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Abbreviations

CBD	Convention on Biological Diversity
CEC	IUCN Commission on Education and Communication
CEESP	IUCN Commission on Environmental, Economic and Social Policy
CEL	IUCN Commission on Environmental Law
CEM	IUCN Commission on Ecosystem Management
CIDA	Canadian International Development Agency
CITES	Convention on International Trade in Endangered Species
DG	Director General
ELP	IUCN Environmental Law Programme (includes the Environmental Law Centre & the Commission on Environmental Law)
IDRC	International Development Research Centre
IISD	International Institute for Sustainable Development
IUCN	IUCN-The World Conservation Union
KEGO	Knowledge, Empowerment, Governance and Operations (the strategies followed in the IUCN Quadrennial Programme)
KRA	Key Result Area
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
PEP	Pakistan Environment Project

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Review of IUCN Pakistan Constituency, Programme and Management

A Summary of the Report

1. Summary and Conclusions

The work of IUCN in Pakistan has been achieved in an atmosphere of political, economic and financial change and uncertainty and reflects the resilience and adaptability of IUCN in Pakistan (IUCNP). The current management systems have served the programme well, but it is now time to strengthen and adjust these systems to make the programme more relevant, effective and efficient to cope with the recent and rapid expansion of IUCNP.

The Review Team has made recommendations on how IUCNP can improve its undertakings with Members and Donors, programme and projects, and management and administration. The Review Team took into consideration the many strengths and the substantial achievements of IUCNP and also the challenges that it faces.

2. Introduction

2.1 Background to the Review

The IUCN Pakistan Programme and Management Review (PMR) was undertaken at the request of the IUCNP Country Representative (CR) and the Regional Director (RD) to externally assess the progress made, and to improve the organisation in the wake of certain recent changes, including the transition from the founder Country Representative to an internally-recruited Country Representative.

IUCNP has steadily increased its portfolio and network among members and partners over the past many years. Despite working in an atmosphere of political, economic and financial change, IUCNP has been able to show resilience and adaptability. However, its programme and management needs further strengthening to make them more effective, relevant and efficient.

The PMR was designed to accomplish two key missions: provide input and observations on ways that IUCNP can become more effective in its work in Pakistan, and ensure that it is developing in a way that is consistent with the global efforts of IUCN.

Thus, key components of the PMR were to evaluate: Constituency and Governance; Programme; and Management. Being focussed on systems for organisational and programme performance, the PMR did not do a detailed technical review or evaluate individual staff.

2.2 Objective and Key Tasks of the Review

The objective of the PMR was to provide guidance to IUCNP on acquiring the capacity to:

- Optimise the pursuit of IUCN's mission and work in Pakistan through more effective interactions amongst the Secretariat, Members, Commissions, other partners and the wider conservation constituency;

2.6 Limitations of the Study of IUCNP

Given its large size and the complexity of its programme, coupled with the limited time available to the review team, it was not possible to undertake a more detailed review. Therefore, the review focussed more on key aspects and issues confining its interaction to Pakistan based staff and constituency. Thus, global and regional staff could not be met. In addition, the team could meet very few IUCN commission members.

The TORs for the review were very broad compared to the time available. This did not allow the desired level of discussion within the team, reducing the potential effectiveness of the review. However, it is hoped that subsequent discussions between the team and IUCNP should address this concern.

2.6 History of Previous Reviews

Previously two Management Reviews (1993 and 1995) and one “mini Management Review” (1997) were undertaken by IUCNP to develop its management capacity to adjust to the changing internal and external programme environment. IUCNP has taken these reviews seriously and used them to refocus and adapt their management approach. The present review, unlike the previous three that focussed on management, reviews both the Programme and the Management structures of IUCNP.

