IUCN – The World Conservation Union

Review of IUCN Pakistan Constituency, Programme and Management

Final Report

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Preface

The purpose of this Programme and Management review was to help IUCN management in Pakistan and the Asia Regional Programme improve the performance of IUCN Pakistan in terms of its programme, management and relationship with its constituency. The review was commissioned by the Country Representative Pakistan and the Regional Director Asia as part of on an overall strategy to evaluate the components of the IUCN Asia programme. The review team was given great liberty to explore issues that they considered relevant and was encouraged to ask searching questions. This reflects the willingness of the Asia Regional Programme and the Pakistan Country Programme of IUCN to learn and adapt.

We would like to acknowledge the excellent support of Mohammad Rafiq (Country Representative) and Aban Marker Kabraji (IUCN Regional Director Asia) as sponsors of this Review, as well as Khizer Omer for his unfailing logistical support. Other staff of IUCN Pakistan and the Monitoring and Evaluation Programme of IUCN also contributed to the work of the Review Team through their preparations, participation and general support.

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1   Summary and Conclusion

IUCN Pakistan (IUCNP) is the single largest country programme that IUCN operates. With an average annual operations budget of about US $ 1,000,000 for the Secretariat and about US $ 2,500,000 annually in project funds creating a combined staff of about 330[1], the programme costs and the staff size dwarfs other country programmes and is larger than most regional programmes of IUCN. Pakistan is a state member of IUCN, and in addition there are a further 18 government and NGO members in the country. The members show an active interest in IUCN and have a good working relationship with the Secretariat. The review team was unable to determine precisely how many Commission members are located in Pakistan. However, it appears that Commission membership in Pakistan is relatively low – this presents an important opportunity for growth of the IUCN programme in Pakistan.

The Country Office was established in 1985 to help with the development of a National Conservation Strategy for Pakistan. Growing from a handful of employees with a singular focus (completion of the National Conservation Strategy) to an organisation with complex operational and policy responsibilities, IUCNP has placed unique pressures on the management staff. IUCNP is statutorily a part of the West Asia Region, but operates as a national office linked programmatically to the IUCN Asia Region. Its Country Office is located in Karachi with offices in Islamabad, Peshawar, Quetta, Gilgit, and project offices in Abbotabad, Chitral, Skardu, and Dir-Kohistan.

IUCNP has a very good external image among donors, members and partners. It has been instrumental in the development of the Pakistan National Conservation Strategy and has assisted the Pakistan government to build its capacity in environment related issues. It currently has a large portfolio of projects and receives generous support from several bilateral agencies for its core operating costs. Thematic Units make up the core programmatic functions for the Country Office and include Communications, Business, Law, Environmental Education, NGO Support, Economics, Environmental Assessment Services, Coastal Ecosystems, Forests, and Biodiversity. Some of the key projects include:

➢ **The Pakistan Environment Programme** (PEP) aims at capacity building for the NCS implementation and has been one of the most important contributors to IUCNP's projects.

➢ **Environmental Rehabilitation in NWFP and Punjab** (ERNP) is designed to test strategies in halting the process of environmental degradation of resources.

➢ **Partnership for Sustainable Development in NWFP** is designed to build capacity for the implementation of the Sarhad Provincial Conservation Strategy.

➢ **Northern Areas Conservancy Strategy** (NACS) is designed to begin implementation of a comprehensive sustainable development programme in the Northern Areas.

➢ **Mountain Area Conservation Project** (MACP) provides a framework for the preservation of biodiversity in this ecologically rich region of Northern Pakistan.

IUCNP's work has been achieved in an atmosphere of political, economic and financial change and uncertainty and reflects the resilience and adaptability of IUCN in Pakistan. However, there is no room for complacency by IUCNP. The rapidly changing situation in Pakistan requires IUCN to have an adaptive approach to programme management. 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 makes 30 recommendations on how IUCNP can improve its undertakings with Members and Donors, Programme and projects, and management and administration. The recommendations are numbered and shown in bold text, they are also summarised in a table at the end of the report. Many of the recommendations are not specific prescriptions, but general courses of action that should be pursued,

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[1]   IUCN Pakistan includes project staff in their calculations of 'staff' numbers, this is not the conventional approach to calculating staff numbers in IUCN and it thus leads to an overstatement of staff numbers for IUCNP.

phased in over time and focused through a clear strategic plan. The review team felt that this more general type of recommendation was more in tune with IUCNP's adaptive management style. In making its recommendations the Review Team took into consideration the many strengths and the substantial achievements of IUCNP and also the challenges that it faces, however, it should be noted that the recommendations are based primarily on the views of the review team itself. There is no question that IUCNP will continue to be a leader in conservation in the 21st century.

2 Introduction

2.1 Background to the Review

This was an ideal time for a review of the IUCN programme in Pakistan. The review was undertaken at the request of the Country Representative (Country Representative) and the Regional Director (RD). In 2000 IUCNP made the transition from the founder-Country Representative (Aban Marker Kabraji) to a manager recruited from within the organization (Mohammed Rafiq). The previous Country Representative has moved on to become the Regional Director. It was felt by the Regional Director, the Country Representative and the senior staff that this was an appropriate time to bring in an outside Review Team to assess the progress made and ways to improve the organization.

In addition to the growth and maturing of the Pakistan programme, IUCN itself has taken steps to refocus its organization and mission to ensure that it is prepared for the challenges of the new millennium. In 2000 IUCN developed a Quadrennial Plan, an approach that is based on setting priorities through the establishment of Key Result Areas that target seven primary areas of work. Therefore, the review 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.

The timing of the evaluation is also important because a number of the long-term IUCN projects in Pakistan are coming to an end and others are at important mid-term junctures. This is a good time to assess the future of the organization and make decisions on what the next steps in conservation in Pakistan will be and what the niche and role for IUCN is. There is also a need to evaluate the core programmes of IUNCP to ensure they are oriented and staffed to be responsive to the needs of the organization. The very nature of the size of the Pakistan programme makes it unique within IUCN. Tried and tested models for large, multi-faceted organizational undertakings do not readily exist at national level within IUCN so the perspective gained by undertaking an outside review is very important to a successful operation.

The key components of the review were to evaluate Constituency and Governance, Programme and Management. The review was designed to evaluate the systems for organizational performance and programme performance and was not designed to be an in-depth technical review. The review was also not intended to evaluate the performance of individual staff members. A list of abbreviations used in this report is attached as annexe 1.

2.2 Objective and Key Tasks of the Review

The objective of the review of IUCN Pakistan's Programme and Management was to examine, analyse and provide guidance to further IUCNP's aspirations to be a dynamic, learning organisation with an enhanced 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;

➢ Adjust strategic directions, focus, approaches, and content of the programme to ensure its relevance, efficiency and sustainability;

➢ Make appropriate organisational changes in management approaches, structures, systems and processes to support the IUCNP's evolving programme and its institutional development needs.

The review was also designed to help IUCNP to maximise the opportunities presented by the global and regional secretariat; and, in particular, to benefit from and contribute to the processes and systems for integration needed to build a coherent, well-knit, well-resourced programme and a smoothly working organisation in the Asia Region as a component part of IUCN as a global Union. The key tasks for each

section of the review are described below, further details can be found in the final version of the Terms of Reference for the review that are attached as annexe 2.

The Key Tasks set for the review within the Terms of Reference were:

➢ **Programme –** Review the strategic directions, focus, approach, and content of the programme and make recommendations for improvements to ensure its relevance, efficiency, effectiveness and sustainability.

➢ **Constituency and Governance –** Review the nature and extent of current interaction between Programme, membership and commission structure of IUCN in Pakistan, advise as to how this relationship can be further nurtured, and how the programme might best support and engage the constituency in pursuing the Union's Mission in Pakistan.

➢ **Management –** Assess the efficiency, effectiveness, and relevance of the organisational structures (e.g. sub-national programme offices), mechanisms (e.g. Programme Review Group) and systems (programmatic, administrative, financial and human resource management), to support programme delivery and institutional development, and to make recommendations for changes, if any, as might be necessary and useful.

In addition, the review was asked to consider issues relating to the 'hosting' of Asia Regional Sub-office and two Regional Thematic Programmes and in particular:

➢ To assess the mutual benefits and impacts introduced by the location of the Asia Regional Office (ARO) sub-office in the IUCNP Country Office and make recommendations for efficient and cost-effective servicing of the ARO; and

➢ To assess the opportunities and challenges in hosting the Regional Environmental Law Programme and Regional Economics Programme in Pakistan and recommend way of maximising mutual benefits.

2.3   Methodology and Process

The main stages of the review were:

➢ Initial preparation by Review Team members and IUCNP staff;

➢ Data collection;

➢ Preliminary debriefing of, and feedback from, Senior Managers in IUCNP and the Regional Director;

➢ Analysis and preparation of report; and

➢ Presentation and discussion of the report.

A 'review matrix' indicating the key issues and questions to be addressed provided the framework for analysing relevant background documents and for guiding the development of the questionnaires and the interviews. The matrix is attached as annexe 3.

Questionnaires were distributed to senior staff and IUCN Members. Semi-structured interviews were conducted with senior staff, donors, Members, Commission members and other key stakeholders. In addition, focus group sessions were undertaken with staff. The questionnaires are attached as annexe 4.

In-country briefings were held with the Regional Director, Country Representative and the Senior Management Group. Results of ongoing internal reflections and discussions conducted by the Senior Management Group were shared with the review team.

2.4   Review Team and Steering Group

The team for this review comprised William Jackson, Head of IUCN Forest Conservation Programme, Khawar Mumtaz, Consultant, Garry Comber, Consultant and Stephen Martin, Superintendent of Denali National Park, Alaska. Dr. Jackson, and Mr. Martin focused on the Programme, Mrs. Mumtaz analysed Constituency and Governance issues, and Mr. Comber considered Organisational and Management aspects. Dr. Jackson was the Team Leader.

The Senior Management Group of IUCNP acted as the steering group for this review and, along with the Regional Director, was the primary consumers of the results. The Country Representative and Regional Director also provided guidance where necessary prior to and during the review.

2.5 Timeframe

The review was conducted over a four-week period, split roughly between analysis of background material/write-up and field work. The country visit was undertaken between 1st and 15th April 2001. Background document review took place prior to this.

2.6 Limitations of the Study of the IUCNP

The Pakistan Country programme of IUCN is the single largest country programme of IUCN. The richness, size and complexity cannot be fully understood in the limited time available to a Review Team. Thus, the review should be considered a snapshot of key elements in the ongoing development of the IUCNP programme.

Because of the structure and timing of the review, the team focused on the Pakistan-based constituency and did not meet with all relevant regional or global IUCN staff or with members from neighbouring countries or further afield that may have a view on Pakistan and IUCN.

Though the main focus for the review was on specific management areas within Pakistan, certain elements of strategic planning, interface with donors and members, and integration and synergies with the regional programme could have benefited the review. This component of the review could be picked up later in the review of the draft report or additional input could be gathered as the results of the review are implemented. It may also be a good idea to conduct a review of the Asia Region and to use this opportunity to integrate Pakistan into the broader vision for the region.

High expectations of IUCNP staff generated great volumes of background material and lengthy briefings. This demonstrated the concern, commitment and dedication of the staff, but broadened the focus and reduced the time for analysis that the team needed. The Terms of Reference for the review, and hence the agenda, were too ambitious (the review team noted this and requested they be reduced). The lack of time for reflection and interaction between team members reduced the effectiveness of the review. This shortcoming was to some extent mitigated through discussions between IUCNP and team members and it can be further mitigated as follow-up of the review is undertaken.

The team did not meet many Commission Members. The weak involvement of IUCN's Commissions in the Pakistan programme is a topic that is taken up later in this report. Meetings with Commission Members, even if their numbers are few, would have enabled the team to make better recommendations on strategies to improve Commission involvement in IUCNP.

The questionnaires developed by the IUCN M & E Initiative proved highly effective for gauging the views of IUCN staff but less effective for Members. The staff questionnaire was only administered to senior programme staff and Heads of offices rather than all staff. The reason for this was that it was assumed that only these staff would have had a sufficiently broad knowledge of IUCN to answer the questions posed.

The staff questionnaire could be further improved by editing to remove ambiguity from the questions. For example, question 4.3 – *Each project and thematic program is based on an appropriate situation analysis – both in Pakistan and in the region*. This question can be interpreted in at least four ways which diminishes its value as an evaluation instrument.

The questionnaires were designed as Microsoft word documents to be printed and completed as either a fax or paper copy. The formatting of the documents did not readily allow electronic completion. To overcome this, the forms were redesigned to be used as an email attachment – this worked extremely well.

The questionnaire for members was not successful. Only three members returned it in spite of follow-up. It was assumed that most members were not comfortable with completing the form.

2.7   History of Previous Reviews

IUCNP has undertaken two previous Management Reviews, one in 1993 and another in 1995. According to the Regional Director, a further so-called 'mini Management Review' in 1997 was used by IUCNP managers to adjust to the changing internal and external programme environment, and to cater to the increasingly complex management requirements.

All of the management reviews addressed the need for IUCNP to develop its management capacity if it was to evolve as a key player in the development and implementation of Pakistan's environment-related initiatives.

It is not our intention to repeat the findings of the previous reviews here. However, it is pertinent to note that IUCNP has taken the review process very seriously and the IUCNP senior managers have used the reviews to refocus and adapt their management approach and to build a large and robust organisation. The key recommendations of the previous reviews are still known to many senior managers and they frequently quoted the changes that had been effected as a result of the reviews.

Major internal (IUCN) and external changes since the last Management Review in 1995 have set the scene for a further review of IUCNP. However, unlike previous reviews that concentrated on management, the 2001 review was designed to carry out a comprehensive review of both the Programme and the Management structures of IUCNP.

3   Constituency and Governance Issues Emerging from the Analysis

Key Task from the TOR: Review the nature and extent of current interaction between Programme, membership and commission structure of IUCN in Pakistan, and advise as to how this relationship can be further nurtured, how the programme might best support and engage the constituency in pursuing the Union's Mission in Pakistan.

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

The following section describes the perceptions and expectations of members, it is provided to enable the reader to understand the views of the members and does not represent a set of recommendations by the review team.

During the review, representatives of 11 current members, one potential member and one whose membership has lapsed were interviewed. A few of the interviewed were also Commission members. A written questionnaire was distributed which proved to be ineffective as only three members returned it in spite of follow up requests. Nevertheless, the questionnaire provided a useful basis for the interviews.

It should be noted that the members' view of IUCNP and its programmes is determined by their level of interaction with IUCNP and decided upon individually by each member organisation on the basis of its priorities. While they value IUCNP and its work and cherish being a part of the Union, members do not generally know (nor always seek to know) the full range of IUCNP's activities other than the ones they are interested in or involved in. This is perhaps the reason that the Strategic Plan has not received a critical review or attention from 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. The engagement has ranged from the provision of technical inputs for mangrove rehabilitation, to programme evaluation, the greening of training programmes, facilitating the development of web sites and databases, helping in proposal writing, to the provision at times of consultancies. The level obviously varies with a few members also involved in programme implementation, for example in the NACS, ERNP, PEP and District Conservation Strategies in NWFP. Members on the other hand have contributed to IUCNP's web site and have participated in round tables and workshops. However, generally members are not aware of the spectrum of support from or level of interaction between IUCNP and the members.

3.1.1   The Members' View of IUCNP's Strengths

Overall, the Review Team found that the membership in IUCN actively participates in IUCN activities at the national, regional and global levels. There is a strong understanding of IUCN and its mission and members are strongly committed to conservation and sustainable development.

In general, IUCN members commented that the IUCN programme in Pakistan was relevant and effective. IUCN was widely acknowledged for providing a good platform for discussion of environment-related issues. It also has a much-appreciated convening power, being able to bring together the government and civil society on one platform. The IUCN staff were seen to be responsive to Members (IUCNP staff were 'always there' as one member put it), have high credibility and integrity and generally had sound scientific and technical knowledge that was relevant to the issues in Pakistan and the region. On many issues, IUCNP has played a leadership role. This has particularly been the case with IUCNP's highly praised role in the National Conservation Strategy and Balochistan Conservation Strategy under very difficult and demanding conditions.

The IUCNP staff team is considered by members to be well motivated, and highly professional. They have wide acceptance of and support from the membership. The Pakistan Environmental Law Programme received special mention by a number of members as being well appreciated.

Many members welcomed access to experts through IUCN's Commissions, although the general awareness of the Commissions was not high. Almost all members considered that IUCN produced high standard publications and provided a relevant and reliable source of information on a variety of conservation issues. Lastly some members suggested that IUCN 'can do everything'.

3.1.2   The Members' View of IUCNP's Weaknesses

The Review Team questioned members whether IUCNP had any weaknesses. The responses varied considerably between members and were often provided with substantial qualifications by the respondents.

A number of members felt that IUCNP was not always able to meet members' expectations. For example some members felt that IUCN did not have enough presence at the grassroots, others that it was not addressing brown issues, in yet others' view IUCN had limited capacity to engage in controversial issues. However, IUCNP's backstopping role through the provision of strategic technical information was recognised. The perception was of not enough collaboration with the members on key issues. Overall, Members are not seeking to be the drivers of IUCNP's programme, but they would like to have an enhanced involvement the programme and its projects. This may lead to the more active and assertive role of members and IUCNP should be prepared for such a situation if and when it arises.

There was also a perception among the non-government members that IUCN was too close to the Pakistan government. It was felt that by inducting government staff IUCNP tends to be influenced by them. On the other hand, the Government sees the deployment of government staff in IUCNP as an erosion of its capacity. In spite of this, the Members observed that IUCNP had managed to keep its neutrality and they cautioned against losing this well maintained balance. Nevertheless, the review team suggests that IUCNP needs to continue to be sensitive to various perceptions when inducting government staff into its projects and programmes.

In terms of programme organisation, several members felt that the structure of IUCNP was too complicated and that, at times, the programme lacked clarity of vision, was too technical for the average person to link into, and covered too many issues (IUCN 'can do everything').

In terms of focus, several members commented on a perceived geographic bias (northern areas) and a thematic bias (forest conservation), although it was acknowledged that this was partly a reflection of donor bias also. Some members (particularly 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. That there were areas, especially the socio-economic sectors, where IUCNP lack of capacity was pointed out by some members. Most members highlighted weak links to IUCN Commissions.

Apparently, experience 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.

3.1.3   The Members' View of the Future of IUCNP's Programme

The members had mixed views of where IUCN should focus the development of the IUCNP programme. The views of some members appeared to reflect their own particular areas of interest, which is quite understandable, although taken in the overall context of the programme may not add up to a strategic view.

It was suggested that IUCNP should develop proactive strategies for tackling emerging trends and issues in Pakistan. For example, incorporation of nature conservation into the broader ambit of sustainable development and poverty reduction, a focus on climate change, water and desertification, and consideration of the implications of the World Trade Organisation on the poor and how they manage their natural resources. This issue of IUCNP's focus is raised in more detail in the Programme section of this report.

