.gov.pk/wp-content/uploads/2020/11/Progress-Report_email-ready.pdf)

*Transgender - The Need for Mainstreaming - Interim Report*. 2016. National Commission for Human Rights

[http://nchr.org.pk/docs/reports/en6\\_Interim%20Report%20on%20Transgender%20NCHR\(17.01.2017\).pdf](http://nchr.org.pk/docs/reports/en6_Interim%20Report%20on%20Transgender%20NCHR(17.01.2017).pdf)

## Annex 5: Persons Interviewed

<b>Lahore</b>			
<b>Oct 30, 2023</b>			
1	Javid William	Executive Director	FACES
2	Altaf Hussain	Program Manager	FACES
3	Laila Naz	Executive Director	Sathi Foundation
4	Sidra	Coordinator - Lhr	FACES
5	Javed Pasha	M&E officer	FACES
6	Maham	HRD	Lahore
7	Noreen Khurram	HRD	
8	Sarwat Awan	HRD	
9	Tajammul	HRD	
10	Tahir Wattoo	HRD	
<b>Oct 31, 2023</b>			
11.	Ghulam Qadir Razaq	Assistant Director - Operations	NADRA – Lahore
12.	M. Shakeel	Rescue Officer	Rescue 1122
13.	Dr. Nayyar	Deputy Superintendent	
14.	M Yousaf	Director	Human Rights and Minority Affairs Department - Lhr
15.	Ghulam Ahmad	DEO	Literacy Department - Lhr
	FGD	6 participants from the TG community	Peco Road
<b>Nov 1, 2023</b>			
16	Huma Safdar	Election Officer	Election Commission of Pakistan
17.	Miqdad	Lawyer	Draft law development
18.	Ahmer	Lawyer	
19.			Media
	FGD	6 participants from the TG community	Shanoor Studio
<b>Faisalabad</b>			
<b>Nov 2, 2023</b>			
20.	Muzzamil Yar	Divisional Director	Social Welfare Department - Fsd
21.	Sana	Section Officer	
22.	Ahsan Malik	Election Officer	Election Commission of Pakistan
23	Rashid Usman	Assistant Director	NADRA – FSD
24.	Mobeen Ahmed	Coordinator - Fsd	Sathi Foundation
	FGD – 2 groups	14 participants	Sathi Foundation office
25	Mariyum	HRD/ CSOs	Media
26.	Zeeshan Ali Butt	HRD	Faisalabad
27.	Shazia	CSO	Awam Organization, Faisalabad
28.	Pamela Bhatti	HRD	Faisalabad
29.	Bilal Ahmed	CSO	Mojaz
30.	Shilpa	HRD	Faisalabad
31.	Roma Cat	HRD	Faisalabad

## Annex 6: Acronyms

BISP	Benazir Income Support Programme
CSO	Civil Society Organization
CNIC	Computerized National Identity Card
ECP	Election Commission of Pakistan.
FACES	Formation Awareness and Community Empowerment Society
FGDs	Focus Group Discussions
HR&MA	Department of Human Rights and Minority Affairs
HRD	Human Rights Defenders
IDIs	In-depth Interviews
IP	Implementing Partner
JICA	Japanese International Cooperation Agency
LGTQI	Lesbian Gay Transgender Queer Intersex
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
MPA	Members of the Provincial Assembly
MRVs	Mobile Registration Vehicles
NADRA	National Database and Registration Authority
PSPA	Punjab Social Protection Authority
SAPs	Social Action Plans
SWD	Social Welfare Department
TG	Transgender
UNDEF	United Nations Democracy Fund