3. Constituency and Governance Issues Emerging from the Analysis

3.1 Perceptions, Expectations and Interactions of the Constituency with the IUCNP Programme – the Members’ View

This section describes the perceptions and expectations of members and does not represent a set of recommendations by the review team. Those interviewed included representatives of 11 members, one potential and one previous member organisation and a few Commission members. It should be noted that the members’ views of IUCNP are based on their own priorities and level of interaction with IUCNP. Apparently, while they all value IUCN and its work, most either do not know or (nor always seek to know) the diversity of its activities. This is more so in case of NGO members with whom IUCNP has a less institutionalised relationship compared to the governmental members. The review team found that IUCNP’s engagement with members is fairly broad based. While it is more institutionalised with government members with non-government members it has been defined by their requests for technical expertise, information and even financial support. A few members have also been involved in programme implementation, for example in the NACS, ERNP, PEP and the District Conservation Strategies in the NWFP.

Overall, the members actively participate in IUCNP activities and acknowledged IUCNP and its staff as being responsive to their needs. They considered the IUCNP programme to be effective and relevant to the local context. The members had a strong understanding of IUCN’s mission and showed commitment to conservation and sustainable development. Key strengths were defined as IUCN’s neutral stance, ability to convene diverse groups, sound technical advice, credibility and integrity of staff.

Some members thought that IUCNP did not collaborate enough with its members on key issues. Others thought that it did not work enough at the grassroots level. The desire to have enhanced involvement in IUCNP’s programme and projects was also observed. Experience of some of the NGO members involved in programme implementation with IUCNP was found to be not entirely satisfactory. In their view, synergies did not develop as expected and perspectives at times differed pointing to

the need of greater conceptual clarity and agreement before the start of the project/programme.

The NGO members thought that IUCNP leaned too much towards the government. Some government members felt that there was not enough emphasis on building capacity of IUCN members, while others felt there was not enough emphasis on building institutional capacity of professionals in the country. Most members highlighted weak links to IUCN Commissions.

Members had a mixed view of what IUCNP should focus on, reflecting more on their own areas of interest. Several areas of work were suggested for IUCNP, with a note that it may link up with relevant members and partners rather than acquiring all necessary capacities. Some of the key areas of improvement suggested included: enhanced involvement of other parts of the Union (Commissions, regional and global programmes); improvement in the corporate image and identity of IUCNP (clarify what it is and what it can deliver); highlighting problems with short-term 'quick-fix' solutions that will have long term environmental and socio-economic consequences; facilitating transfer of appropriate technology (especially from South and South East Asia); support to enhancing Pakistan's capacity to meet obligations under international conventions; and disseminating IUCN publications more widely to universities, libraries and other stakeholders in Pakistan.

Some thought IUCNP should focus more on policy work rather than implementation. Others wanted a more active membership unit. Most members felt that there was a natural affinity and relevance to work with South Asia because of historical, cultural, linguistic and bio-geographical ties. Some also felt that IUCNP could perform a bridge building function between the Members of the West Asia and South and South East Asian Regions.

Some of the suggestions for improving linkages included technology transfer and academic exchanges, and potential support to South Asian Association for Regional Cooperation (SAARC).

Members thought that it was not necessary for IUCN to develop staff skills in all areas, but rather they should use and promote the skills of members and other key partners. Overall there was a view that IUCNP could strengthen relationship with members, including such things as joint projects, improve two-way sharing of information, data and lessons learned and promotion of debates, workshops, seminars and symposiums at national and regional forums. Several respondents felt that it was important for IUCNP to retain and expand the membership base.

Suggestions for achieving this included the development of a dedicated membership unit.

Several donors noted that there had been good improvement in the financial systems of IUCN. It was noted that IUCNP operates well despite many competing pressures. The focus of the current programme focus was considered suitable and IUCNP was generally considered to have done well with project implementation.

There were varying views on IUCNP's weaknesses. Several donors felt that the linkages between the IUCNP programme and the projects operated by IUCNP was not very clear and they found it difficult to understand the roles and responsibilities of various branches of IUCNP. One donor felt that IUCNP management was overly sensitive to criticism from donors. A few thought it was a complex organisation while many had little information on IUCN members and Commissions. Donors were mixed on how IUCNP managed gender issues or its use of deputed government staff.