It should be noted that members did not suggest that it was 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. Not all members considered joint projects with IUCN desirable or necessary. In fact some felt that IUCNP should focus only on policies and not get involved in implementation as that could lead to unnecessary situations of conflict which in turn may adversely affect the policy formulation and policy reform role of IUCNP.

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 and the development, maintenance and distribution of a profile of members and their expertise.

Other suggestions included:

➢   Improve the involvement of other parts of the Union (Commissions, regional and global programmes);

➢   Develop a Red List of endangered species for Pakistan;

➢   Improve the corporate image and identity of IUCNP (clarify what it is and what it can deliver);

➢   Highlight problems with short-term 'quick-fix' solutions that will have long term environmental and socio-economic consequences;

➢   Facilitate transfer of appropriate technology (especially from South and South East Asia);

➢   Increase Pakistan's capacity to meet obligations under international conventions;

➢   Focus on a few important policy issues until progress is achieved; and

➢   Disseminate IUCN publications more widely to universities, libraries and other stakeholders in Pakistan.

IUCN members were also asked whether they had any views on the location of the IUCNP Country Office (currently in Karachi). The response was quite mixed, as IUCN was seen to have worked well away from the capital, although a few members were keen to see the Country Representative located in the capital, Islamabad.

In relation to opportunities for IUCNP and the IUCN members in Pakistan to engage with the IUCN regions of South and South East Asia and West Asia, 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 of the suggestions for improving linkages included technology transfer and academic exchanges, and potential support to South Asian Association for Regional Cooperation (SAARC). It was widely recognised that the current political situation in the region made co-operation logistically difficult.

In general, links with the IUCN West Asia region were seen of limited relevance to Pakistan. However, several members noted the potential for linking on issues such as coastal management, water management and desertification. It was suggested that such links should focus initially on Iran and be based on common ground issues identified through discourse. 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.

3.2 Perceptions, Expectations and Interactions of the Constituency with the IUCNP Programme – the Donors' View

The perceptions, expectations and interactions of the donors who support the IUCNP Programme were elicited through semi-structured interviews.

3.2.1 The Donors' View of IUCNP's Strengths

Most of the donors interviewed felt that IUCN was a good partner, had used its unique position with resources, technical skills and presence in the country and had performed well under difficult circumstances. One donor described IUCNP as being a rewarding but not easy partnership, meaning that overall the relationship was mutually beneficial, but at times was complicated by IUCN being perceived to be both a 'national' and an 'international' organisation. Generally the relationship between donors and IUCNP was seen by donors as being open, honest and rewarding and donors expressed appreciation at the good level of interaction between staff and generally high quality and timely reporting.

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.

3.2.2 The Donors' View of 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. There was a general view that the IUCNP 'strategic framework' is overly complicated.

Surprisingly, donors had limited awareness about IUCN members and Commissions, although many IUCN members received bilateral assistance from the same donors as IUCNP does. In terms of programme implementation views vary between donors. One donor felt that IUCNP management was overly sensitive to criticism from donors and that they tended to solve management problems by hiring additional staff instead of managing the issue with existing staff. Some felt that staff appeared to struggle with the balance of their conceptual and implementation roles. Several donors perceived IUCN procedures as slightly bureaucratic, although this was not a universal view.

There were also mixed views on IUCNP's approach to gender: some felt there was considerable room for improvement, others disagreed.

Another issue that received mixed response was the use of deputed government staff in IUCNP projects. Some donors felt that this was 'asset stripping' and that the government was weakened through this process. Others disagreed and felt that it provided an excellent opportunity for government staff to develop their skills and broaden their horizons and views.

3.2.3 The Donors' View of the Future of IUCNP's Programme

Donors that provide IUCNP with core funding support (SDC, CIDA, DGIS, NORAD) suggested that there were opportunities to link the support from various donors in a simple and transparent manner through an IUCN-donor consortium. The Review Team notes that there is already regular donor-IUCN meetings but that donors felt that there were opportunities for improving dialogue based on well-prepared documents and regular meetings.

A number of donors argued for increased devolution of authorities from the IUCNP Country Office to project managers and for broader dialogue between donors and IUCNP staff and provincial offices. The current dialogue between donors and the Country Representative/Programme Director was highly appreciated, but several donors felt that their needs and interests could be better addressed if they had opportunities to dialogue with other senior IUCNP staff.

Several donors felt IUCNP could work to improve the balance between consolidating and expanding the programme. It was felt that it is important that key lessons and experiences are learnt and shared before IUCN moves on to new issues.

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. Several donors called for a shift away from an emphasis on reporting on activities to developing programme indicators, reporting on results, and assessing project impact.

In relation to opportunities to engage with IUCN's regions, most donors felt that a focus on South Asia was more relevant than West or East Asia.

3.3 Halting and Reversing the Decline in IUCN Membership in Pakistan

Task from the TOR: To identify and analyse the reasons for the recent decline in IUCN membership in Pakistan; how not only this trend should be contained, and the membership in Pakistan even further expanded.

IUCN has experienced a decline in members, mostly government members, in Pakistan, primarily due to lack of funds for membership fees. Many government departments are struggling to meet even basic operating costs of salaries and rent and they are finding it increasingly difficult to meet fees for membership of any organisation. There was, however, strong interest in maintaining IUCN membership and concern that if their membership lapsed their support from IUCN would also decline. Most NGO members interviewed thought it very important for IUCN to have government department members in Pakistan. It was also pointed out that a more proactive approach of tapping those who want to become members should be adopted. The following recommendation (and those that follow as shown below in bold text) represent the view of the review team.

Recommendation 1: To halt and reverse the decline in IUCN membership in Pakistan, 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**

3.3.1 The Role of the Secretariat in Engaging the Members

IUCNP has made a genuine effort to engage IUCN members in the development, implementation and review of its programme. Such effort should be continued and expanded if IUCN is to reach its full potential in the country. 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.

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. The Membership Unit could assume many of the responsibilities currently held by the NGO Unit, but perhaps broaden the focus of support beyond NGO members to all IUCN members within Pakistan.

To enhance information exchange between members and the Secretariat, the Review Team recommends that senior managers from the out-posted IUCN offices in Pakistan be invited as observers to PNC meetings.

On joint projects, the review suggests that approaches and modalities of collaboration be mutually worked out and mechanisms to address issues as they arise be established in advance.

As a means to strengthening relationship with Members, 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.

The review recommends that IUCNP share relevant findings of the current review and keeps members informed of progress with implementing the recommendations (noting that internal management issues are the mandate of the IUCN Secretariat and not 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.

There is also a need for IUCNP to develop a strategy to better engage with the IUCN Commissions. IUCNP's links with Commissions are generally weak. The strategy should include two components – the linking of activities in Pakistan to the IUCN international commission membership and the recruiting of commission members in Pakistan. Some of this is already occurring in IUCNP; the best links are Commission on Environmental Law and WCPA and to a lesser extent SSC (particularly SUSG). It should be noted that IUCNP has found it almost impossible to obtain lists of Pakistan-based Commission members in spite of repeated requests for information (an exception is CEL).

Recommendation 4: Expand the involvement of Commission members in the IUCNP programme.

Recommendation 5: Approach commissions to establish clear links with IUCNP in order to actively engage the Members in Pakistan and to expand membership.

Recommendation 6: Explore ways to facilitate links between Pakistan-based members and the broader membership in South and South East Asia especially in the areas of knowledge and expertise relevant to Pakistan.

With reference to this, IUCNP needs to clarify the role of the Asia Regional Directorate in Membership issues in Pakistan.

Recommendation 7: Develop and implement a strategy for strategic engagement with West Asia members, particularly Iranian members and members who have interests in common issues (water, coastal zone management, arid and semi-arid lands).

However, it is the view of the review team that IUCNP should remain functionally within the Asia Programme irrespective of functional programme links that may be made with WESCANA. Any change in the Pakistan-Asia linkage would be very disruptive and of doubtful relevance to transfer IUCNP to WESCANA or any other West Asia programme that may be developed.

4 Programme Issues Emerging from the Analysis

Key Task from TORs: Review the strategic directions, focus, approach, and content of the programme and make recommendations for improvements to ensure its relevance, efficiency, effectiveness and sustainability.

The assessment of the programme was made through the questionnaires that were provided to key staff and members, through visits to various field and provincial offices, through extensive interviews with members, donors and staff, and through presentations and briefing notes by staff to the Review Team.

4.1 Relevance of the Strategic Direction of the IUCNP Programme in Relation to Pakistan

From the questionnaire given to senior staff, 14 out of 17 respondents agreed or strongly agreed that IUCN Pakistan's programme and projects are relevant to the major concerns of the Pakistan conservation community. Senior staff also felt that the IUCNP programme is relevant in terms of the regional and overall global programme. The IUCNP Strategic Framework and Quadrennial Plan, recent progress reports, and the presentations made by the senior staff all indicated that the IUCNP programme was linked effectively to the overall IUCN programme. The concepts of Key Result Areas and the IUCN strategy (focusing on Knowledge, Empowerment, Governance and Operations) were well embedded in the IUCNP thinking. Specific details of the staff questionnaire are attached as annexe 5.

Several members, many of the donors and many staff noted that the political, economic and financial situation in Pakistan presented a considerable challenge to maintaining a relevant conservation programme. Among the negative external factors that affect the IUCN programme in Pakistan are:

➢ The political and economic "fallout" from nuclear testing;

➢ Pakistan's large national debt;

➢ The external political environment and border conflicts;

➢ Governance problems;

➢ Corruption and inefficiencies;

➢ Poverty, and

➢ Drought and water shortages.

While these factors present a considerable challenge to maintaining a relevant, efficient and effective programme, there are also a number of positive external factors that present opportunities for IUCN. Such positive factors include the Pakistan government's efforts to bring in reform including devolution to local levels, efforts to reduce poverty, a concerted effort to reform both the Public and Financial Sectors and a push to revive the economy.

Maintaining a strategic focus in a volatile and sometimes unpredictable political, economic and financial situation requires a rigorous and flexible mechanism for monitoring and assessing the external environment, combined with an internal IUCNP decision-making system for adapting the programme and the project portfolio to the changing circumstances.

The political, economic and financial conditions under which IUCNP operates need to be constantly monitored and the relevance of the IUCNP programme need to be periodically evaluated in relation to changes in the situation. Regular situation analysis will allow IUCNP to:

➢ More effectively consider the relevance of the programme and project portfolio in relation to the urgency and importance of particular environment and sustainable development issues;

➢ Maximise its comparative advantage by ensuring the IUCNP remains focused on issues that it currently has, or can develop, the capacity to deal with in an effective and efficient manner;

> ➢ Choose partners that can provide the most 'added value' to the IUCNP programme; and

> ➢ Monitor signs that indicate the need for organisational change.

Following these steps and engaging others at the appropriate time will ensure the relevance of the strategic direction of the programme and provide for the continuation of productive relationships in a difficult environment.

4.2 Relevance of the IUCNP Strategic Direction

IUCN has an excellent reputation in Pakistan and its programme has been credited with having a substantial positive impact on the environmental agenda in Pakistan. It has been instrumental in some of the major developments such as the National Conservation Strategy. The programme has been built over a 15 year period until it now has an annual budget of about US$ 3.5 million and a staff of about 330 which includes both programme and project staff.

The current Strategic Framework (2000 to 2005) identifies four 'key' strategic objectives:

1. To integrate environment and development

2. To support institutional and human resource development for the environment

3. To facilitate the creation of a supportive policy and legal framework

4. To increase popular support for the environment.

It was unclear to the Review Team whether the IUCN strategic and future looking programme is addressing the four strategic objectives effectively. Indeed the Review Team felt there was considerable doubt that the programme was indeed focusing on the environment – development nexus as the Strategic Framework states.

Many of the staff and donors who were interviewed found the IUCNP Strategic Framework document confusing and lacking in clarity. The framework includes 4 strategic objectives, 4 operational objectives, 4 priority technical areas and 6 priority cross-cutting areas. These objectives are somewhat confused by the mission and vision statements which also list plans and objectives and allude to other influences but do not deliver a clear message or coherent focus. In summary, the Strategic Framework does not deliver a clearly focused and measurable call to action. Arguments by senior staff that the IUCNP Strategic Framework document is an internal staff document and is not meant to rally other stakeholders are inconsistent with the fact that the document is publicly available and has been distributed beyond the secretariat.

In addition to providing a strategic focus for the programme, the Strategic Framework document provides an analysis of the priorities of IUCN Pakistan Programme as envisaged in its strategic framework, and their compatibility and coherence with IUCN's global and regional programmes.

Although IUCN is highly regarded by the Pakistan-based members and they generally feel that the IUCN programme has done a good job, the Strategic Framework is not well understood by members. Members noted that there was consultation on the development of the Strategic Framework, but many members commented that they would like to have a stronger say in future on the nature and extent of the IUCN programme.

One of the key purposes for a strategic document is to communicate, inspire and focus the partnership efforts of an organisation. The current document falls short of doing this. A clearer strategic document could be used to provide unambiguous direction on programme relevance to members and efforts to build the donor base and expand Commission networks. The Review Team wishes to emphasise that the main concerns with the strategic direction of IUCNP appeared to relate to the document, not to the implementation of the strategy.

The priorities of the IUCNP programme were considered by most staff and members to be appropriate for 2001. However, there are a number of opportunities to adjust the programme to cope with the dynamic nature of the political, financial and economic situation in Pakistan for 2002 and beyond. For example, there is considerable scope for working with the Pakistan government and members on issues such as climate

change, water and environment, poverty and wealth, and environmental security. Many of these issues are being explored by IUCNP and the Review team encourages this.

The IUCNP programme would benefit from expanding its strength in some priority areas including biodiversity (which appears to be largely limited to one project at present) and in some aspects of social sciences (anthropology and sociology in particular, although other areas are well covered).

Having noted that IUCN could capture new opportunities in Pakistan, the Review Team observes that the programme is somewhat constrained when tackling new areas of work because staff is over-committed to current projects. The portfolio of projects being developed does not indicate clearly that the opportunities for engaging in new areas of work, or adjusting existing approaches to take on new issues has been widely considered by all programme staff. The current emphasis on second and third phases of existing projects needs to be balanced with exploring new opportunities.

4.2.1   Improving the Strategic Framework

The current Strategic Framework is a mix of strategic direction ('what' the programme will do) and organisational issues ('how' the programme will be implemented). It also attempts to bridge the gaps between a communication document, a historical summary, a strategic plan, and a business plan and suffers because of this. It is not an easy document to read, so it is not a particularly good communication document; it mixes strategic and tactical issues and thus falls short of being a concise strategy and it does not contain sufficient detail to work as business plan. Nevertheless, the Strategic Framework does contain some good material.

Recommendation 8: The Strategic Framework can readily be improved by some clarification and repackaging into: an IUCNP Overview for public consumption; a Strategic Plan for IUCNP staff and partners; a Business Plan; and, Annual Performance Plans.

These documents would have the following characteristics:

➢ **IUCNP Overview**: A concise background and overview of IUCNP and development of the Mission Goals (long term view that translates IUCN Global to IUCNP). This directly flows to a concise summary of the Strategic Plan that provides an overview of where IUCN Pakistan is heading. The key audience should be external – the public, the government, members, donors and partners. The document should be attractive, glossy and easy to read and understand. This document defines success.

➢ **A Strategic Plan** that provides more details on what the programme is aiming to do and how it intends to do it. The key audiences include senior staff, other component programmes in IUCN, members and donors. This document should be more specific than the overview. It needs to be clear and lay out measurable steps that will move the IUCNP programme to its desired future. The document should not include annual work plans because annual plans need to be adaptive and interactive with the changing environment. This document leads the organisation to success.

➢ **A Business Plan** that describes how the Secretariat will be organised, a communications strategy and a fundraising strategy. This plan, based on the Strategic Plan, is the key document to successful implementation of the programme. This plan lays out the administrative framework and addresses the human and capital resource demands and needs of the programme. It also demonstrates the credibility to successfully fund and manage IUCNP.

➢ **Annual Performance Plans** are the final step in this process. These are internal documents centred on major programme areas, field areas or projects. This is the contract with the staff, country office and the regional office that provides measurable goals for annual achievements. These documents should not try to outline every work output but rather should focus on major annual programme goals.

These plans should provide a direction for the programme but should avoid being inflexible or too prescriptive, as there is a need for IUCNP to continue to develop a more adaptive approach to programme management. The preparation of these documents weaves several important strands together:

➢ The global, regional and country programme;

➢ Donors, members and commissions;

➢ Staff; and

➢ Public involvement, public image and currents trends.

These plans should also seek to improve IUCN's access to technical skills. At present, IUCNP relies heavily on having skills within the staff of IUCNP, and it relies little on the skills of IUCN members, commissions or the global and regional secretariat. This issue is dealt with in more detail in the section of the review that addresses Management.

> **Key Task from TOR – An analysis of the approach of IUCN Pakistan Programme, as envisaged in its strategic framework, including an assessment of its compatibility and coherence with the global and regional programmes**

The IUCNP programme works in three key areas:

➢ The enabling environment, or 'governance' issues, as described in the overall IUCN Programme. IUCNP has played a significant role in the development of national, provincial and district strategies and national laws and policies.

➢ Institutional and organisational arrangements, particularly those of the government at national, provincial and district levels. IUCN has worked closely with the Pakistan government to build their capacity to deal with environmental issues at national and provincial levels. It has also worked with Pakistan-based NGOs to build their capacity on environmental issues.

➢ Local natural resource use and management systems. IUCNP has only recently begun to work extensively at the local level (village and household). There is no question that the development of projects to test the effectiveness and practicality, and to map the complexity, of initiating change is an important role for IUCN.

However, there appears to be an assumption behind the IUCNP programme that by developing strategies sequentially at national, provincial and district levels, the conservation of Pakistan's natural resources will be assured. While this may be a somewhat unfair overstatement, it does reflect to some extent the nature of the IUCNP programme. The Review Team feels that the development of conservation strategies and action plans is necessary, but insufficient to ensure the conservation of Pakistan's natural resources for current and future generations.

Recommendation 9: A more balanced IUCNP Programme be developed over the next 5 years to include a stronger focus on: the underlying causes of environmental degradation in Pakistan; the links between policy and practice; and, the relationships between and within the enabling environment, institutional and organisational arrangements and local natural resource use and management.

The factors to consider include:

➢ Addressing the **underlying causes of environmental degradation** in Pakistan including, but not necessarily limited to, the impact of population growth, poverty and wealth, trade and consumption, and governance.

➢ **The links between policy and practice**. IUCN is well positioned to draw lessons from local use and management of natural resources. IUCNP must then develop means to use these lessons to inform those responsible for the development of policies, laws, and institutional and organisational arrangements at regional, national, provincial, district and local levels. Similarly, IUCN and its members in Pakistan are well placed to inform field institutions about best practices, national policies and laws, and appropriate technology.

➢ **The relationships between and within the enabling environment, institutional and organisational arrangements and local natural resource use and management**. IUCN has worked on these issues but needs to improve its focus on issues such as power relationships between key actors, and the legal and social links between local communities and the government. Overall, IUCNP needs to develop the capacity of stakeholders in influencing the development and application of policy and law governing the environment.

4.2.2 An Assessment of the Compatibility and Coherence of the Pakistan Program 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

The review found that there was a widely held perception that the capacity of technical programmatic staff had declined, although some suggested that it had declined in the past but was now improving. The team noted that several of the technical units were understaffed for the jobs they were expected to perform. This is not conducive to effective management or programme delivery.

Moreover, the cost recovery approach adopted by IUCNP whereby staff is expected to generate their own financial resources is leading to a 'consultancy' mentality among programmes. While there is considerable value in having programme staff seek their own funding sources, there are several drawbacks. The approach has created a considerable source of tension between project staff and the Thematic Units. Many project staff felt that the 'programme' staff in the Thematic Units were too expensive and sometimes were unable to provide good advice on a timely basis. The Review Team notes that this issue is not confined to IUCNP, but is a commonly heard concern within many large conservation and development agencies. Nevertheless the problem needs correcting. The Strategic Plan, Business Plan and Annual Performance Plans should define a strategy to correct this problem.

The Review Team considers that IUCNP's approach of trying to fund programme staff 100% from project funds does not create conditions conducive to a reflective, as well as proactive, environment. Freeing programme staff from some of the consultation work would allow them to gain a strategic perspective and to learn and share lessons. It is important for the programme staff to be at the cutting edge of conservation issues in Pakistan if IUCNP is to remain relevant.

The Pakistan-based Environmental Law programme was mentioned by members for its links with Pakistan-based CEL members, and its clear focus. However, the Review Team notes that the Law Programme has been unable to build strong links with the IUCN Environmental Law Programme (ELP) in Bonn. The ELP could assist the development of the regional law programme by providing access to human and financial resources. The issue of support to IUCNP from IUCN Global Thematic Programmes and Commissions extends beyond the ELP and other Global Thematic Programmes and Commissions should also seek ways to work more effectively with IUCNP.

The 'harmonization' process, whereby country, regional and global thematic programme plans were integrated into the IUCN intercessional plan began a process of identifying gaps and overlaps and opportunities for synergies between programmes. This process now needs to continue to ensure that gaps are filled, overlaps are reduced and synergies are realised. IUCNP should work with the Asia Regional Programme and the Global Programme and Policy Team to explore how to better integrate IUCNP with the broader Union.

> ***Key Task from TORs – A brief assessment of the adequacy, effectiveness and efficiency of the current arrangements (SMG, PCC, PD, thematic units, cross-cutting areas, provincial offices and projects, etc.) for delivering the programme.***

This issue will also be dealt with in more detail in the Management section below.

The IUCN programme in Pakistan has grown rapidly in the past ten years. It has changed from a small centrally-based programme, focused on assisting the government of Pakistan to develop its national conservation strategy, to an expanded programme that included other geographic levels (provinces, districts) and thematic issues (law, forests, coastal zone management, economics etc) and project implementation at the regional and community level. This rapid development has strained IUCNP management's capabilities to create a system of organisation and communications that is capable of dealing with the needs of internal and external pressures. The current management system includes some very innovative and well-developed institutional arrangements. However, there is a need for the programme to analyse where it is and where it wishes to go. It then needs to use this information to build improved management systems that are more robust, yet sufficiently flexible to cope with the demands of a large and complex organisation like IUCNP.

Later in this report we provide a number of recommendations on how this may be achieved . At this point in the report we will focus on raising some of the issues that the Review Team believes needs to be addressed.

4.4 Capturing Opportunities

IUCNP should continue to evaluate and capture opportunities for developing the programme and maintaining a leadership position. While the donor climate in Pakistan is difficult at present due to political issues, there are considerable opportunities for IUCN to develop new niches to further its mission while also supporting the objectives of key donors and assisting the government of Pakistan to deliver the national conservation strategy. For example, there is considerable interest in the issues of water and poverty. IUCN could address many of the environmental and biodiversity related aspects of these issues.

Some of the key factors that need to be overcome to capture opportunities for developing the programme and maintaining a leadership position include:

➢ Lack of time and skills. The IUCN staff in Pakistan work very hard and long hours. In fact, they may be so driven by day-to-day activities and internal IUCNP 'reflection' and planning exercises that they are often unable to devote sufficient energy to looking for new and innovative issues. It may also be that the current skill mix in IUCNP does not ensure that programme and project opportunities are captured.

➢ Process over substance. The management and programming arrangements in IUCNP over the past two to three years appear to the Review Team to have focused too much on planning compared to delivery. IUCNP management needs to create space for creative thinking and reflection. While it is important to have appropriate institutional arrangements in place, these in themselves will not ensure that the programme remains relevant.

➢ Reluctance to use outside expertise. More help is needed from regional and global programmes, Commissions, members in Pakistan and abroad. The Review Team noted a considerable emphasis within IUCNP for developing its own solutions. This is a commendable approach and likely to lead to more sustainable solutions. However, when taken to extreme it can also lead to considerable duplication of effort, or 're-inventing the wheel' as one respondent described it. IUCNP would benefit from developing closer ties with a range of actors within and outside the IUCN family.

➢ Lack of coherent strategic planning. Unclear results from strategic planning efforts (Section 4.2 above) have created a somewhat unclear direction for a maturing organisation like IUCNP.

The Review Team noted that IUCNP was addressing a wide range of issues that are not clearly described in IUCNP documentation. It would seem that there are opportunities for expanding the programme and its funding base by 're-packaging' some of the existing work so that it becomes clearer to partners that IUCNP does indeed have the interest and expertise to deal with cross-cutting issues such as collaborative management, linking poverty reduction and conservation, etc. However, this is not to suggest that IUCNP can simply repackage its entire programme, it should base any change in focus on a clear situation and institutional analysis and keep within the mandate and niche of IUCN overall. In some cases, developing new programmatic foci will require obtaining new skills and or linking to partners that have these skills (for example organisations that focus more on rural development).

Recommendation 10:   IUCNP should explore and build on opportunities to engage in activities that link conservation and sustainable development through both programmatic and project activities.

4.5 IUCNP Projects

Rapid growth of the IUCN programme in Pakistan has changed it from a small, centrally based programme with a focus on development of a national strategy to a more complicated programme with elements at national, provincial and local levels. This change puts new demands of IUCNP that were not essential during the initial growth phase. As an organization grows, management must not only attempt to do more with old systems but must develop new systems that can adapt to a faster pace and broader operational issues. If IUCN decides to continue the programmes and projects at current or higher levels of operation, long-term commitments to developing a field-conscious management structure will be necessary as discussed further in Chapter 5 below.

IUCNP has many positive attributes and should be proud of its accomplishments. Professional employees have been hired, good projects are being implemented and IUCNP enjoys a positive reputation in Pakistan. However the stress of rapid growth is evident and new management principles must be developed if IUCNP is to meet the challenges ahead. To assure the continued successful implementation of projects, new management systems should be developed to ensure that:

➢ IUCN's conservation goals continue to be incorporated into long term direction of the field projects;

➢ Members, donors, partners and commissions are engaged in the lessons learned through the projects;

➢ Appropriate and timely guidance is given to projects;

➢ The management structure is responsive to the special needs of project management;

➢ Good channels of communication *from* the field and *to* the field are maintained; and

➢ Authority is delegated at appropriate levels.

Because of the time constraints of the review, only four projects were visited to gain a sense of the fieldwork being conducted by IUCNP. Each of the visits included some review of field activities and meetings with the project staff.

Mangroves - The mangrove project is one of the first to be undertaken by IUCN. Pollution, harvest of timber, harvest of wildlife and reduction in fresh water available for propagation has contributed to degradation of the mangrove ecosystem. The project is not substantially funded but could be an important link for conservation efforts in the coastal region. The current strategic thinking is to pull this programme into the coastal and marine efforts. This would allow the lessons learned through the project to be applied to the other marine strategies.

ERNP - The Environmental Rehabilitation in NWFP and the Punjab Project is a seven-year project started in 1996. It is designed to evaluate the effectiveness of community-based resource rehabilitation through the employment of social organizations. The area, like much of Pakistan, has seen population pressures such that land-use practices cause serious landscape degradation problems. ERNP is an ambitious programme that is trying to balance economic growth and community development with environmental awareness and conservation.

NACS - The Northern Areas Conservation Strategy Project is designed to develop a strategy document to improve the social, economic and ecological well being of the people in the Northern Areas. A broad array of programmes has been undertaken to integrate conservation into the local communities in a sustainable and economically viable fashion. The project began in 1999 and is scheduled to go through 2002. The programme is an ambitious mix of strategy development and pilot projects. There is discussion of using the NACS project as a platform to test the sustainability monitoring system. This appears to be a good opportunity.

MACP- The Mountain Area Conservancy Project developed from the Biodiversity Conservation Project that started in 1995 and was a three-year pilot project. It has evolved into the MACP, a seven-year project going through 2006. The project will test methodology aimed at addressing the underlying cause of loss of biodiversity in the region.

Information was also gathered on other projects although specific sites were not visited.

The review assessed how the projects relate to IUCN core competencies and programmes and to what extent the projects carried out IUCNP mission-related functions. Within the broad context of the mission of IUCN (conservation of nature, sustainable use of natural resources, and social equity) and within the context of the core competencies (KEGO and the KRAs), the review found that the IUCNP projects and programmes are designed to further the mission and reflect the competencies. Projects are developed in response to the general provisions of larger strategy documents. Drafts or final strategic documents are in place for the Asia Region and for IUNCP. As outlined in these strategic documents, the projects are consistent with the goals of IUCN, Asia Region and the NCS and Pakistan Country Programme.

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, future projects and programmes will need to build on the successes and challenges of these projects and integrate this knowledge into new project design. The trap to be avoided will be the tendency for IUCN to become an operational conservation entity in lieu of a strategic organization dealing with macro level and government conservation efforts.

Projects appear to be relevant to the stakeholders in the field areas including government, civil society, and other organizations such as NGOs. Throughout the course of the review, several local community and government persons were interviewed about IUCNP projects.

It was evident that the fundamental message of conservation and increased participation in activities through social organizations were being promoted through the projects. One of the fundamental questions for the future is whether these programmes will be sustainable after project funds are not available. This issue should be incorporated into on-going monitoring of the projects and evaluated as the projects are discontinued over time.

The projects do not appear to be creating a problem by competing with the government sector at the field level, but there is a degree of sensitivity at national level that IUCNP is sometimes seen by some government officials as getting too much funding from donors compared to government agencies. This view is of course is based on an assumption that if IUCN does not get the funds then the government agencies would – a questionable assumption. IUCNP and the donors need to keep an eye on the perceptions of the 'competition' factor with a view to preventing it from becoming a hindrance in the future.

The staff participating in the review appears to be committed, dedicated, hard working and qualified. The team encountered some reports of performance related problems relative to staff qualifications in field areas, but were not able to analyse these issues because of time constraints.

The financial aspects (of the reviewed projects) were transparent and had integrity (many specifics were not a part of the review). Special effort was made to ensure that the handling of finances, particularly as they interfaced with communities and social organizations, was a strong component of the projects. The efficiency of administration and financial systems and procedures at the field level to support the delivery of projects was not reviewed.

Projects play a very important role in the credibility of the IUCNP. Without the anchoring of strategies to fieldwork and experimental implementation, the strategies could go untested and become outdated and forgotten. The strategic use of projects keeps many of the conservation issues alive in Pakistan and provides many people with a feeling of hope for the future. It is also important to note that capacities in the local communities and at all levels will need to be developed.

The projects reviewed have a good basis in social programmes and science. Most of the scientific concepts being used in reforestation, wildlife management, and agriculture are straightforward. The social aspects of the projects were more critical since they are linking conservation to other economic and community programmes. This will increase awareness of the benefits of conservation through improving conditions in the impoverished rural setting.

Based on discussions with project personnel, it would appear that to continue to be an effective influence in Pakistan, IUCNP should deal with the following points:

1.   There was a perception in the field areas that project staff did not have the same voice in organizational issues and ability to comment on policy issues that the Country Office staff was afforded. See Recommendation 23 in Section 6.2 below.

2.   There has been a fairly significant level of turnover at all level of staff in IUCN (a.k.a. Brain Drain), but especially on projects. It is apparent that staff does not understand their relationship to broad programme goals and administrative systems of IUCN and IUCNP. Good training and orientation to IUCN could eliminate some of the morale issues and confusion over programme goals. (See Recommendations 23 and 24 in Section 6.2 below.)

3.   Many of the issues that were brought up in the field areas were related to communications and follow-up on human resource issues, administrative issues and logistical or policy issues related to the implementation of projects. A simple system of communication and follow-up would solve many of these issues. The current system of use of the PCC and SMG are good, but need to be supplemented by a system to improve information flow. This should be a two-way communications system that ensures that the 'voice' of the field is heard in SMG, PD, and PCC and that the 'voice' of the Country Representative is heard in the projects and in field areas.

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

4. Human Resources needs to make sure that supervisory and communications training occurs. This too could help reduce morale and communications problems. (See Recommendation 26 in Section 6.2 below.)

5. Field project managers in provincial offices need to be granted greater levels of delegated authority for the outcome of routine operational administrative and personnel issues. (See Recommendation 18 in Section 5.6.4 below.) This expanded authority cannot be given without proper training and the establishment of review procedures. A clear understanding by the field staff of the boundaries of that delegation should be established through training. Devolution of authority will expedite the achievement of programme results. Areas of focus for this training include basic human resources, procurement and administration.

   The success of greater delegated authority within an organization depends on the selection of managers capable of assuming more responsibility and the creation of a team atmosphere allowing high levels of trust between the key managers of IUCNP.

6. There is a perception in the field that project staff is not given the same opportunity for professional development that Country Office staff enjoy. Some of this perception may be due to inadequate communications, but some of it may be real. (See Recommendation 25 in Section 6.2 below.)

7. Projects should adhere to the standard requirements for project assessment within the framework of the IUCN M&E programme. This model assesses the Relevance, Effectiveness, Efficiency and Impact of a project and how it relates to sustainability and capacity building. A standard approach to project reporting and follow-up would make the collection, analysis and dissemination of information easier. The MACP Annual Project Report for 2000 is a good example of a readable document based on elements of this standard. Communication material on projects should continue to focus on Lessons Learned and IUCNP should make sure that such information gets to target audiences.

8. As responsibility is delegated from the Country Office to the provincial offices and to the field areas, a system needs to be set up to ensure that the projects meet standards of quality in administration, human resources, finances and in achieving the expectations of the Country Representative and Asia Regional Director.

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.

9. As mentioned in Section 8.1 below, IUCNP should evaluate the participation of women in project management and as technical staff in the field. Some of the field area staff felt that it was not easy for women, and especially married women, to be employed by IUCN. Field personnel felt that women needed assistance in overcoming social barriers within communities. This included separate accommodation, flexible schedules, and transportation allowances.

10. Project hand-over. 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 to obtain donor or government funding.

4.6 Financing the IUCNP Programme

Key tasks from TOR – Financing the Programme

- *To review and analyse the portfolio of donor funding currently available to IUCN Pakistan, in terms of adequacy, reliability and nature (programme vs. project support);*

- *To review the organisational views and plans for mobilising resources through donors and non-traditional sources of programmatic funds inside and outside Pakistan;*

- *To review the extent and nature of current financing of Pakistan and assess its needs for the future;*

- *To asses the donor thinking and trends in relation to financing environment issues, IUCN and Pakistan;*

- *To ascertain the donor thinking and priorities in Pakistan for feeding into the fundraising efforts of IUCNP and the overall financial strategy under preparation for the Asia Region with the support of PEP (Pakistan Environment Programme)*

The Review Team was unable to complete a thorough analysis of the project portfolio due to time constraints. Nevertheless, the review notes that the project portfolio is very strong and IUCNP has been able to maintain this portfolio in spite of current difficulties with bilateral funding projects in Pakistan.

The Review Team has three concerns with the project portfolio. First, the value of IUCN's engagement in the EC funded ERNP project is not totally clear. The EC has proven to be a demanding donor and it appears to expect IUCN to comply with complex and strict requirements without much room for flexibility. The involvement of IUCNP in such large implementation projects needs further scrutiny.

Second, the project portfolio appears to be based primarily on the same model and approach of previous projects. There seems to be scope for IUCNP to explore new areas and issues for projects.

Third, IUCNP does not appear to have a strategic approach to its work for donors and has not articulated within its Senior Management Group what it considers to be an appropriate balance between implementing large projects for donors (which may be largely rural development activities but raise funds for other IUCNP work) compared to other conservation oriented work like developing conservation strategies and plans, raising public awareness, etc.

Another issue relating to financing is the potential for IUCN to work in collaboration with key donors to further build a consortium for conservation. The value of such a consortium includes the opportunity for engaging in a dialogue on key conservation and sustainable development whilst locking donors into mid-term financing of IUCNP and locking IUCN into remaining relevant and focusing on critical issues.

Recommendation 13: The IUCNP fundraising strategy should be further developed to include a clear set of principles and guidance on the direction and size of fundraising efforts.

In developing the fundraising strategy, IUCNP should consider:

- ➢ Strategic development of the Project Portfolio;

- ➢ Expanding Framework agreements and linking these with similar regional efforts;

- ➢ Exploring opportunities for fundraising from private sector;

- ➢ The use of the reserve fund and optimising financial returns through wise investment (clarify purpose and conditions for use); and

- ➢ Improving sales of services, e.g. technical services.

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5 Management Issues Emerging from the Analysis

Key Task from TORs: Assess the efficiency, effectiveness, and relevance of the organisational structures, mechanism and systems (administrative, financial and human resource management), to support programme delivery and institutional development

Programme Structure and Systems

➢ *To analyse the role and inter-relationships of the country office, thematic programmes, programme offices and projects in the delivery of the programme; assess if and how the programme is effectively delivered currently, and make recommendations for improvement;*

➢ *To review the relevance, effectiveness and efficiency of the current management structures, mechanisms and systems to plan, co-ordinate, deliver and oversee the programme; and make recommendations for coping with the current and future programme requirements;*

➢ *To review the extent to which the present structure and systems for programme development and co-ordination are integrated with the regional and HQ systems and processes for programme development, co-ordination, monitoring and evaluation; advise on any changes in the management structures and systems that would enable a smoother and speedier integration of IUCN Pakistan with the Asia Region*.

5.1 Programme Structures and Systems

One of the major areas that the review concentrated on was the structure of the management organization. Growing as it has and shifting its focus as mentioned earlier in the report has placed new demands on the IUCNP management structure and team. Managing a growing organization is very different from managing one that is established, is downsizing functions or shifting to a new strategic focus. IUCNP requires a structure where the reporting lines are clear, where there is clear communication at all levels, and where leadership communicates strategic vision. This requires selecting and retaining strong managers to carry out the programme.