Core donors of IUCNP wanted the IUCN-donor meetings to provide opportunities for linking up donor support through a donor consortium. A key issue that donors felt IUCNP could work to improve was the area of networking between the various constituencies. There were mixed views on whether IUCNP should implement projects directly or facilitate implementation and human and institutional development. Generally, donors felt that IUCN could more strongly encourage the government to link environment and development, for example by using the current drought to emphasize the fragility of life. The need to move from activity-based to result-based reporting was also mentioned. Most agreed that a focus on South Asia was more relevant compared to West or East Asia.

3.3 Halting and Reversing the Decline in IUCN Membership in Pakistan

IUCNP has seen a decline in membership, mostly in the government sector. However, most members emphasised the need to retain government members. The following recommendations represent the considered views of the review team to address this issue.

Recommendation 1: Halt and reverse the decline in IUCN membership in Pakistan.

To do this, IUCNP should work with government departments and provincial governments to lobby for funds for fees as part of their annual budgets; explore payment in kind options (office space etc); engage the IUCNP membership in finding a solution; seek to build funds for fees into joint projects; and facilitate organisations with the potential and desire to become members of IUCN.

IUCNP should continue, and expand its efforts to engage IUCN members in the development, implementation and review of its programme. In particular, there is a need for the Secretariat to help the Pakistan National Committee (PNC) of IUCN to develop and implement a membership recruitment and retention strategy. IUCN should improve information exchange with them, promote debate on emerging issues, and link members to donors. It could, in consultation with Pakistan National Committee of IUCN, organise joint programme meetings.

Improving links with IUCN members would be enhanced if IUCNP established a dedicated Membership Unit within the Country Office and provided provincial offices with delegated responsibility for linking the IUCN programme with provincially based members.

Recommendation 2: Establish a dedicated Membership Unit within the Country Office and provide the provincial offices with delegated responsibility for linking the IUCN programme with provincially based members.

Recommendation 3: Senior managers from the out-posted IUCN offices in Pakistan should be invited as observers to PNC meetings.

The recently initiated links with IUCN Commissions needs further attention. There is a need for IUCNP to develop a strategy to include two components – the linking of activities in Pakistan to the IUCN international commission membership and the recruiting of commission members in Pakistan.

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4.2.2 An Assessment of the Compatibility and Coherence of the Pakistan Programme with the Regional and Global Programmes

This aspect of the review could not be completed as the review team did not have sufficient time to interview regional and global staff of IUCN.

4.3 Technical Capacity

Generally, there was a perception that over the years the capacity of technical program staff has eroded, but was now improving. This is substantiated by the understaffing in some technical units although efforts are underway to address this issue. Further, the current arrangements for provision of technical services by the units to various projects need a review allowing the technical staff to focus more on strategic and cutting-edge work and dispelling the feeling by project staff that thematic units were too expensive and sometimes were unable to provide good advice on time. The review notes that this issue is not confined to IUCNP, but is a common concern within many large conservation and development agencies. There is also a need for the IUCN Global Thematic Programmes and Commissions to work better with IUCNP.

However, the issue for IUCNP is not so much the design of the current projects but the continued effectiveness of project administration, project evaluation, capacity building and delivery of lessons learned. In addition, the projects need to be made part of the larger information flow system within IUCNP and the management structure more responsive to the special needs of project management.

Recommendation 11: IUCNP should set up a management communications system to enhance communications between and amongst with the Country Office, the Provincial Offices, the field areas

Recommendation 12: An effective feedback system is essential to monitoring the full delegation of authority and ensuring manager accountability and should be agreed upon and made part of the annual performance appraisal of managers.

Project staff felt that there was not a clear transition process to hand over the long-term projects when donor funding ends. A good example of this is the mangrove project. IUCN should determine the future of the coastal programme and mangrove project. If this project is to continue, IUCNP needs to develop a new (second phase) project design and a funding strategy.