The Review Team has a number of recommendations in this area and it is one of key areas needing attention and change within IUCNP. However, this shift in management structure is not aimed at being critical of past management efforts to deal with emerging management issues. The current Senior Management team is dedicated and hard working and focused on IUCNP's mission. The emphasis of this section is to move IUCNP in a direction to ensure its effectiveness in the future years to come and to build on the strong existing programme and excellent staff.

In summary, the key findings of the review team in relation to efficiency, effectiveness, and relevance of the organisational structures, mechanism and systems of IUCNP are:

➢ Confusion exists over the philosophy and practice of management in IUCNP because of:

  ➢ Lack of clear role and function statements for various levels of management, and the

  ➢ Mixing of participatory decision-making and matrix management.

➢ The current definition and use of matrix management within IUCNP are confusing to staff at all levels. The use of "Additional Reporting Lines" should be discontinued, but the basic principle of matrix management (cross utilisation of staff) and normal management communication functions should be continued; and

➢ There is a lack of clarity within IUCNP about the functional relationships between the Country Office, the Thematic Units, sub-offices at the national and provincial level, and project offices.

5.2   The Philosophy and Practice of Management in IUCNP

In discussions with staff at various levels within IUCNP, it was clear that there are at least two competing management philosophies. On the one hand, some staff felt that management decisions within IUCNP should be made the Senior Management Group and that the Country Representative was just first amongst equals. On the other hand, some felt that because the Country Representative is accountable to the Regional Director, and ultimately the Director General, for the delivery of the IUCNP programme at the country level, he/she should have the ultimate say in key decisions, albeit in consultation with Senior Managers.

The Review Team found that the competing management philosophies within IUCNP have created a degree of tension among senior staff. While tension can be a creative force within an organisation, the current situation has become somewhat introspective and confusing. The situation has been complicated by a lack of clear role and function statements for various levels of management and the mixing of participatory decision-making and matrix management.

The Review Team noted that, according to IUCN's standard practice, the authority to manage the IUCNP programme rested with the Country Representative who obtains his/her authority from the Regional Director and ultimately from the Director General of IUCN. Accordingly, at a country level, decisions made by the Senior Management Group, or any other IUCNP staff, are made under the delegated authority of the Country Representative. The Review Team supports attempts by IUCNP Senior Managers to be open and transparent in management matters and encourages the Country Representative to delegate appropriate authority(ies) to Senior Managers within the Country Office, the provincial offices and the projects. However, we caution against creating a system that tries to make all decisions by consensus.

5.3   Management Principles

The first step in making changes to IUCNP's management approach is to develop a set of management principles. These principles communicate to the organization at a glance what the guiding philosophy of the organization is. These principles set a tone for new employees and serve as a way of grounding the management structure. As an example of management principles, the Review Team offers the following:

➢ Transparency and integrity;

➢ Accountability and responsibility based on clear delegation of authority from the Country Representative;

➢ Efficient and effective management systems;

➢ Clear and regular communications between all levels (top to bottom, bottom to top and horizontally);

➢ A rewarding, nurturing, ethical work environment.

Recommendation 14: IUCNP should promulgate a unified management philosophy and set of management principles within IUCNP.

Recommendation 15: IUCNP should revise all documents that define or refer to the roles of the Country Representative, other managers and IUCNP committees so that they are consistent with the management principles and provide a clear description of the applicable accountability and responsibility of all parties.

5.4   Matrix Management

Matrix management has been a core management principle for IUCNP. Properly applied, matrix management can ensure optimum use is made of the knowledge, abilities and skills within an organization. The principles of matrix management (building integrated work teams and assigning resources to fit changing strategies) should be employed by any organization aiming to be effective and efficient.

Matrix management requires managers to be accountable to a single line manager for all aspects of management, including achievement of results. Appropriate expertise for a given initiative is accessed through a matrix system and tasks are done through teamwork. In IUCNP, the matrix system has been confused by unclear roles and functions, creation of multiple reporting lines and unclear delegation to remote

duty stations. The principles of the Matrix Management System as it was applied by IUCNP are no longer effective for the broad-based programme in Pakistan.

Within the matrix management approach, IUCNP has developed a complex reporting structure, involving so-called, 'Additional Reporting Lines'. Under this approach, individual staff members not only report to their line manager but also to 'functional managers' or people in staff positions, such as the Director of Finance or the Human Resources Group. This approach confuses the need for clear and regular communication with line management authority: this is not the intention of matrix management.

Functional reporting to various parts of the organisation (like finance, administration, human resources or a policy group) should be a standard practice based on policies and procedures approved by the Country Representative. However, the fact that an employee communicates with another person or unit does not automatically entitle that person or unit to "manage" or issue instructions to the employee. The current approach of "additional reporting lines" results in considerable confusion about who has the authority to manage.

The purpose of matrix management is to provide the necessary knowledge, abilities and skills of the organization where and when they are needed on a task, activity and/or project basis. In the case of IUCNP, matrix management is required to assist with programme and project management and implementation. IUCNP has key technical resources which are located within the thematic groups and which are not assigned full time to any specific project or activity. Matrix management allows appropriate expertise to be accessed to accomplish specific tasks through teamwork.

The Project Manager should be responsible only to one line manager who derives his/her authority from the Country Representative. Individuals from other parts of IUCNP can be tasked to work on a project or activity based on mutual consent and agreement. This is how thematic staff become involved in project implementation. The Project Manager is responsible for delivery of the project, and the thematic staff agree to provide a service or product and are thus responsible to the Project Manager for the timeliness and quality of that **product**. At appraisal time, the line manager of the thematic group should consult with all project managers with whom the employee has worked during the year to get their input into the person's appraisal.

The IUCNP approach to matrix management should be adjusted and the concept of '**additional reporting lines'** should be abandoned. The concept of clear and regular **communication lines** should, however, be maintained.

Recommendation 16: With the help of external assistance, IUCNP should redefine its approach to matrix management, promulgate a definitive document on its use within IUCNP, and hold training/orientation sessions about the proper implementation of matrix management for both managers and staff.

Recommendation 17: In keeping with the above, IUCNP should immediately desist from the use of the concept and term, 'Additional Reporting Lines'.

5.5   Suggested Management Model and Approach

The Review Team considers that the following model and approach provides the basic elements of an adaptive programme management structure. It must be noted that the model proposed is not a blueprint, but it provides a conceptual model on which IUCNP can develop the programme. However, changes to the model should be based on meeting IUCNP's management principles and not on accommodating personal interests

Recommendation 18: IUCNP should adopt a new Organizational Model taking into account the basic elements of the adaptive programme management structure described below.
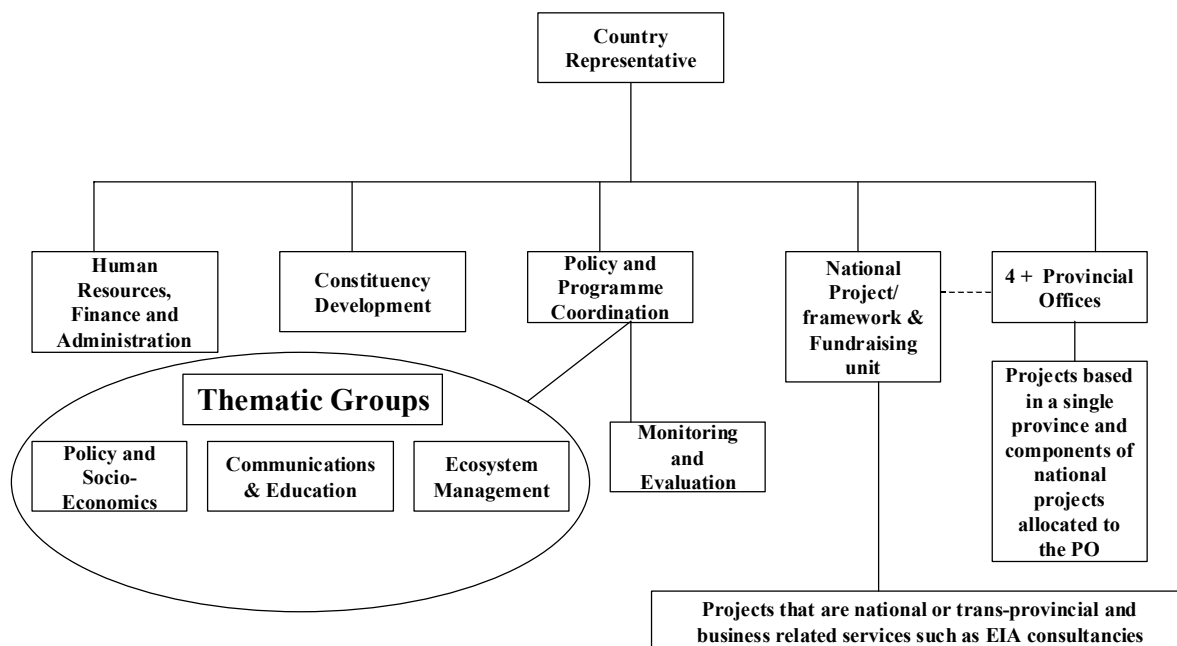
5.6 Roles and Functions within the IUCNP Organization

For the proposed management model to function properly, each entity within the organization needs to know its respective function. In keeping with Recommendation #13 and the above organizational chart, the following suggestions are provided as a guideline that can be modified as necessary to fit the specific needs of the organization. However, it should be noted that each functioning unit within the organization must have a clear and simple statement that guides its work and prevents overlap and confusion within the organization.

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

5.6.1 The Role of the Country Representative

At the country level, the Country Representative is accountable for the delivery of the IUCNP programme and reports to the Regional Director Asia. The Country Representative has the responsibility for decisions within IUCNP. The Country Representative is part of a larger system that includes higher levels of accountability within IUCN. The authority of the Country Representative is delegated from the Regional Director and ultimately from the Director General. In turn, the Country Representative must delegate authority to appropriate management levels.

The Country Representative is accountable for the performance of IUCNP. Decisions made by the Senior Management Group, other committees, or managers are made in the name of the Country Representative and with his/her consent.

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 current good relationships should be continued.

5.6.2 Policy, Programme and Evaluation Coordination

Policy, programme, and evaluation planning and coordination are important staff functions. The Policy and Programme Coordination Division is located within the Country Office and manages the Thematic Groups (see below) and the Monitoring and Evaluation function.

On behalf of the Country Representative, the Policy and Programme Coordination Unit: 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 recognized 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.

5.6.3 The Thematic Group

The Thematic Group is comprised of three or more thematic units that focus on the Priority Technical Areas and the Priority Cross-Cutting Areas identified within the IUCNP Strategic Framework (as may be updated periodically). They are part of the Policy and Programme Coordination Division.

The thematic units are the 'think tanks' of IUCNP that provide technical specialization and continuity to IUCNP as a learning and knowledge-based organization. They emphasise teamwork within and between units.

Within the concept of Matrix Management (and with the agreement of their supervisor), thematic staff can be allocated responsibility for projects or elements of projects within their area of expertise by either Project Managers within the Provincial Offices or the National Project/Framework Unit. In such a case, they report to the responsible Project Manager for that specific task. Project work is an important function for the Thematic Groups as it provides on-the-ground experience to help shape or revise IUCNP corporate policies and/or approaches.

The Review proposes three technical units be established as follows:

➢ **Ecosystem Management Unit**

This unit would coordinate the four Priority Technical Areas of the IUCNP Strategic Framework - Biodiversity, Forests, Freshwater, and Coastal and Marine. The unit may add other technical issues, such as climate change and desertification, as appropriate and as funds permit. The title of this unit is derived from the National Environmental Action Plan (NEAP). The unit would work with the Regional Thematic Programmes and the Global Thematic Programmes and Commissions of IUCNP.

➢ **Policy and Socio-economic Unit**

This unit coordinates four of the Priority Cross-cutting Areas of the IUCNP Strategic Framework - policy planning and legislation, environmental economics and trade, environmental assessment, and good governance. (Note that "sustainable use" as defined in Section 6.5.3 of the IUCNP Strategic Framework is considered a principle that should be applied within all of the Priority Technical and Cross-cutting Areas.) The unit would work with the Regional Thematic Programmes and the Global Thematic Programme and Commissions of IUCNP.

➢ **Communications and Education Unit**

This unit coordinates one Priority Cross-cutting Area - advocacy and awareness raising. It 'packages' and communicate lessons learned within IUCNP (and beyond). Publications is an important communications function which should be managed by this unit for the time being, but ultimately the tasks of managing technical tasks such as printing and distribution may best be handled by Administration so as not to detract from the policy and analytical nature of the work of the Communications and Education Unit. This unit should work with the IUCN Communications Groups at the regional and global levels and the Commission on Education and Communication.

5.6.4 Provincial Offices

The second Program and Management Review (1996) recommended a move to a 'decentralised consolidation model'. The current Review Team agrees with this approach, but notes that is has not yet been fully implemented. It is no longer feasible to continue the "centralized model" used by IUCNP given the size and complexity of IUCNP's current programme. We believe that this change should occur sooner rather than later and should be part of a structured process of change that ensures that the necessary skills are built-up in the Provincial Offices and that a team attitude is promoted within IUCNP through agreed policies and principles (as set by the Country Representative, Senior Management Group and the Programme Coordinating Committee).

Decentralisation and devolution of responsibility and authority to Provincial Offices should:

➢ Include clearly delegated responsibilities for Administration, Finances, Human Resources and Membership Relations in the province, and Project Management within their province or components of national projects allocated to them. The degree of delegation for IUCN relationships with the provincial governments should be decided by the Country Representative;

➢ Be based on agreed policies and standards set at the country level that are in line with IUCN regional and global policies, standards and guidelines;

➢ Ensure transparent management and accountability.

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

Provincial Managers and the National Project/Framework Unit (see below) would normally consult closely with the Thematic Group and with Human Resources, Finance and Administration on relevant issues to ensure that the outputs of the Provincial Office and its projects are relevant, useable and delivered in time.

All other things being equal, the Provincial Managers and the National Project/Framework Unit should use the skills of the Thematic Groups during project implementation. Provincial Managers should report directly to the CR.

5.6.5 National Project/Framework and Fundraising Unit

Some IUCNP projects cover more than one province and/or can be national in nature. To deal with situations where there is no Provincial Manager, the Review Team recommends that a National Project/Framework and Fundraising Unit be established within the Country Office.

This unit would be responsible for all projects that are 'national' and projects that cover more than one province, but not projects that at local or district level or projects that cover only a single province, except in circumstances where a provincial office does not exist. The National Project/Framework and Fundraising Unit would also manage projects/activities where there are nationally-oriented business related services, such as Environmental Assessment consulting services (but not the advocacy of Environmental Impact Assessment, which belongs with the Policy and Socio-economic Thematic Group).

The National Project/Framework and Fundraising Unit would need to work closely with Provincial Managers. For each trans-provincial project, a steering committee should be established that includes the National Project/Framework Unit Manager, the relevant Provincial Managers (in whose provinces project activities will be undertaken) and the specific Project Manager.

Fund-raising should be part of this Unit's responsibility. The key tasks will be to assess and promote IUCNP's relative advantage with donors, foundations and the private sector in undertaking revenue generating work and/or other activities.

Fund-raising would provide timely and useful information to the Senior Management Group on donor priorities and possible funding opportunities. To facilitate the collection of such information, Fund-raising may develop and manage a simple Donor Information Data Base. Fund-raising staff would be available to support Provincial Managers in various fund-raising activities. (However, it would be the Policy and Programme Coordination Division that would be responsible for any IUCNP planning work required for donor related fund-raising activities). Fund-Raising staff will need to work closely with regional staff assigned this task and with IUCN's Business Development and Outreach Group.

In cooperation with Monitoring and Evaluation staff, the Fund-raising Unit would assess the effectiveness and efficiency of IUCNP fund-raising activities.

5.6.6 Constituency Development

The main function of this unit would be to provide administrative support to existing members and to assist the Country Representative and the IUCN Pakistan National Committee to implement the member recruitment strategy. The unit would:

➢ Maintain information on the benefits of becoming an IUCN member;

➢ Support candidates moving through the IUCN membership application process;

➢ Produce and disseminate membership lists, directories and a newsletter on a regular and timely basis; and,

➢ Maintain the IUCNP membership database.

The unit would work closely with the Pakistan National Committee, and the Regional and Global staff responsible for Membership. The NGO functions of the current unit that looks after Membership should be incorporated into other IUCNP units, as appropriate.

5.6.7 Human Resources, Finance and Administration

These three important functions are performed in three separate Divisions within the Country Office of IUCNP. The Review Team does not suggest any changes to either Finance or Administration as organizational entities, but does suggest more delegation of authority of these functions to the Provincial Offices. Below, specific comments and recommendations are made concerning the Human Resources function within IUCNP.

In general, Human Resources, Finance and Administration provide appropriate and timely information within their field of responsibility to internal 'clients' and decision makers including Provincial and Project Managers. In all three cases, they are responsible for maintaining internal systems that support the organization and their specific function within the organization. They are also responsible for monitoring the proper implementation of Human Resources, Finance and Administration policies, standards and regulations.

Under Matrix Management, they can be tasked (with their consent) with specific project-oriented support functions.

5.7 Internal Governance

5.7.1 The Senior Management Group (SMG)

The Senior Management Group is comprised of the Country Representative, the Policy and Programme Coordination Manager, Provincial Office Managers, the National Project/Framework Unit Manager, and Heads of Human Resources and Finance.

SMG advises the Country Representative on matters such as:

➢ Policies and strategies for the IUCNP Secretariat;

> Strategies for fundraising and communications; and

> Budget preparation.

SMG ensures regular communication between senior staff within a decentralised network. It emphasises cost efficiency, effectiveness and integrity. The Country Representative has the final decision, but would normally be guided by the advice of Senior Management Group.

5.7.2 Programme Coordinating Committee (PCC)

The current PCC is very important, but is expensive and cumbersome and should be downsized. The Review Team recommends that the PCC be comprised of the Policy and Programme Coordination Manager, Provincial Office Managers, the National Project/Framework Unit Manager, Thematic Unit Heads, and Project Managers of large projects. The Country Representative should be an ex-officio member.

Reporting to SMG, the PCC provides a platform for the provincial programmes and the thematic units to be key players in setting the IUCNP agenda. The PCC establishes and maintains a common set of standards and practices for the identification, planning, implementation, monitoring, evaluation and quality control of the programmatic and related policy work of IUCNP.

As such, the PCC proposes programme priorities and ensures that concepts for new activities (including projects) are explored within the Strategic Framework of IUCNP. It provides a policy development and support system; co-ordinates programme and project planning and review activities, events and products; and, oversees a simple, reliable, effective and cost-efficient programme and portfolio information management system. The PCC is managed by the Policy and Programme Coordination Division.

The PCC ensures there are clear links between programme priorities and budget allocations. It oversees IUCNP's capacity building and training strategy to ensure skills development and help with staff retention. It provides a forum for determining the human and financial resources needed to carry out policy, programme and project functions and recommends to SMG the establishment of working groups to deal with specific issues. Such working groups could be either standing or temporary groups, e.g. the Project Review Group should be a standing group of PCC although the membership should change periodically, and be determined by the nature of the task.

6 Human Resources Emerging from the Analysis

Key Tasks from TOR - An assessment of the IUCNP staff's perceptions of their roles in the organization, pressures and expectations, work environment, productivity, learning and training opportunities, personal and professional growth, career opportunities, staff appraisal and incentive systems.

6.1 Management of the Human Resources Function

At the time of the review Human Resources function within IUCNP were in a state of transition. The Country Representative informed the Review Team that there was a need for improvement in the way in which IUCN managed its Human Resource function. A new Human Resources Director had been appointed from within IUCNP and was due to assume her duties shortly. Two Human Resources officers would support the new Director (one of whom would join IUCNP on April 16). (IUCNP staff have great expectations about the organization's renewed commitment to the Human Resources function.)

Recommendation 21: The position of Director of Human Resources should be a full time position with no other responsibilities that could cause a conflict of interest. The Director of Human Resources should be a member of SMG.

During meetings with staff, the Review Team noted that IUCNP had encouraged staff to meet prior to the review in groups by level and to prepare comments for discussion with the Review Team. As a result of these meetings, the staff were well prepared for the review and, in addition to interviews and meetings, many staff were able to provide a written summary of points, issues or recommendations for the Review Team's consideration. This greatly facilitated the work of the Review Team in discussing Human Resources issues as well as other aspects of IUCNP management.

IUCNP indicated that they intended to encourage staff to continue to meet in future in such staff groups in the various IUCNP offices to discuss Human Resources matters. Such meetings should lead to a continuing productive dialogue with the Human Resources section and/or line managers, as appropriate.

Recommendation 22: IUCNP should continue to facilitate and support staff meetings within various staff levels and within various offices and promote an open dialogue with staff on Human Resources issues.

The Review Team found it interesting that no-one mentioned the Staff Liaison Committees, described in Section 6 of the Human Resources Manual, although many staff recognised that Human Resources issues deserved attention and that there were many issues to be discussed within IUCNP.

Recommendation 23: IUCNP should consider establishing mechanisms, such as staff committees, that enable discussion on staff-related issues (views/concerns/grievances) between staff and management on an ongoing basis. Such staff liaison mechanisms need to have clear terms of reference and ensure an open and respectful dialogue.

Earlier we have made recommendations about increased delegations of authorities for provincial offices, including Human Resources. Without repeating these recommendations in this section, the Review Team would like to emphasise that IUCNP should seek to improve the balance between the need for a centralised Human Resources function (prudence and probity in recruitment matters) versus the need for a decentralised Human Resources function (to meet operational and project needs for efficiency). Finding this balance for delegation purposes should be based on the value, duration and/or level of new appointments. However, all internal promotions should involve the central Human Resources function.

Discussions also took place on the question of whether or not IUCNP should have an Ombudsman, as is found in IUCN Headquarters. It is the view of the Review Team that the strengthening of the Human Resources function at IUCNP and the adoption of the above measures to openly discuss Human Resources issues with staff will reduce the need for an Ombudsman. However, the content and process limitations of the existing 'Grievance Handling Procedure' (May 1997) are noted. Therefore:

Recommendation 24: IUCNP should develop and promulgate an updated, formal conflict resolution policy (an appeal/grievance process) which should clarify the role of Human Resources staff, the appeals process (including documentation required), the role of the Regional Office in dispute resolution, and the role of the IUCN Ombudsman.

Many staff expressed concerns over salary levels and in particular a perceived lack of equity within and between levels. Most staff did not believe that a pay scales document existed at IUCNP. Some managers who knew the document existed had never seen it as it was considered confidential.

The Review Team believes that part of this problem may be due to the fact that IUCNP uses the term 'staff' for both its permanent staff and its contract personnel (see footnote #1 above). For contract personnel, the salary levels of permanent staff may not be appropriate (given specific project skill requirements). Also, there is normally a 'premium' given to such contract personnel with fixed term contracts. Finally, it is recognized that contract personnel are often recruited by an organization to meet tight project deadlines. Under these circumstances, an organization is often faced with a situation where it has to pay salaries which are higher than anticipated. This situation can create anomalies for the salaries of contract personnel and permanent staff must recognize that they have more security than project personnel.

However, the issue and concern about salary levels is different for permanent staff. The Review Team acknowledges the need to keep the salary figures for individual staff confidential, but questions the need to keep general salary information (i.e., the document on pay scales by level) confidential. Such an approach is not in keeping with an organization that strives to be participatory and have fair and transparent management and administration practices. IUCNP needs to reassess its approach to salary scales with a view to developing a more transparent and equitable system. (relocate and modify following sentence from next paragraph) Further, each IUCNP position should be clearly assigned (by category) to the appropriate level within the pay scales document.

Moreover, salary scales should be periodically updated through an appropriate labor survey of similar positions within Pakistan (i.e., not just a year-by-year inflationary increase). Salary adjustments based on specific considerations such as geographic locations within a country should be considered. . The relationship of the incremental steps in the pay scales document to performance increases must also be clearly explained.

Recommendation 25: IUCNP should reassess its approach to the updating of its pay scales document, describe the approach in its Human Resources Manual, and make the pay scales document *for permanent staff* available upon request.

6.2   Staff Perceptions

In general (and as anticipated by IUCNP management), IUCNP staff had many critical comments on Human Resources and management issues. These comments are briefly summarized below and have been the subject of a separate document to, and specific discussions with, the new Director of Human Resources. It is important to remember that the staff has formed perceptions in the absence of a strong, but supportive, Human Resources function within IUCNP. As is often the case, some of the staff concerns are probably valid and merit attention and action by IUCNP; some concerns may be dealt with through discussions and explanation; other concerns are probably beyond the capability of IUCNP to address, even if management agreed with the concern.

The current actions of IUCNP in strengthening the Human Resources functions, coupled with the recommendations in this chapter, should enable a good dialogue within IUCNP on human resources matters leading to some form of agreement on what can be dealt with and what the priorities are for IUCNP human resources action. Almost all staff said that, in general, they liked working at IUCNP. Thus, the many comments received were made in a constructive manner.

The following short summaries of staff perceptions are given in headings based on the Terms of Reference of the Review Team:

6.2.1   Staff Roles in the Organization

Issues in this category manifested themselves from three different points of view. In the first place, some project staff felt that there was too much centralization in IUCNP, that their contribution was undervalued compared to the managerial or thematic staff in Karachi, and that project staff did not have the same voice in policy and organizational issues as did the Karachi based staff. The second aspect was that in all locations, Secretarial staff feel that they are considered professional staff so that they do not collect overtime pay, but are treated more like support staff for all other purposes (including a lack of career development, see below). Finally, Senior Managers in Islamabad and Peshawar and on projects had concerns about their roles in the

organizations, but these are treated elsewhere as they relate directly to the IUCNP structure and management philosophy.

Recommendation 26: IUCNP should ensure that all new staff (including project staff) participate in a proper IUCNP orientation programme and that management and communications systems are conducive to the full integration of project staff into discussions on IUCNP policy and programming.

6.2.2 Work Pressures and Expectations

There was virtually unanimous agreement that too much is expected of staff at IUCNP. Staff work long hours and extra days without additional pay. While this may be seen as a necessity to meet project and/or IUCNP work plans with limited resources, it also leads to staff burn-out and high staff turn-over with the resulting loss in corporate productivity and continuity. Many staff pointed out the negative impacts such long hours have on their families. It would appear that IUCNP must find a better balance between work demands and the personal lives of staff in order to be seen as a good and caring employer. It should be noted that working long hours DOES NOT equal a highly productive employee.

6.2.3 Learning and Training Opportunities; Personal and Professional Growth; and Career Opportunities

Many staff had comments about training and career development. Some project staff felt that more attention was being given to the career development of the managerial cadres in Karachi over the technical cadres in the provincial offices and on projects. Secretarial staff felt that they were largely left out of on-the-job and formal training opportunities that could help them make the transition to the Coordinator level within IUCNP. Some professional staff mentioned the lack of a staff development vision at IUCNP that should include horizontal, as well as vertical, staff movements for career development purposes.

Recommendation 27: IUCNP should enhance field and project staff participation in professional development/training, professional conferences and other opportunities for staff development.

6.2.4 Staff Appraisal and Incentive Systems

The vast majority of staff felt that salaries should be reviewed against appropriate international organizations (but not the UN) to bring them more in line with the market in which IUCNP operates. The support staff in particular feels that there should be higher increases to meet the needs of their families. Although IUCNP has standard appraisal forms, many staff feel that managers (and perhaps staff) require training on filling out the forms in an objective manner and that appraisals should reflect all work during the whole year, not just what happed last week or the month before. Also, IUCNP does not have a formal or effective appraisal review mechanism to confirm that appraisals have been completed in a fair and consistent manner throughout IUNCP for any and all categories (such as for Secretaries). In the absence of this, some managers are seen as tough appraisers and others are seen as soft appraisers with the resulting differences in pay increases, chances for promotions within a category, and general fairness.

Recommendation 28: IUCNP should ensure proper supervisory training which would include sessions on the completion of staff appraisals and effective staff communications.

6.2.5 Work Environment

Despite the above, staff generally enjoyed the work environment at the various IUCNP locations and mentioned: the professional nature of senior staff; that they were treated with respect; and that staff were committed to the IUCNP/project cause. This is a major factor upon which the renewed IUCNP Human Resources function can build to regain the trust and confidence of IUCNP staff.

6.3 Brain Drain

Key tasks from TOR - To consider 'brain drain' issues -- acquiring and retaining competent human resources on a long term basis for an effective and sustained programme delivery without reducing the capacity of the government and members.

The question of 'brain drain' in complex and of serious concern to Pakistan which ahs experienced a large outflow of graduates from the country. In relation to IUCN and 'brain drain' there were mixed views, Some felt that IUCNP drains the government system of staff for projects and the IUCNP programme in general and that these staff do not always return to the government system. This results in a brain drain from the government into IUCNP. However, balancing this is the fact that IUCNP programme has contributed substantially to improving skills and awareness in both the public and private sectors within the country.

There has also been a brain drain out of IUCNP through staff turnover. Of the 132 staff who left IUCNP in 1999 and 2000, 67 staff resigned, possible as a result of perceived lack of financial incentives and career growth within IUCNP. The resignation of 67 staff represents a turnover of 20% in two years. (Note: the other 65 staff who left in 1999 and 2000 were either terminated by IUCNP (10) or were project staff whose contracts expired (55) and are not considered part of the IUCNP brain drain problem.)

Another dimension of the brain drain question is that the development of the IUCN Asia Region has also had an impact on IUCNP (both positive and negative). The Region has utilized several IUCNP staff to establish itself and this has generated some resentment from within IUCNP and left gaps to be filled. However, Asia Region has also provided resources for IUCNP activities and their capacity to provide even more resources is growing steadily. Therefore, in the longer term, the issue of brain drain to the Region should balance out.

6.4 Integration of IUCNP Human Resources policies and systems with IUCN Asia Region

Key tasks from TOR - To review and recommend the ways and means for ensuring better integration and harmony of IUCNP Human Resource policies and systems with the policy and guidelines of the Asia region in consultation with the HQ.

In theory, country level Human Resources policies are supposed to be prepared within delegated authorities from the Region to the Country. For instance, the Region will have oversight responsibilities to ensure that Country Offices respect IUCN staffing policies and procedures that will shortly be contained in a Global Procedures Manual.

At present, the Region is supposed to review all staffing for positions that report to the Country Representative, the Director of Finance, and the Director of Human Resources. One of the reasons for this approach is to protect senior IUCN staff from political pressures within their respective countries.

From limited discussions, the review was informed that in a general sense, better Human Resources policies are required within the Region in general to deal with appraisals and the care of employees. More attention is also required to staff country programmes towards the vision of IUCN as a knowledge-based organization.

However, time did not allow a full discussion of either the applicability of these comments to IUCN Pakistan or the integration of IUCNP Human Resources policies and systems with the Asia Regional Office. Also, there was no provision for travel to Bangkok for comprehensive discussions with all parties. Therefore, the Review does not provide any conclusions or recommendations on this subject.

6.5   Financial and Administration Systems

> *Key tasks from TOR — Financial Structures and System*
>
> ➢   *To review whether the current systems of financial planning, management and control meet the needs of the programme, in terms of internal monitoring, donor requirements and planning and reporting needs of the regional and global offices. (Bill, you have 2 of these below);*

6.5.1   Financial Systems

Concerns were raised with the Review Team about the centralized nature of financial systems and the frequency, accuracy and usefulness of financial reporting within IUCNP. It was argued that the financial systems of IUCNP were adversely affected by the IUCN-wide introduction in May 2000 of the last upgrade (Version 4.6) of the Sun System accounting software package and the simultaneous changing of the IUCNP Chart of Accounts.

Prior to May 2000, the Finance Division was able to provide monthly financial reports. (However, even the Finance Division questioned the quality and usefulness of these reports). In May 2000, the Finance Division started the conversion process that meant converting or re-entering all transaction for the first five months of 2000. This created problems so that no financial reports were available for a period of time. It was then agreed to provide only quarterly financial reports until some of the conversion and teething problems had been overcome. Monthly financial reports for IUCNP were supposed to be available once again from the month of April 2001 onward. Time will tell if all the bugs have been worked out.

We were informed that the Sun System includes budgeting and commitment information, so it can be used as a Financial Management Information system.

Recognizing the recent problems with the financial system due to the upgrade in software and the changes to the Chart of Accounts, rather than making a specific recommendation on the adequacy of internal financial reporting, we suggest that SMG review this matter on a periodic basis to ensure that internal financial management requirements of IUCNP are being met.

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

Earlier we have made recommendations about higher delegated authorities for Provincial Offices, including on financial matters. Without making another recommendation in this section, the Review Team believes that IUCNP should look for opportunities to put more responsibility and accountability for financial matters in the Provincial Offices while respecting the comptrollership function of the Director of Finance.

> *Key tasks from TOR:*
>
> *To review the extent to which the current financial planning, management and control systems and procedures are integrated with the regional and global ones.*
>
> *To review the interface and mutual contribution between the financial structure and system of IUCN Pakistan and of the Asia Region; identify the needs for the future, and recommend measures for meeting such needs.*

There is a perception that IUCNP has suffered from a reduced delegation of financial authority since 1999. However, changes in delegation of authority were part of an overhaul of the IUCN delegation system world-wide which are now described in the memo of November 28, 2000 entitled 'Delegation of Authority and Related Policy Guidelines' and attached delegation document from the Regional Director, Asia.

It is the view of the Review Team that the current delegation to IUCNP appears to be reasonable under the new system. Any concerns on delegated authorities should be addressed to the Regional Director.

In a telephone interview with the Regional Finance Officer, we were informed that the integration of IUCNP financial information with Asia Regional had started in June 2000 and monthly reporting is now required (as of April 2001). This was relatively easy as they both use the Sun System and exchange information electronically. However, the Region also wants to be involved in financial planning and in performing a regional treasury function. These have not yet started.

It is clear that there are several financial issues to be discussed and resolved between Asia Regional and its largest country programme.

The Review does not provide any conclusions or recommendations on the subject of regional integration on financial matters.

6.5.2   Administrative Services

Concerns were raised with the Review Team about the centralized nature of administrative services at IUCNP. As an example of these concerns, the issue of delegation levels for purchasing was raised by many staff including those in Karachi. The current delegation has apparently been the same amount for many years despite inflation and devaluation. Apparently, a higher level for delegated purchasing authority was proposed two years ago (RS 15,000), but no action was taken.

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. However, the review team also recognises that delegated authorities require supervision and spot audits by the IUCNP and that swift and decisive action is required when delegated authorities are abused.

In general, staff felt that administrative services were under-resourced in Karachi and in several provincial or project offices and/or some positions were vacant. It appears that, in some projects, reimbursable administrative positions were not built into the project design or that other project parties would not agree to such positions. This is a broad issue, but IUCNP should assure that either appropriate reimbursable positions are built into projects or that the overhead rate which IUCNP charges takes into account that such administrative services are being treated as part of the IUCNP overhead.

We note that in many organizations one Director is responsible for both Finance and Administration and that this was recommended in PMR II. However, IUCNP has kept the two functions separate with both Heads of Department reporting directly to the Country Representative. This was explained as being a result of past problems and the continuing need for checks and balances within IUCNP. While this is no doubt a valid concern, if the organisation continues to grow, it may be appropriate to review this matter in the future to ensure that checks and balances are maintained and that Human Resources, Finances and Administration are represented in Senior Management at the appropriate level.

7   The 'hosting' of Asia Regional Sub-office and two Regional Thematic Programmes

> *Key tasks from TOR*
>
> - *To assess the mutual benefits and impacts introduced by the location of the ARO sub-office in the IUCNP Country Office and make recommendations for efficient and cost-effective servicing of the ARO;*
>
> - *To assess the opportunities and challenges in hosting the Regional Environmental Law Programme and Regional Economics Programme in Pakistan and recommend way of maximising mutual benefits;*

The Review Team was unable to fully consider the benefits and impacts involved in having an Asia Regional sub-office in the IUCNP Country Office or the opportunities and challenges in hosting the Regional Environmental Law Programme and Regional Economics Programme in Pakistan. We suggest that a regional review is required to do justice to these subjects.

A full review of the financial arrangements between IUCNP and the Asia Region was not possible within the time of the review. The Review Team recognises this is a complex issue and has discussed this with the Regional Director and the Country Representative. IUCNP has contributed both intellectual and financial resources to the establishment and running of the Asia Region. In turn, IUCNP has influenced how the region has developed and the focus of its programme. It is too early to tell whether the costs that IUCNP has

incurred in supporting the region will be compensated in any form, but the Review Team considers that there is mid- to long-term potential for considerable benefit for IUCNP and its staff

The issue of the use of reserve funds was discussed with the Regional Director and the Country Representative, but it would be premature to highlight these discussions at this stage. The issue requires further analysis and dialogue with a view to reaching a fair and equitable solution.

The review was unable to assess the opportunities and challenges in hosting the Regional Environmental Law Programme and Regional Economics Programme in Pakistan or to recommend ways of maximising mutual benefits.

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 in relation to gender and the IUCNP programme:

➢ IUCNP has developed a gender action plan and gender indicators and is in the process of integrating these into projects;

➢ Mid level and senior staff have been through gender sensitivity training;

➢ Projects have gender strategies and gender focus persons. However, the Review Team was unable to verify whether these are functioning effectively;

➢ IUCNP has adopted and disseminated IUCN's gender policy;

➢ A part time gender focal point position has been appointed in the Karachi office (for IUCNP, and for S and SE Asia region).

The Review Team was also advised that there are gender issues concerning the participation of women in project management and as technical staff in the field. Some of the field area staff felt that it was not easy for women, and especially married women, to be employed by IUCNP. Field personnel felt that women needed assistance in overcoming social barriers within communities. This would include separate accommodation, flexible schedules, and transportation allowances.