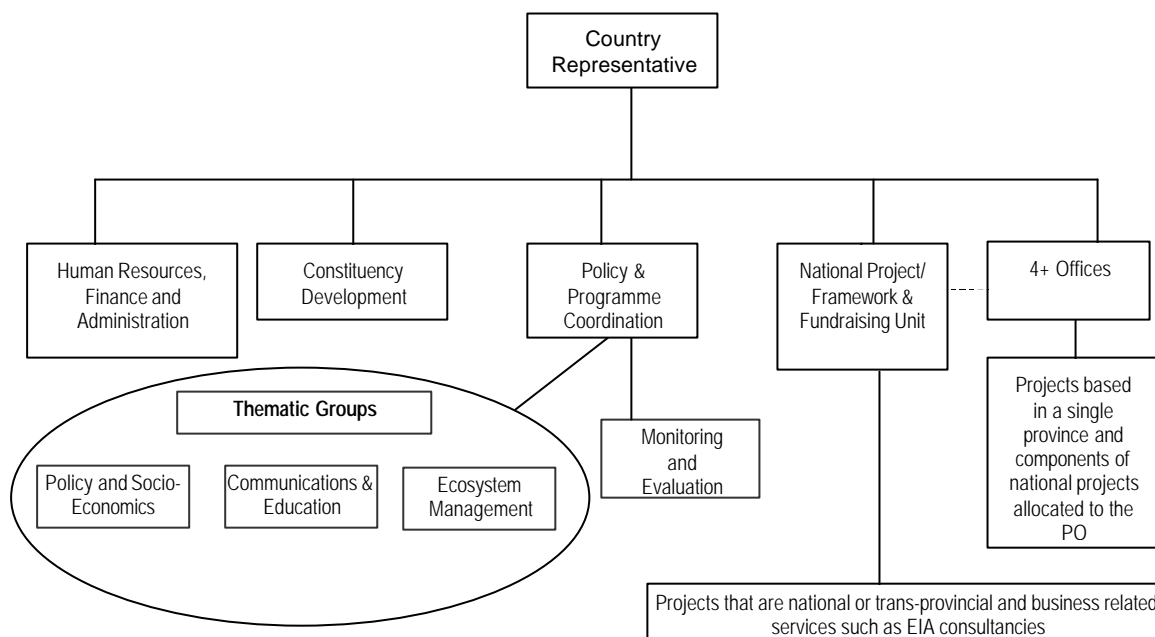
4.6 Financing the IUCNP Programme

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5.5 Suggested Management Model and Approach

The Review Team proposes the following model and approach which provides the basic elements of an adaptive programme management structure. The model proposed is not a blueprint, but it provides a conceptual model on which IUCNP can develop the programme.

Recommendation 18: IUCNP should adopt a new Organisational Model taking into account the basic elements of the adaptive programme management structure described below.



Note: the units listed above will NOT necessarily be staffed with full time staff

The above chart shows line management function- it DOES NOT show the need for regular and clear communication between units which is essential for effective management

Recommendation 19: IUCNP should define new roles and responsibilities for all units of its new Organisational Model taking into account the comments and suggestions below.

5.5.1 The Role of the Country Representative

Constituency relationships are an important part of the role of the Country Representative. One of the key functions of the position of Country Representative is to ensure that the relations with government, members, partners and donors are good. For IUCN to be an effective membership organisation the link between the Country Representative and the National Committee is vital. The CR is responsible and accountable for the delivery of the Programme and all decisions within IUCNP under authority delegated by the RD on behalf of the DG. The CR must also delegate appropriate authority to various management levels.

5.5.2 Policy, Programme and Evaluation Co-ordination

This function is based in the Country Office and manages the thematic units. On behalf of the Country Representative, it prepares the annual Country Programme reports; compiles the Country Programme Workplan; undertakes programme and project planning work, as required; advises on the quality of IUCNP reports; commissions technical reviews of reports or issues, as requested; sets programme and Monitoring and Evaluation standards with the Programme Coordinating Committee; and ensures that lessons learned are captured through appropriate analysis and disseminated throughout IUCNP and other fora, as appropriate. This latter point is important as it is recognised that provincial and project-based groups are unlikely to ensure that key lessons are learned, internalised and communicated within IUCNP as a whole.

The Policy and Programme Coordination Division maintains links with the Asia Regional Programme Development Group.

5.5.3 The Thematic Group

It is a part of the Policy and Programme Coordination and comprises three or more thematic units focussed on priority technical and cross cutting areas. They provide specialized technical support and contribute to making IUCNP a “learning” organisation.