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.**

➢ **IUCNP would greatly benefit from linking to members and partners in Pakistan and the broader region who have a good track record on gender issues.**

➢ **Recruitment procedures need to follow more transparent and rigorous procedures to ensure equal employment opportunities.**

➢ **IUCNP management needs to improve the staff gender balance all levels.**

➢ **There is a need to improve working conditions and security for women working in remoter areas and to cater to special needs for the professional development of women within IUCNP.**

8.2   Social Issues

Social programmes are key to the implementation of the IUCN programme in Pakistan. The Review Team noted a low capacity on some of the social science issues, in particular sociology and anthropology. Steps should be taken to review this function and need in Pakistan and solutions should be incorporated into programme development. This could be done through employment of staff; it could also be done by developing links with partners, Members, Commission membership and by including contractual components within projects.

9   Conclusions and Recommendations

The recommendations have been provided in the text of this report. Instead of repeating them here we have provided a matrix that summarises the recommendations and provides a basic framework for developing an action plan to respond to the review.

Issues Raised	Review Recommendations	Views of IUCNP	Actions Proposed	Timeframe and Performance Indicators	Status
Constituency and Governance Membership	1: To halt and reverse the decline in IUCN membership in Pakistan, 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; ➢ Engage the IUCNP membership in finding a solution; ➢ Seek to build funds for fees into joint projects; ➢ Facilitate organisations with the potential and desire to become Members of IUCN 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. 3: Senior managers from the out-posted IUCN offices in Pakistan should be invited as observers to PNC meetings. 4: Expand the involvement of Commission members in the IUCNP programme. 5: Approach commissions to establish clear links with IUCNP in order to actively engage the Members in Pakistan and to expand membership. 6: Explore ways to facilitate links between Pakistan-based members and the broader membership in South and South East Asia especially in the areas of knowledge and expertise relevant to Pakistan. 7: Develop and implement a strategy for strategic engagement with West Asia members, particularly Iranian members and members who have interests in common issues (water, coastal zone management, arid and semi-arid lands).	*To be completed by IUCNP*	*To be completed by IUCNP*	*To be completed by IUCNP*	*To be completed by IUCNP*

Issues Raised	Review Recommendations	Views of IUCNP	Actions Proposed	Timeframe and Performance Indicators	Status
Programme Improving the Strategic Framework .	8: The Strategic Framework can readily be improved by some clarification and repackaging into: • an IUCNP Overview for public consumption; • a Strategic Plan for IUCNP staff and partners; • a Business Plan; and, • Annual Performance Plans.				
	9: A more balanced IUCNP Programme be developed over the next 5 years to include a stronger focus on: the underlying causes of environmental degradation in Pakistan; the links between policy and practice; and, the relationships between and within the enabling environment, institutional and organisational arrangements and local natural resource use and management.				
Capturing Opportunities	10: IUCNP should explore and build on opportunities to engage in activities that link conservation and sustainable development through both programmatic and project activities.				
IUCN Projects	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				
	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.				
Financing the IUCNP Programme	13: The IUCNP fundraising strategy should be further developed to include a clear set of principles and guidance on the direction and size of fundraising efforts				

Issues Raised	Review Recommendations	Views of IUCNP	Actions Proposed	Timeframe and Performance Indicators	Status
Management Management principles	14: IUCNP should promulgate a unified management philosophy and set of management principles within IUCNP.				
	15: IUCNP should revise all documents that define or refer to the roles of the Country Representative, other managers and IUCNP committees so that they are consistent with the management principles and provide a clear description of the applicable accountability and responsibility of all parties.				
Matrix management	16: With the help of external assistance, IUCNP should redefine its approach to matrix management, promulgate a definitive document on its use within IUCNP, and hold training/orientation sessions about the proper implementation of matrix management for both managers and staff.				
	17: In keeping with the above, IUCNP should immediately desist from the use of the concept and term, 'Additional Reporting Lines'				
Management Model and Approach	18: IUCNP should adopt a new Organizational Model taking into account the basic elements of the adaptive programme management structure described				
Roles and Functions within the IUCNP Organization	19: IUCNP should define new roles and responsibilities for all units of its new Organizational Model				
	20: IUCNP should review the intent and status of Provincial Offices and consider decentralization of certain administrative, financial and recruitment authorities and responsibilities with commensurate staffing				

Issues Raised	Review Recommendations	Views of IUCNP	Actions Proposed	Timeframe and Performance Indicators	Status
Management of the Human Resources Function	21: The position of Director of Human Resources should be a full time position with no other responsibilities that could cause a conflict of interest. The Director of Human Resources should be a member of SMG.				
	22: IUCNP should continue to facilitate and support staff meetings within various staff levels and within various offices and promote an open dialogue with staff on Human Resources issues.				
	23: IUCNP should consider establishing mechanisms, such as staff committees, that enable discussion on staff-related issues (views/concerns/grievances) between staff and management on an ongoing basis. Such staff liaison mechanisms need to have clear terms of reference and ensure an open and respectful dialogue.				
	24: IUCNP should develop and promulgate an updated, formal conflict resolution policy (an appeal/grievance process) which should clarify the role of Human Resources staff, the appeals process (including documentation required), the role of the Regional Office in dispute resolution, and the role of the IUCN Ombudsman				
	25: IUCNP should reassess its approach to the updating of its pay scales document, describe the approach in its Human Resources Manual, and make the pay scales document for permanent staff available upon request.				

Issues Raised	Review Recommendations	Views of IUCNP	Actions Proposed	Timeframe and Performance Indicators	Status
Staff perceptions	26: IUCNP should ensure that all new staff (including project staff) participate in a proper IUCNP orientation programme and that management and communications systems are conducive to the full integration of project staff into discussions on IUCNP policy and programming				
	27: IUCNP should enhance field and project staff participation in professional development/training, professional conferences and other opportunities for staff development.				
	28: IUCNP should ensure proper supervisory training which would include sessions on the completion of staff appraisals and effective staff communications				
Financial Systems	29: IUCNP should reassess and update its delegated purchasing authority for Provincial Managers in the interests of operational efficiency				

Issues Raised	Review Recommendations	Views of IUCNP	Actions Proposed	Timeframe and Performance Indicators	Status
Gender	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. • IUCNP would greatly benefit from linking to members and partners in Pakistan and the broader region who have a good track record on gender issues. • Recruitment procedures need to follow more transparent and rigorous procedures to ensure equal employment opportunities. • IUCNP management needs to improve the staff gender balance all levels. • There is a need to improve working conditions and security for women working in remoter areas and to cater to special needs for the professional development of women within IUCNP.				

10 Annexe 1 – Abbreviations

CBD	The Convention on Biological Diversity
CEC	the IUCN Commission on Education and Communication
CEESP	the IUCN Commission on Environmental, Economic and Social Policy
CEL	the IUCN Commission on Environmental Law
CEM	the IUCN Commission on Ecosystem Management
CIDA	Canadian International Development Agency
CITES	Convention on International Trade in Endangered Species
DG	Director General
ELP	the IUCN Environmental Law Programme (includes the Environmental Law Centre and the Commission on Environmental Law)
IDRC	International Development Research Centre
IISD	International Institute for Sustainable Development
IUCN	International Union for Conservation of Nature and Natural Resources
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 Environnant Project
PNC	Pakistan National Committee of IUCN
SSC	Species Survival Commission of IUCN
SUSG	Sustainable Use Specialist Group of IUCN
TRAFFIC	A joint conservation programme of WWF and IUCN that focuses on trade in wild plants and animals
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
WCC	World Conservation Congress
WCMC	World Conservation Monitoring Centre
WCPA	World Commission on Protected Areas
WESCANA	The IUCN Programme in West and Central Asia and North Africa
WRI	World Resources Institute
WWF	World Wide Fund for Nature

11 Annex 2 – IUCN Pakistan Programme and Management Review

2nd - 15th April 2001

Introduction

The IUCN Programme in Pakistan (IUCNP) has grown in size and complexity in a context that itself has been constantly changing. To remain relevant and effective, IUCNP has been regularly benefiting from internal and external reviews. The organisation believes that the time for the next review is ripe. However, in contrast to the past reviews that focused mainly on management, this review will address IUCNP's constituency, programme and management, as a comprehensive exercise.

These TORs have been adapted from the draft TORs developed by IUCNP staff to guide the reviewers in undertaking this exercise. The TORs provide a description of the context of the review, its audience, the overall purpose and the objectives, and the key tasks to be undertaken to achieve the objectives.

The TORs include a methodology, a summary of the review team functions, and a statement of deliverables.

Setting the Context

Following the formulation of the World Conservation Strategy (WCS) in 1980, the Government of Pakistan (GoP) requested IUCN to help develop the Pakistan National Conservation Strategy (NCS). An exploratory mission from IUCN Headquarters in 1982 was the beginning of the IUCN Programme in Pakistan. In 1983, the GoP began development of a NCS in collaboration with IUCN HQ. In 1986, a one person IUCN Project Office was established in Karachi to begin the work on NCS. This initial work led to a 1987 GoP request to CIDA to fund the preparation of a full-fledged NCS, under the leadership of IUCNP. CIDA provided $3.7 million for this purpose. The IUCN project office was upgraded to a Country Office. The NCS was approved by the GoP Cabinet in 1992. The NCS, along with the aspirations of IUCN's membership, helped define the context for the Union's work in Pakistan.

IUCNP's growth initially did not follow any planned mode, but capitalised on opportunities as they arose. The Country Office started with complete dependency on HQ, but has since then become largely autonomous, raising most of its own funds, but interdependent with HQ through its financial management links, the membership network, co-ordination functions, and the technical programming functions. IUCNP also went through two Management Reviews (1993) and (1995) and a mini Management review in 1997 to help adjust to the changing internal and external programme environment, and to cater for the increasingly complex management requirements. These reviews specifically addressed IUCNP's requirement of increased management capacity for it to further evolve as a premier institution in the country for development and implementation of the country's environment related initiatives. The Matrix management system adopted by IUCNP since 1997 was a result of such a requirement.

In the time since the last IUCNP Management Review in 1997, things have evolved (both internally and externally) requiring IUCNP to carry out a comprehensive review of both the Programme and the Management structures. IUCNP is at an important organisational juncture today. It is situated in 2001 at the nexus of four important developments that affect its internal and external environment and will have fundamental and long-term impact on its evolution.

(a) The full impact of regionalization that the Union undertook as part of its global policy is now affecting Asia, and IUCN Pakistan is programmatically and managerially a part of the administrative Asia region. It therefore reports to a Regional Director (RD), rather than as a stand-alone country office reporting to the HQ. Financial, programme and management systems have therefore changed, placing IUCNP functionally and managerially in the context of a region. A process of greater accountability has paralleled the decentralisation of IUCN across the Union. This has manifested itself in better-defined levels of management supported by the new delegation of authority, internal audit strategy, regional reviews, policy for financial reserves and other such initiatives. The Union has also sought to enhance the integrity, efficiency and co-ordination of its programme through an overall M&E Initiative. The development of a focused and result oriented global programme – Stepping into the New Millennium, a process of harmonisation of the global programme with those in the regions and countries, and crafting of Business Plan are steps in this direction. These developments and processes need to be reflected and synthesised with the current structures and plans of the regional and country programmes that have

developed largely in isolation, focussing primarily on their respective needs. The Pakistan Programme played a lead role in the evolution and development of the Asia Region. The Pakistan Programme is expected to continue playing an active role and share and exchange its experience, expertise and resources with the other sub-component programmes of the Asia Region for mutual benefit and learning.

(b) In 2000 IUCN Pakistan made the transition from the founder-Country Representative to the current one who was recruited from within the organisation. The previous Country Representative moved on to become the Regional Director. It is important to bring an outsider's perspective to the outcome and the progress so far to assess the advantages and challenges of such a transition, and to distil learning for the Pakistan Programme itself and the Union as a whole.

(c) A number of long term programmes which have been the lifeblood of IUCN Pakistan are coming or have come to an end (PEP, PSDN, BCS, SDNP) while others are at critical mid term junctures (ERNP, MACP, NACS), and some are nascent (NPP, NDP, BAP). The next phases of these major programmes and projects are to be developed in 2001. There is an opportunity to re-orient and integrate them with the current global and regional best practice, while respecting their historical origins and maintaining their national focus. By this measure, the six-year Strategic Framework of IUCN Pakistan will also benefit from an external reflection from a global and regional perspective.

(d) The placement of IUCNP statutorily in West Asia, and programmatically in the South & South East Asia Region offers the Programme unique opportunities to function as a 'cusp' country and thus contribute to a greater integration of the work of the larger Union. However, this also places certain constraints on the programme.

The external socio-political environment of Pakistan places IUCNP in a unique and sensitive zone. While its inclusion in the region provides it some buffer, the management of the programme and its direction must respond to the national imperatives of government and donors in-country. It calls for a management approach that allows for and ensures a constant adaptation in steering the programme through conflicting interests, and in maintaining direction and neutrality of purpose.

IUCNP's work is geographically spread out across the country. Beside the Country Office in Karachi, it has four programme offices located in different federating units of the country, with a number of field project offices. Currently, it employs about 330 staff with an annual operations budget of approximately US$ 1.0 million in year 2000. The Country Office also hosts the sub-office of the IUCN Asia Region Office (ARO) and two regional programmes of environmental law and economics.

The existence of, and relationships between, the corporate functions of IUCNP, the thematic programmes (considered central to, *inter alia*, internalising 'learning' and sustaining 'advocacy' roles of IUCNP), the time bound projects (accounting for most of the workforce and resources) add richness and complexity to the way IUCNP functions, therefore warrant close examination. Related to this is the question of the level and nature (programme vis-à-vis project) of funding support that the programme needs to mobilise for a steady pursuit of its key functions and programme over the long term. The review, thus, needs to be understood and pursued from this perspective.

It is therefore important that the Programme and Management Review takes the strengths, achievements, and contributions of the programme into account while reflecting on its current and future challenges and opportunities. It may, however, be pertinent to note here that the term 'programme' can be looked at from two different perspectives within the IUCN context. One is the wider programme of IUCN inclusive of the work of its secretariat, membership, commissions and other partners. The other is the specific programme of IUCN Pakistan which as a part of the global secretariat, is responsible to implement and be accountable for. This Programme and Management Review is to review the specific programme of IUCN Pakistan from the latter perspective.

The Audience

The review has been jointly commissioned by the IUCN Regional Director Asia and the Country Representative Pakistan. The review report will be submitted to the Director General of IUCN, though the Regional Director Asia and the Country Representative Pakistan.

The management and staff of IUCN Pakistan and of the Asia Regional Office are key audiences as the review will impact directly on their work and they too will have a share in internalising the recommendations and implementing them.

The report will be of interest and benefit to other Country Programmes within the Asia Region as well as the collective Asia Regional Directorate. Other parts of the Union may also have an interest.

Within Pakistan the report will be shared with IUCN members and partners including donors and may be available to the wider conservation constituency.

Purpose of the Review

The overall purpose of the review is **to enhance IUCN influence** as a lead conservation organisation in Pakistan through the Country Office, which benefits from and contributes to the work, resources and effectiveness of the Union in Asia Region, and globally.

Objective

The objective of the review is to **examine, analyse and provide guidance** to further IUCNP's aspirations to be a dynamic, learning organisation with an enhanced capacity to:

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

b) adjust strategic directions, focus, approaches, and content of the programme to ensure its relevance, efficiency and sustainability;

c) make appropriate organisational changes in management approaches, structures, systems and processes to support the IUCNP's evolving programme and its institutional development needs;

whilst meeting the needs and expectations of its constituency in Pakistan, maximise the opportunities and challenges inherent in being an integral part of a global, regionalised secretariat; in particular benefit from and contribute to the processes and systems for integration needed to build a coherent, well knit, well resourced programme and a smoothly working organisation in the Asia Region as a component part of IUCN the global Union.

ADD Issues that are broader beyond Pakistan borders but Note lack of time to meet and limited value of tele conference calls

Key Tasks

To achieve the above objectives, the Review will include, inter alia, the following key tasks:

Constituency and Governance

Key Task: Review the nature and extent of current interaction between Programme, membership and commission structure of IUCN in Pakistan, and advise as to how this relationship can be further nurtured, how the programme might best support and engage the constituency in pursuing the Union's Mission in Pakistan;

- To review with the constituency (including the members, donors, government and civil society partners) their perceptions, expectations and interactions with the Pakistan Programme;

- To review with the Pakistani membership (especially the Pakistan National Committee – PNC) and Commission Members the nature and extent to which the programme currently collaborates with them; identify the potential and opportunities that exist, and how to maximise them;

- To review with the Pakistani membership the current and potential role of IUCN members in Pakistan as a 'cusp-country' which is statutorily in one region and programmatically in other, especially:

  (a) the role the membership has played and wishes to play in future in furthering IUCN's Mission in the country, in the region and globally;

  (b) participation in fora such as Regional Member Committees, Regional Conservation Forum, Regional Bio-diversity Advisory Group; and the World Conservation Congress; and,

  (c) the benefits and feasibility of the members participation in the activities of both the regions;

(d) the role and support that the members might require in performing their dual role, and how best IUCN Pakistan might provide such a support;

- To assess the demands, constraints and opportunities that such a dual role might bring on to the Pakistan Programme;

- To assess the potential and prospects of engaging the members and commission structure of IUCN in Pakistan in increasing the outreach, efficacy and influence of the programme;

- To identify and analyse the reasons for the recent decline in IUCN membership in Pakistan; how not only this trend should be contained, and the membership in Pakistan even further expanded.

Programme

Key Task: Review the strategic directions, focus, approach, and content of the programme and make recommendations for improvements to ensure its relevance, efficiency, effectiveness and sustainability.

- To review the <u>programme as at present</u> and assess its relevance, strategic direction, focus and contribution to the needs of Pakistan, aspiration of IUCN constituency in the country; and in-relation to the global and regional programme as well;

- To review the priorities, and approach of IUCN Pakistan <u>Programme, as envisaged in its strategic framework</u>, assess their compatibility and coherence with the global and regional ones, and identify the need and potential for a greater coherence;

- To assess the adequacy, effectiveness and efficiency of the current arrangements for:

    (a)   technical backstopping the programme and project delivery, quality control and information sharing within and across the programme for IUCN Pakistan to be a learning institution;

    (b)   sharing of information, experiences and knowledge with the stakeholders;

    (c)   donor relations, co-ordination and resource mobilisation;

- To assess IUCNP's links with the regional and global secretariat and the Commissions (including the Global Programme and Policy Group (PPG) and the Asia Regional Programme Development Group;

- To review the extent to which IUCN Pakistan has internalised the global and regional processes of harmonisation, highlighting its implications for programme planning, budgeting and reporting;

- To assess if the current and pipeline portfolio of projects is enough and relevant for delivering the programme (strategic framework) and how the gaps, if any, might be best filled.

Management

Key Task: Assess efficiency, effectiveness, and relevance of the organisational structures (e.g. sub-national programme offices), mechanism (e.g. Programme Review Group) and systems (programmatic, administrative, financial and human resource management), to support programme delivery and institutional development, and to make recommendations for changes, if any, as might be necessary and useful.

Programme Structure and Systems

- To analyse the role and inter-relationships of the country office, thematic programmes, programme offices and projects in the delivery of the programme; assess if and how the programme is effectively delivered currently, and make recommendations for improvement;

- To review the relevance, effectiveness and efficiency of the current management structures, mechanisms and systems to plan, co-ordinate, deliver and oversee the programme; and make recommendations for coping with the current and future programme requirements;

- To review the extent to which the present structure and systems for programme development and co-ordination are integrated with the regional and HQ systems and processes for programme development, co-ordination, monitoring and evaluation; advise on any changes in the management structures and systems that would enable a smoother and speedier integration of IUCN Pakistan with the Asia Region.

Human Resources

- To elicit and analyse the staff's perceptions of their roles in the organisation, the pressures, expectations future direction, work environment, productivity, learning, exposure and training opportunities, personal and professional growth, career opportunities, incentive for good performance and career advancement, staff appraisal system; and internalise the outcome in recommendations for enhancing the motivation, productivity and job satisfaction of IUCN staff in Pakistan;

- To consider 'brain drain' issues -- acquiring and retaining competent human resources on a long term basis for an effective and sustained programme delivery without reducing the capacity of the government and members

- To review and recommend the ways and means for ensuring better integration and harmony of IUCNP Human Resource policies and systems with the policy and guidelines of the Asia region in consultation with the HQ.

Financial Structures and System

- To review whether the current systems of financial planning, management and control meet the needs of the programme, in terms of internal monitoring, donor requirements and planning and reporting needs of the regional and global offices;

- To review the extent to which the current financial planning, management and control systems and procedures are integrated with the regional and global ones;

- To review the interface and mutual contribution between the financial structure and system of IUCN Pakistan and of the Asia Region; identify the needs for the future, and recommend measures for meeting such needs.

Financing the Programme

- To review and analyse the portfolio of donor funding currently available to IUCN Pakistan, in terms of adequacy, reliability and nature (programme vs. project support);

- To review the organisational views and plans for mobilising resources through donors and non-traditional sources of programmatic funds inside and outside Pakistan;

- To review the extent and nature of current financing of Pakistan and assess its needs for the future;

- To asses the donor thinking and trends in relation to financing environment issues, IUCN and Pakistan;

- To ascertain the donor thinking and priorities in Pakistan for feeding into the fundraising efforts of IUCNP and the overall financial strategy under preparation for the Asia Region with the support of PEP (Pakistan Environment Programme)

The 'hosting' of Asia Regional Sub-office and two Regional Thematic Programmes

- To assess the mutual benefits and impacts introduced by the location of the ARO sub-office in the IUCNP Country Office and make recommendations for efficient and cost-effective servicing of the ARO;

- To assess the opportunities and challenges in hosting the Regional Environmental Law Programme and Regional Economics Programme in Pakistan and recommend way of maximising mutual benefits;

Methodology

The overall objective noted above represent the primary focus of the review, and will be given priority weighting in the analysis of results and presentation of recommendations. In the case where a significant area of concern is identified in the overview of factors related to the performance of the programme, the review team may propose that this issue be considered of primary importance in terms of the weighting of overall results.

The main stages of the strategic review are found below.

➢ Initial preparation

➢ Data collection

Review of IUCN Pakistan Constituency, Programme and Management

- ➢ Analysis and preparation of report
- ➢ Presentation and discussion of the report

The timing and duration of the review itself preclude following the steps in a completely linear fashion. In particular the team will not have the report finalised by the 15th April. Collection of data necessary to conduct this review will be derived from the following sources:

1. Review of existing documentation (strategic, programmatic, financial)
2. Briefings by the Regional Director and Country Representative
3. Development and distribution of electronic questionnaires;
4. Facilitating an initial workshop with staff in the unit to clarify objectives and approach;
5. Semi structured interviews with senior staff, donors, members, Commission members and partners and other key stakeholders;
6. Focus groups sessions (issue or theme specific, etc.);
7. Visit at least one project to obtain the 'field' perspective
8. Closing workshop with unit staff to discuss preliminary findings.
9. Debrief of Regional Director and Country Representative
10. Debrief of Director General and Management Team

A 'review matrix' indicating the key issues and key questions to be addressed will provide the necessary framework for analysing relevant background documents and for guiding the development of the questionnaires and the interviews.

The development of a list of individuals to interview during the course of the review will be the responsibility of the review team, in close consultation with senior staff in the Pakistan Country Programme and the Asia Regional Director. Interviews will be conducted either in person or via telephone, and wherever possible be conducted by at least two interviewers on the review team.

Questionnaires, circulated electronically or by other means, will also be used. The questionnaires will be distributed in electronic format the week prior to the start of the field visit portion of the review. The review team will draw on the following groups in the development of an interview list:

- ➢ Senior programme and administrative staff in the component programme being reviewed;
- ➢ Former staff members where appropriate
- ➢ Senior representatives of IUCN members in the country/region;
- ➢ Donor representatives where appropriate;
- ➢ Senior staff from other component programmes working with the unit being reviewed;
- ➢ Senior financial and administrative staff from IUCN-HQ

In-country briefings will be held with the Regional Director, Country Representative and the Senior Management Group. Also, results of the ongoing internal reflections and discussions conducted by the Senior Management Group will be shared with the review team.

The team will conduct telephone conference calls with a limited number of stakeholders outside IUCNP.

The team will factor in the plans that IUCNP has in mind for its next stage of evolution. The team will interview staff individually, in the Country Office and programme offices in Karachi, Islamabad, Peshawar and if possible, Gilgit and Quetta. This could be done through focused group discussions with the senior, middle and junior management professional staff at respective IUCN offices. Targeted groups of staff from Finance and Administration would require separate focused session with the team. The aim will be to get their views on as many of the above and to discuss with them their perceptions, pressures, expectations, and challenges for the future. The review team may also wish to have combined or group meetings or both.

Review Team and Steering Group

The team for this review will be made up of William Jackson, Khawar Mumtaz, Garry Comber and Steven Martin. Dr Jackson and Mr Steven Martin will focus on the Programme, Mrs Mumtaz will look into Constituency and Governance issues, and Mr Garry Comber will be responsible for Organisational and Management aspects. Dr Jackson will be the Team Leader.

The Management Team of the IUCNP will act as the steering group for this review and, along with the Regional Director, will be the primary consumers of the results. The Management Team will also provide guidance where necessary prior to and during the conduct of the review.

Timeframe and Reporting

It is expected that the review will be conducted over a four week period, split roughly between analysis of background material/write-up and field work. The country visit will be undertaken between 1st and 15th April 2001. Background document review will take place prior to this, while write up of the draft report would take place subsequent to the field visit.

A draft summary report, containing the key findings and recommendations as well as an outline of the overall report, will be prepared within 1 week of the completion of the field work component of the review. A complete draft final report, taking into account comments or feedback received, will be prepared within 6 weeks of the completion of field work.

Outputs

The main output of the review exercise would be a report including a comprehensive but concise description of the existing situation as related to the key questions and objectives of the review. The report shall also include, either separately or as a chapter in the main report, a recommendations-implementation action plan, with assigned roles and responsibilities, for achieving the Review recommendations.

The report will address the purpose and objectives of the review by addressing, *inter alia,* the following:

(a) An objective assessment of the IUCN programme with regard to its relevance to the Union's Mission and expectation of its constituency in Pakistan; extent and efficacy of its delivery under the current arrangements, its past and potential impact on Pakistan's environment, and its contribution to the influence, capacity and impact of the Union's work in the Asia Region and globally.

(b) A practical advice on any changes in the breadth, depth, and focus of the IUCNP Programme or any part of it, as envisaged in its strategic framework.

(c) A clear sense of direction for enhancing the outreach and impact of IUCNP's work in consideration of the strengths and limitations of the membership and commission structure in Pakistan; the limitation and prospects imposed by the large size of its operations and scarcity of environmental and management expertise accentuated by 'brain drain' in Pakistan; the current capacities of the organisation and its niche; and the demand or need for its services in the country.

(d) An overall assessment of the structures (e.g. programme offices), mechanism (e.g. Programme Review Group) and systems (programmatic, administrative, financial and human resource management), as to their adequacy, interplay, and effectiveness, individually and collectively, for effectively delivering the programme, with recommendations for any reforms that might be necessary.

e) An appreciation of the preparedness for, and current level of, harmonisation, coherence integration and co-ordination of the Pakistan Programme with the regional and global processes and structures, with recommendations for improvement as warranted.

f) An analysis of the programme and project funding support currently available to IUCN Pakistan along with an analysis of the trends in donor support locally, regionally and at the global level, supported by an appropriate advice as to what changes in the composition of the funding support might be necessary, and what sources and strategies might be pursued.

g) Availability of a clear roadmap, in the form of a follow-up action plan for effectuating the recommendations of the review.

Literature Review

A- HQ Documents

- Quadrennial Programme 2001-2004
- IUCN Business Plan
- 2001 Programme and Budget Allocation Report
- The minutes of the PDG meeting November 13-15, 00
- The resolutions approved by the Amman Congress especially those related to Asia
- Draft Framework and guideline for Strategic Reviews
- IUCN Commissions Evaluations report
- IUCN External Review Report 1999

B- Asia Region Documents

- Asia Regional Programme Framework
- Asia Quadrennial Results
- Asia 2001 Programme and Budget
- Asia Programme Harmonisation workshop reports (Bangkok and Kathmandu)
- Delegation of Authority, the latest version issued by the ARO in December, 00
- IUCN in Asia: Moving Forward from Kota Kinabalu
- Asia Regional Progress and Assessment Reports
- Strategic Framework for Regional Bio-diversity Programme
- Various draft documents related to HR
- Regional Forest Focal Group meeting reports
- Country Programme review Reports for Bangladesh, Sri Lanka and Vietnam
- ARO Bangkok Review Report
- ARD meetings minutes
- ARD progress reports

C- IUCNP Documents

- The Way Ahead
- The IUCNP Strategic Framework 1999-2004 Document
- SMG Concept papers
- The IUCN triennial programme (1996-1999) Document
- The IUCNP Triennial Programme Process
- IUCNP Planning Workshops Report
- IUCN Donor Conference Report
- IUCNP thematic programmes strategy documents
- Conservation Strategy Documents: The NCS, SPCS, and the BCS
- Project Documents: NACS, PEP, SDNP, MACP, ERNP, and BCS
- Progress Reports, NACS, PEP, SPCS, NFA, ERNP, SDNP, BCS

- Planning Documents/ Inception Reports of the above

- Mid-Term Reports of PEP, NCS, SPCS and ERNP

- Draft documents on the Bio/Forests/Business Programme

- Draft documents of PSDN Case Studies, Paper on Devolution Plan, etc

- PEP Outcomes Report

- PEP-The Big Picture

- PEP RBMs, PEP TA reports

- MR-I/ MR-II Documents

- PCC, PRG and SMG Minutes, Finance and Administration procedures

- IUCNP Annual Reports, IUCNP Human Resources Manual

- Proposals on Sarhad, Indus Delta, ICZM, ADB RETA, NDP, Junipers etc.

- OAB lists

- IUCN HQ Programme Development Group Meeting November 2000 minutes

- IUCN HQ Proposed Budget 2001 report

- WCC programme resolutions

- Any other relevant document (to be added later)

Sub Annex

BACKGROUND TO THE PAKISTAN PROGRAMME & MANAGEMENT REVIEW

April 2001

Any review of the Pakistan Programme needs to take into account the changes in the overall context within which the Programme used to function in the past and is currently performing. This is a context that is changing constantly, often frequently and in ways too difficult to anticipate. The changes that have taken place in the Union and the political, economic and social malaise in Pakistan have significantly influenced the institutional and operational environment of IUCN Pakistan. As a result the needs, expectations, pressures, demands, stresses and strains on the Pakistan Programme have changed both in scale and intensity.

In Pakistan…

The NCS helped define the context for IUCN's work in addition to the needs and aspirations of the membership in the country. Over the years, IUCN-Pakistan retained NCS as the corner stone of its programme and works with the government of the country, at the national and sub-national levels, as well as with the larger civil society for its implementations. Following a two-pronged approach, IUCNP: (a) advocates and technically assists the development of the conservation strategies; and, (b) supports the strategies' implementation by providing assistance in policy and legislative reforms, capacity development, environmental assessment, awareness and education, and selected field projects.

In the last decade or so, Pakistan's political, economic, social, and security problems seems to have intensified. A combination of snags in economic planning, mal-governance, nuclear explosion by Pakistan, and recent military-take over of the country, has caused several donors to hold back their support. Consequently, economic and development aid for Pakistan appears to have declined and may continue so in the foreseeable future. Even so, environment, along with governance and human rights, is one of the few windows that remain open for aid flows. The globalisation of economy and trade and the revolution of information technology parallel this trend in donor aid. Ironically, the incidence of poverty is believed to be increasing which, like other developing countries, is affecting policies, investment and other decision in relation to environment in Pakistan. The environment is once again on the back burner under the present administration with governance and economy consuming much of their energy. The civil society, however, continues to carry the environment flag. The NCS Mid-Term Review, Bio-diversity Action Plan for Pakistan already approved by the Government of Pakistan, and the impending effects of climate change on natural

resources such as water (emerging as a critical issue in the country's context and as highlighted during the recent prolonged drought experienced by the country) are other important factors that need to be considered in relation to the IUCN Pakistan Programme.

Recognising the challenges that have emerged in Pakistan in the last few years, IUCN Pakistan, in 1997, started developing a six-year strategic framework. IUCN Pakistan retains an indigenous character with its work priorities rooted in the country's needs. However, while support to the NCS remains the cornerstone of the Pakistan Programme, IUCN has been cognisant of the changes taking place in the environmental and conservation context in the country, internationally and as well as within the Union. The strategic Framework of IUCNP captures these trends and articulates the IUCNP's mission, goal, objectives and the approach for the next five years. Drawing on the strategic framework, influenced in part by the NCS and Bio-diversity Action Plan developed under the Convention on Biological Diversity for Pakistan, IUCN Pakistan has also developed a (draft) triennial programme in line with the IUCN Global Plan.

In pursuance of this vision, IUCN Pakistan aims at capacity development for environment in Pakistan, with the following strategic objectives:

- Integrating environment in development in Pakistan;

- Institutional and human resource development for environment;

- The creation of a supportive policy and legal framework; and,

- The raising of popular support for environment.

IUCN Pakistan is the largest IUCN Country Programme, maintaining a diverse programme and project portfolio assisted by various bilateral and multilateral donors. Its funding portfolio includes:

- Pakistan Environment Programme (PEP) – (CIDA funded)

- Partnership for Sustainable Development in NWFP (SPCS III) – (SDC funded)

- Northern Areas Conservation Strategy (NACS) – (SDC / NORAD funded)

- Mountain Areas Conservancy Project (MACP) – (UNDP-GEF funded)

- Environmental Rehabilitation and Development in NWFP and Punjab (ERNP) – (EU funded)

- Norwegian / IUCNP Frame work Agreement (NFA-III) – (NORAD funded)

- The Sustainable Development Network in Pakistan (SDNP) – (UNDP funded)

In addition to the above, IUCN Pakistan also maintains a thematic core capacity as part of the Country Office. This includes communications, business and environment law, environmental education, NGOs and community support, and environmental assessment. The technical programmes included coastal ecosystem, bio-diversity, and forests. These programmes support various IUCNP projects for qualitative delivery, and act as repository of knowledge and learning in IUCN.

IUCN Pakistan seeks to collaborate with its membership and the IUCN scientific commissions' representatives in Pakistan. Its relationship with the membership has evolved following the formation of Pakistan National Committee (PNC) of the members in Pakistan. Membership at present stands at 19, and as Government of Pakistan, as a state member, government organisations, and NGO members. This represents a decrease in membership from 23 previously, largely due to the government members' inability to pay their dues. Apart form membership, IUCNP also works with a large number of other partners such as research and teaching institutions, government departments, chambers of commerce and industry, law networks, media, and NGOs. Approximately fifty or so Pakistani citizens volunteer their services to IUCN as members of its various scientific commissions.

IUCN-Pakistan overall programme is managed by the IUCN Country Representative in Pakistan, with Country Representative's Office (Country Representative) based in Karachi, supported by: (a) Membership Affairs; which are looked after by the Country Representative directly; (b) Thematic Programmes; (c) Directorate of Finance and Operations; (d) Directorate of Programme; and, (e) sub-national Programme Offices.

11.1.1 The Regionalization Process

Following-up on the direction given by the IUCN Constituency in Perth General Assembly (1990) and reinforced in the Buenos Aires General Assembly (1993), the IUCN started a process of establishing regional structures where they did not exist, devolving many of the management, financial, and programmatic functions to the regional level. In 1997 an Asian Working Group (AWG) emerged in South and South East Asia which, in 1998, evolved into an Asia Regional Directorate (ARD), stretching over 22 countries from Pakistan in the West to Japan in the East, China in the North, and the Philippines in the South. The Country Representative (Country Representative) Pakistan held additional charge of the region until June 1999 when she was formally appointed as the Regional Director. The process of placing in a new Country Representative Pakistan began, and this was completed by January 1, 2000 when the current Country Representative Pakistan took charge.

The Asia Region with a project portfolio of US$ 128 million is the largest component programme of the Union comprising 15 sub-component programmes (8 regional thematic programmes and 7 country offices). The Pakistan Programme makes a significant part of it: 331 out of the total regional staff of 484 are employed in Pakistan, managing a portfolio of US$ 35 million.

Statutorily, Pakistan is a part of IUCN West Asia Region. Programmatically, however, IUCN Pakistan was established as a stand-alone country office with a separate cost-centre and the Country Representative reporting directly to the Director General (DG). Beginning 2000, it was decided to place IUCN Pakistan under the IUCN Asia Region Consequently, the Country Representative is now a part of the ARD, the management board for Asia, and reports to the Regional Director. The Pakistan Programme played a lead role in the evolution and development of the Asia Region, and is expected to continue playing such a role in future, featuring exchange of experiences, expertise, resources and learning with the other sub-component programmes of the Region.

The placement of IUCN Pakistan statutorily in West Asia, and programmatically in (south and South East) Asia Region, not only confirms to its strategic geographic location but also offers the programme unique opportunities to function as a 'cusp' country and thus contribute to a greater integration of the work of the larger Union. However, this also places certain constraints on the programme.

The current delegation of authority from the Director General reinforces and supports the integration of the Pakistan Programme in the Asia Regional structure. While the Regional Director carries the overall authority and responsibility for the Asia region, she has delegated those of her authority and functions to the regional thematic and country heads to the extent feasible in the current delegation.

The Programme Harmonisation Process

IUCN has embarked upon a concerted effort to deliver an effective programme at the global, regional and the country levels, where it has developed a restructured programme delivery approach on the basis of Key Results Areas (KRAs) with a focus on Knowledge, Empowerment, Governance and Operations (KEGOs).