The Review proposes three technical units: Ecosystem Management Unit; Policy and Socio-economic Unit and Communications and Education Unit.

5.5.4 Provincial Offices

Provincial Offices were established as proposed by the second PMR (1996) as a decentralised consolidation model. This approach has not been fully implemented. Given the size and complexity of the Programme it is essential to build relevant capacities in Provincial Offices to continue with the decentralisation process.

Recommendation 20: IUCNP should review the intent and status of Provincial Offices and consider decentralisation of certain administrative, financial and recruitment authorities and responsibilities with commensurate staffing.

5.5.5 National Project/Framework and Fundraising Unit

This Unit would be responsible for projects which are either “national” or cover more

functions to the Provincial Offices. Recommendations related to the HR function are made later in the report.

5.7 Internal Governance

5.7.1 The Senior Management Group (SMG)

The SMG comprises of the CR, Policy and Programme Coordination, Managers of Provincial Office, National Project/Framework Unit Manager and Heads of HR and Finance. It advises the CR on matters such as: policies and strategies; fundraising; and budgets. SMG ensures regular communication between senior staff within a decentralised network. The CR would have the final decision, but would normally be guided by the advice of the SMG.

5.7.2 Programme Coordinating Committee (PCC)

The current PCC is very important but needs to be downsized to make it more effective. Managed by the Policy and Programme Coordination Division, it should comprise of Manager, Policy and Programme Coordination, Managers of provincial Offices, National Project/Framework Manager, heads of Thematic units and Managers of large projects with the CR as an ex-officio member. The PCC guides the IUCNP Programme by setting standards for the proper planning, implementation, monitoring and quality control of the programmatic and policy work.

6. Human Resources Issues Emerging from the Analysis

6.1 Management of the Human Resource Function

At the time of the review Human Resources function within IUCNP were in a state of transition. A new Human Resources Director had been appointed from within IUCNP and was due to assume her duties shortly. Aume her11 Tw (Aume hi1uont90.5 0 2pm 190.5 0 rtawva

The team was not made aware of any problems with financial reports to donors, the Asia Regional Office, or IUCN HQ.

6.5.2 Administrative Services

The limits of delegated purchasing power were questioned.

Recommendation 29: IUCNP should reassess and update its delegated purchasing authority for Provincial Managers in the interests of operational efficiency.

In general, all aspects of delegated authority should be reviewed in light of the new structure and responsibilities proposed in Sections 5.5 and 5.6 above.

Staff felt that administrative services were under-resourced in Karachi and in several provincial or project offices. This can be addressed by either building administrative positions into projects or assuring that the overhead rate which IUCN charges cover such administrative services.

7. 'Hosting' of the Asia Regional Sub-Office and the Two Regional Thematic Programmes

IUCNP currently hosts the Asia Regional Sub-Office, the Regional Environmental Law Programme and the Regional Environmental Economics Programme in the Country Office. The PMR could not fully assess their impact and proposes a regional review for the purpose. The benefits to IUCNP of the financial and human resources devoted by it to the Asia Region need to be ascertained though apparently there is potential medium to long term benefit to IUCNP.

8. General Observations on IUCNP

8.1 Gender

Although the review was not specifically mandated to address the issue of gender, it was an issue that was raised by many of the people interviewed. Accordingly, the following notes provide a limited analysis of gender issues in IUCNP and some suggestions for improvement.

The review notes a number of commendable aspects such as: a process to integrate gender into projects via a gender action plan and indicators; gender sensitivity training for various levels of staff; placement of gender focal persons; adoption of the IUCN Gender policy and a part time gender focal point for IUCNP and the Region.

The Review Team was also advised that there are gender issues concerning the participation of women in project management/technical staff and that it was not easy for women, especially married women, to be employed in the field.

Recommendation 30: The Review Team has the following recommendations on gender:

- **The gender indicator process that has been put in place for projects, or a similar one, should be adapted and applied at the programme level.**
- **The current part-time gender focal position is not adequate for ensuring integration of gender issues throughout the programme. The policy and goals for gender need to be reconsidered by IUCNP management and steps taken to ensure their implementation.**

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- IUCNP would greatly benefit from linking to members and partners in