IUCN's Secretariat and Commissions have recently gone through a programme harmonisation process where the Unions' focus of work at all levels is being streamlined. Along with other component programmes of the region, IUCN Pakistan actively participated in the Asia Programme Harmonisation Process. The Pakistan Programme Results are, for most part, already aligned to the overall Regional Programme Results and, in turn, to the results of the Global Programme (2001-2004). The 2001 Programme and Budget preparation exercise was another important step in the programme harmonisation process and helped further to integrate the Pakistan Programme into the region and to the Global Programme.

The harmonisation and integration processes also features detailed reviews of the various regional and country programmes to enhance their relevance, effectiveness, efficiency, impact and sustainability in the context of the Union's global, regional, and country level work. The Asia Region initiated a process has already reviewed a few of its country programmes with IUCN Pakistan identified for a review this year. In parallel, with the change in leadership, IUCN Pakistan was also contemplating a comprehensive external review of its programme and management. Eventually, the two initiatives were merged into one programme and management review.

It may, however, be pertinent to note here that the term 'programme' can be looked at from two different perspectives within the IUCN context. One is the wider programme of IUCN inclusive of the work of its secretariat, membership, commissions and other partners. The other is the specific programme of IUCN Pakistan that, as a part of the global secretariat, is responsible to implement and be accountable for. This

Programme and Management Review is to review the specific programme of IUCN Pakistan from the latter perspective.

External Review of the Global IUCN (1999)

The external review of the Global IUCN, commissioned by its institutional donors in 1999 was one of the most significant reviews of the Union undertaken to-date. While acknowledging the contribution of the Union towards the conservation of nature and natural resources, the review made useful recommendations for improving the direction, focus, management and performance of its programme.

Asia Region was one of two regions sampled for the review. Some mission members including the team leader also visited the Pakistan Programme and met with some of its partners and members. The review recommended to formally place the IUCN Pakistan Programme under the Asia Region. This and other findings and recommendations of the review, especially those related to the Asia Region and Pakistan are important to take into account Programme and Management Review.

IUCNP Review 2001: Key Questions

IUCN Pakistan is the largest country Programme of IUCN in the world. It has actively participated in, and substantially contributed to, the global processes of the Union. It has played a particularly useful role in facilitating and establishing the Asia Region by sharing its fiscal and human resources as well as its experiences and knowledge of programme planning, operation and human resource management with the fledgling Regional Office. IUCNP programme relevance, effectiveness, efficiency and sustainability, then needs to be addressed through, but not limited to, the following key questions.

(a) Does the IUCNP programme, as implemented in the past and as currently formulated, meet the needs and expectation of IUCN's constituency in Pakistan? How effectively it has or will contribute to the IUCN Mission in Pakistan and beyond? What are the implications of ever changing context, especially of the changes in the country's economic and political situation, for the Programme?

(b) What are the imperatives and implications of IUCN's integration with the Asia Region, programmatically and organisationally?

(c) How do the new IUCN global and regional programme, processes and changes in governance affect the definition and pursuit of the IUCN programme in Pakistan? What are the lessons for the programmes and projects under revision or due for revision?

(d) How has the transition from the founder Country Representative to her successor progressed and with what outcome? What is the learning from such an internal change for the Pakistan Programme and the organisation at large?

(e) How effective has been the pursuit of IUCN mission and programme delivery in Pakistan in the past? What have been the factors that positively or negatively influenced IUCN Pakistan's efficacy and influence? What learning does it provide for the future?

(f) Are the present functions, structures and systems of IUCNP adequate for an efficient, effective delivery of its programme? Which of these need to be strengthened further? What is needed additionally? Are there any redundancies? What overall and specific changes might be needed to effectively manage the current and future programme?

(g) What is nexus between organisational structures and mechanisms, especially the sub-national programme offices, thematic programmes and Programme Directorate, and the projects? How does the nexus function? What are the needs and opportunities for changes and improvements?

(h) How can IUCN Pakistan retain and enhance the ability to adapt its programme and management to its constantly changing institutional environment? How does it function as a dynamic organisation?

(i) How adequate and reliable the current funding for the IUCN Pakistan Programme? What are strengths and weaknesses of its current financing strategy? What might be the resource requirement in future in terms of both the size and nature of funding?

(j) What are the current donor thinking and trends of donors in terms of their support to environment in general and IUCN in particular, globally, regionally and in Pakistan? What would be the best strategy for IUCNP to meet resource requirements for its programme?

12 Annexe 3 – IUCN Pakistan Review Matrix

Performance Area		Rationale/Relevance	Effectiveness/Efficiency	Long-term Implications
Constituency & Governance	Current assessment	How relevant is IUCNP to the needs of key stakeholders: • Members (present and members who have left over the last 3 years) • Commissions • Donors • Government Partners • NGO Partners • Other Partners (eg Development Banks) • IUCN regional programs • IUCN global thematic programs?	• How does IUCNP's bi-regional status enhance or impede its effectiveness or efficiency in terms of serving its constituency? • To what extent are members willing and able to participate in forums and bodies in both regions?	• To what extent is IUCNP perceived as creating leading edge approaches to membership development and services?
	Forward Looking	• How can IUNCP be more relevant to stakeholders' needs? • How can IUCNP develop more beneficial relationships with its constituency?	• To what extent can IUCNP provide critical support for members' participation in the activities of two regions? • How can IUCNP improve membership recruitment and retention?	• What links should IUCNP develop between the two regions? • What is the longer term value added that IUCNP can provide to members – in Pakistan and the regions?

Performance Area			Rationale/Relevance	Effectiveness/Efficiency	Long-term Implications
Program	Current Assessment		• How relevant is the IUCNP Programme to national, regional environmental concerns? • How well aligned is the IUCNP programme to the IUCN Mission? • Is IUCNP's programme based on an appropriate situational analysis – in the country – region – Union? • How well is the programme supported by members? • How effectively is the programme appropriately linked to IUCN core competencies and programs?	• To what extent do the programmes and projects carried out by the IUCNP further IUCNP Programme goals and those of IUCN? • To what extent do the projects and programmes further the priorities and goals of donors? Of members? • To what extent is information and experience learned from programme implementation shared within IUICNP with other stakeholders?	• How relevant, effective and efficient is IUCNP's programme perceived to be by key stakeholders? • To what extent is the IUCNP Programme affecting the conservation discourse and agenda in Pakistan? • To what extent is IUCNP on the cutting edge of conservation in Pakistan and the region? • What are the long term implications of the Programme pursued by IUCNP?
	Forward Looking		• What should IUCNP be doing in the context of trends and issues in Pakistan? • What should IUNCP be doing to further align its Programme with the IUCN mission?	• Is the current and pipeline of portfolio of projects sufficient for delivering the IUCNP Program?	• What strategic Programme directions should IUCNP be developing?

IUCN Pakistan Strategic Review: Matrix

Performance Area		Rationale/Relevance	Effectiveness/Efficiency	Long-term Implications
Management and Financial Systems	Current Assessment		• In what ways do the inter-relationships between the country office, thematic programs, programme offices and projects enhance or impede the effective and efficient delivery of programs? • How effectively do the current management systems support the effective and efficient planning, delivery and monitoring and evaluation of current programming? • To what extent is the present management structure and systems integrated with IUCN regional and HQ systems for Programme development, coordination and monitoring and evaluation? • To what extent are the current financial planning, management and control systems and procedures integrated with those of the IUCN region and HQ? • How do staff perceive the work environment, rewards and career potential at IUCNP?	• What are the long-term management and financial implications for IUCNP under the current management structure, systems and fundraising plan?

Performance Area		Rationale/Relevance	Effectiveness/Efficiency	Long-term Implications
	Forward Looking	• How financially sustainable is the IUCNP Program?	• In what ways can the IUCNP management structure and systems be more effectively integrated with IUCN regional and HQ systems for Programme development, coordination and monitoring and evaluation? • In what ways can the inter-relationships between the country office, thematic programs, programme offices and projects be improved in order to enhance the effective and efficient delivery of programs? • In what ways can the IUCNP management systems be improved to support the effective and efficient planning, delivery and monitoring and evaluation of current programming? • In what ways can the IUCNP financial control systems and procedures integrated with those of the IUCN region and HQ? • Would IUCNP's hosting of the Asia Regional sub-office and two regional Thematic Programmes have a positive or negative effect on the IUCNP Programs' effectiveness and efficiency?	• How does IUCNP need to refine its management structure and systems?

13 Annex 4 – Questionnaires used in the Pakistan Review

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STRATEGIC REVIEW: IUCN PAKISTAN

STAFF SELF-ASSESSMENT

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The Asia Regional Director and the IUCN Pakistan Country Representative have commissioned a Review of the IUCN Pakistan Programme to be carried out in April 2001. The objectives of the review are:

- To assess the relevance, effectiveness, scope and overall direction of the programme as well as at its various components and to suggest improvements

- To develop recommendations for IUCNP on ways and means to enhance the relevance of its programme to the national, regional and global work, and to improve quality of its delivery

- To assess the adequacy and efficiency of the management structures and systems and to suggest improvements

- To review the organizational developments since the first and second management reviews (MR-I & II) undertaken in 1993 and 1995 and a subsequent mini review in 1997, and to synthesise learning from these review and their implementation into recommendation for the future.

This **self-assessment** is one component of the IUCNP review. All office managers and senior staff are requested to complete the self-assessment and return it no later than Friday 30th March 2001. Please note that your reply will be kept **strictly confidential** and only aggregated data from all questionnaires will be published in the review report.

1.   Instructions

To complete this review please first save this file onto your hard drive using the >File>Save As> command in Microsoft Word. Rename the file self assessment *your name*. For example, self assessment Khizer Omar.doc

Complete the form by clicking where its says Click **here** and completing the necessary information, then place an **X** in one box beside each question (do not mark X in more than one box for any one question). You are welcome to add comments as appropriate. Please save the completed form and then attach it to an email and send it to pakistan.review@iucn.org.

2.   Identification

2.1   Your name   [Click **here** and type your name]

2.2   Your Position in IUCNP [Click **here** and type the title of your position]

2.3   Contact information: Phone/e-mail [Click **here** and type your phone and email details]

2.4   Date questionnaire completed   [Click **here** and type the date]

3.   Mission

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
3.1 IUCN Pakistan is highly effective at engaging Pakistan-based institutions in promoting the					

mission of IUCN

3.2   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
3.3 IUCN Pakistan is a highly effective at raising funds for the IUCNP program.					

3.4   Comment: [Click **here** and type your comments]

4.   *Programme*

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
4.1 IUCN Pakistan's program and projects are relevant to the major concerns of the Pakistan conservation community					

4.2   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
4.3 Each project and thematic program is based on an appropriate situational analysis – both in Pakistan and in the region.					

4.4   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
4.5 IUCN Pakistan's programs and projects receive high member support					

4.6   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
4.7 The objectives of IUCNP projects and programs reflect the skills and competencies that IUCN has					

4.8   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
4.9 Information and experiences gained from IUCN projects is shared effectively through the office with the members and the region.					

4.10   Comment: [Click **here** and type your comments]

4.11 The current inter-relationships between the country office, programme offices and projects enhance the effective and efficient delivery of IUCNP's Program.	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know

4.12   Comment: [Click **here** and type your comments]

4.13 IUCN Pakistan's program and projects are viewed by our stakeholders as generally effective	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know

4.14   Comment: [Click **here** and type your comments]

5.   Management and Financial Systems

5.1 IUCNP's management systems support the effective planning, delivery, monitoring and evaluation of IUCNP's Program.	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know

5.2   Comment: [Click **here** and type your comments]

5.3 IUCNP's Management Structure and System are integrated with the IUCN Regional Program	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know

5.4   Comment: [Click **here** and type your comments]

5.5 IUCN Pakistan's fundraising strategy ensures its financial sustainability in the short term (1-2 years)	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know

5.6   Comment: [Click **here** and type your comments]

5.7 IUCNP's fundraising strategy ensures its financial sustainability in the mid to long term (3 years and more)	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know

5.8   Comment: [Click **here** and type your comments]

6.   *IUCNP Workplace*

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
6.1 IUCNP's staff roles are generally well understood by all staff.					

6.2   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
6.3 IUCNP provides staff with good training / learning opportunities.					

6.4   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
6.5 IUCNP's reward structure encourages high performance by staff.					

6.6   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
6.7 IUCNP staff participate in equitable staff performance appraisals.					

6.8   Comment: [Click **here** and type your comments]

7.   *The IUCNP and IUCN Members in Pakistan*

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
7.1 The activities, projects and programs of IUCN Pakistan are relevant to the needs of IUCN members					

7.2   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
7.3 IUCN Pakistan has a clear understanding of the needs of its members					

7.4   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
7.5 IUCN Pakistan has an effective membership recruitment and retention strategy					

7.6   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
7.7 IUCN Pakistan communicates effectively with its members					

7.8   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
7.9 IUCN Pakistan adds value to its members' programs and activities					

7.10   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
7.11 IUCN Pakistan's services are increasingly demanded by its members					

7.12   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
7.13 IUCNP has the capacity to support member participation in the activities of the IUCN statutory region of West Asia and the IUCN secretariat region of 'Asia'.					

7.14   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know
7.15 IUCNP's location in the IUCN statutory region of West Asia while it is also in the IUCN secretariat region of 'Asia' allows it to serve members more effectively than if it was in just one 'region'.					

7.16   Comment: [Click **here** and type your comments]

8.   *Conclusion*

8.1   If you have any other comments that you think are relevant to the review please record them here.

Thank you for your cooperation

REVIEW OF THE IUCN PAKISTAN COUNTRY PROGRAMME
MEMBER QUESTIONNAIRE

The IUCN Asia Regional Director and the IUCN Pakistan Country Representative have commissioned a Review of the IUCN Pakistan Programme to be carried out in April 2001. The objectives of the review are:

➢ To assess the relevance, effectiveness, scope and overall direction of the programme as well as at its various components and to suggest improvements

➢ To develop recommendations for IUCNP on ways and means to enhance the relevance of its programme to the national, regional and global work, and to improve quality of its delivery

➢ To assess the adequacy and efficiency of the management structures and systems and to suggest improvements

➢ To review the organizational developments since the first and second management reviews (MR-I & II) undertaken in 1993 and 1995 and a subsequent mini review in 1997, and to synthesize learning from these review and their implementation into recommendation for the future.

This **questionnaire** is one component of the IUCNP review. IUCN Members in Pakistan are kindly requested to complete the questionnaire and if possible email it to pakistan.review@iucn.org by Friday 30th March 2001. Please note that your reply will be kept **strictly confidential** and only aggregated data from all questionnaires will be published in the review report.

1.   Instructions

To complete this review please first save this file onto your hard drive using the >File>Save As> command in Microsoft Word. Rename the file MemberQuestionnaire *your organization's name*. For example, MemberQuestionnaire Green Forever.doc

Complete the form by clicking where its says Click **here** and adding the necessary information, then place an **X** in one box beside each question (do not mark X in more than one box for any one question). Please add comments as appropriate. Please save the completed electronic form as a word document and then attach it to an email and send it to pakistan.review@iucn.org.

2.   Identification

2.1   Your name   [Click here and type your name]

2.2   Your Position in your organisation   [Click **here** and type the title of your position]

2.3   Contact information: Phone/e-mail [Click **here** and type your phone and email details]

2.4   Date questionnaire completed   [Click **here** and type the date]

3.   Performance of IUCN Pakistan

	Very relevant	Somewhat relevant	Not very relevant	Not relevant at all	Do not know
3.1 How relevant are IUCN Pakistan's activities and projects to the work of your organization?					

3.2   Comment: [Click **here** and type your comments]

	Very Clear	Clear	Some what unclear	Very unclear	Do not know

3.3   How clear is IUCN Pakistan's mandate to you?

3.4   Comment: [Click **here** and type your comments]

	Very effective	Somewhat effective	Somewhat ineffective	Very ineffective	Do not know
3.5 In your view, how effective is IUCN Pakistan's leadership on conservation issues?					

3.6   Comment: [Click **here** and type your comments]

	Very effectively	Somewhat effectively	Somewhat ineffectively	Very ineffectively	Do not know
3.7 How effectively is IUCN Pakistan managed?					

3.8   Comment: [Click **here** and type your comments]

	No emphasis	Little emphasis	Adequate emphasis	Significant emphasis	Do not know
3.9 How much emphasis does IUCN Pakistan place on the quality of the service it provides and projects it undertakes?					

3.10   Comment: [Click **here** and type your comments]

	Very innovative	Somewhat innovative	Not innovative	Do not know
3.11 How innovative is IUCN Pakistan perceived to be in its approach to working with members?				

3.12   Comment: [Click **here** and type your comments]

	Significant value	Adequate value	Little value	No value	Do not know
3.13 In your view, how much value does IUCN Pakistan add to its members' programs and activities ?					

3.14   Comment: [Click **here** and type your comments]

	Very effective	Somewhat effective	Some what ineffective	Very ineffective	Do not know
3.15 How effective is IUCN Pakistan in retaining members?					

3.16   Comment: [Click **here** and type your comments]

	Extensively	Adequately	Minimally	Not at all	Do not know

3.17   To what extent does IUCNP share information and experience learned from its projects with members.

3.18   Comment: [Click **here** and type your comments]

	Very representative	Fairly representative	Not very representative	Not at all represent-ative	Do not know
3.19 How representative of the conservation community is IUCN Pakistan's membership					

3.20   Comment: [Click **here** and type your comments]

How important is each of the following to ensuring IUCN Pakistan's success?

	Not at all important	Slightly important	Important	Very important	Of utmost importance
3.21 A strong emphasis on innovation in conservation activities.					

3.22   Comment: [Click **here** and type your comments]

	Not at all important	Slightly important	important	Very important	Of utmost importance
3.23 Superior delivery of service in projects and programs					

3.24   Comment: [Click **here** and type your comments]

	Not at all important	Slightly important	important	Very important	Of utmost importance
3.25 Significant support to member organizations.					

3.26   Comment: [Click **here** and type your comments]

	Not at all important	Slightly important	important	Very important	Of utmost importance
3.27 Clear organizational vision.					

3.28   Comment: [Click **here** and type your comments]

	Strongly Disagree	Disagree	Agree	Strongly Agree	Do not know

3.29   IUCNP's location in the IUCN statutory region of West Asia while it is also in the IUCN secretariat region of 'Asia' allows it to serve members more effectively than if it was in just one 'region'.

Comment: [Click **here** and type your comments]

	Not at all important	Slightly important	important	Very important	Of utmost importance
3.30 Strong organizational values.					

3.31   Comment: [Click **here** and type your comments]

3.32   What do you feel are IUCN Pakistan's strengths?

3.33   What do you feel are IUCN Pakistan's weaknesses?

3.34   What do you think IUCN should be doing about emerging trends and issues that relate to conservation in Pakistan

3.35   Are there any other comments you would like to add that you think may be relevant to our strategic review?

Thank you for your cooperation

14 Annexe 5   Analysis of the Staff Questionnaire

The analysis is provided in the Excel spreadsheet.