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Evaluation of UNDP's Earthquake Response Programme
in Pakistan

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Table of Contents

Abbreviations and Acronyms	2
1.0 Section One: Overall Evaluation Summary	3
1.1 Background	3
1.2 Scope and rationale of the evaluation	4
1.3 Approach and methodology of analysis	4
1.4 Tools used for the evaluation exercise	6
1.5 Findings	7
1.5.1 Relief phase	7
1.5.2 Early recovery	8
2.0 Section Two: Project-Wise Analysis	11
2.1 Overall coordination in the initial phase	11
2.2 Cooking and heating project	13
2.3 Emergency and transitional shelter	15
2.4 Rubble removal	17
3.0 Section Three: Recovery Phase	18
3.1 Early Recovery Cluster and UNDP's Role	18
3.2 Technical Assistance for Management of Earthquake Early Recovery (TAMEER)	20
Building Enabling Governance and Institutions for Earthquake Response	23
3.3 Community-based Livelihood Recovery Programme (CBLRP)	27
3.4 Support to Volunteerism in Pakistan	34
3.5 Environmental Recovery Programme (ERP)	36
Bibliography	38
Annexes	40

Abbreviations and Acronyms

AJK	Azad Jammu and Kashmir
BEGIN-ER	Building Enabling Governance and Institutions for Earthquake Response
CCB	Citizen Community Board
CBO	Community-Based Organization
CCO	Cluster Community Organization
CBLRP	Community-Based Livelihood Recovery Project
CPRU	Crisis Prevention and Recovery Unit
DRU	District Recovery Unit
ERRA	Earthquake Reconstruction and Rehabilitation Authority
ERP	Environmental Recovery Programme
ERF	Early Recovery Framework
FRC	Federal Relief Commission
FAO	Food and Agriculture Organization
GoP	Government of Pakistan
ILO	International Labour Organization
IASC	Inter-Agency Standing Committee
IFIs	International Financial Institutions
NDMA	National Disaster Management Authority
NWFP	North West Frontier Province
NVM	National Volunteer Movement
TAMEER	Technical Assistance for Management of Earthquake Early Recovery
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNOCHA	United Nations Office for Coordination of Humanitarian Affairs
UNV	United Nations Volunteers
WFP	World Food Programme

1.0 Overall Evaluation Summary



At 8:50 a.m. on October 8, 2005, a 7.6 magnitude earthquake struck northern Pakistan causing serious damage in the North West Frontier (NWFP) and Azad Jammu and Kashmir (AJK). Over 4,000 villages were affected, 73,000 people were killed, 79,000 were injured and 3.3 million people were rendered homeless. Around 600,000 houses were completely destroyed, nearly 65% of the hospitals in the area were destroyed or badly damaged and an estimated 10,000 school buildings were affected.

Trauma-ridden survivors faced multiple problems such as homelessness, exposure to a harsh winter, lack of food security, physical injuries and emotional stress. Additionally, the apparatus of the State was wrecked rendering the provincial and state governments non-functional and too paralyzed to serve the people in the aftermath of the tragedy. The earthquake led to an unprecedented response from both within and outside Pakistan. Following swift media coverage of the tragedy, an immediate response to provide relief took place with unprecedented support from all sections of Pakistani society, Government of Pakistan and international partners. Some 85 bilateral and multilateral donors partnered with the Government and people of Pakistan in a bid to make a real difference to the relief efforts, in order to overcome the massive destruction which is evident from the following statistics:

Indicators	Estimate	(%) Destroyed
Persons killed	73,338	-
Injured	128,309	-
Population affected	3.5 million	-
Number of housing units damaged	600,152	76.2
Number of schools and colleges destroyed	7669	66.94
Health care facilities destroyed	574	73.4
Length of road affected	4,429 (km)	37.2
Telecommunications exchanges destroyed	251	-

Source: Earthquake 8-10, Learning from Pakistan's experience, NDMA



The United Nations Agencies, particularly the United Nations Development Programme (UNDP), played a crucial role in spearheading the relief efforts and providing effective leadership through close involvement in sectoral cluster groups. UNDP, in close collaboration with the Government of Pakistan, headed the Early Recovery Cluster and implemented a range of relief projects immediately following the catastrophe which were aimed at meeting the immediate needs of the earthquake-affected population. The relief phase transitioned into a recovery phase which is still continuing at present. UNDP has maintained its involvement with the recovery efforts and is currently actively involved in projects that strive to build back better in the earthquake-stricken areas.

Scope and Rationale of the Evaluation

Between October and November 2008, UNDP undertook an independent assessment of the effectiveness of its response to the Pakistan Earthquake, 2005. This included an evaluation of projects implemented both during the relief and recovery phases. The evaluation aimed to cover the relief and recovery programmes and strategies, their relevance and implementation, progress made towards outcomes, as well as coordination with key implementing partners and other stakeholders. The evaluation of UNDP's earthquake programme is part of UNDP's demonstrated accountability to its development partners, donors, the Government of Pakistan and the people of Pakistan on how effectively and efficiently resources have been uti-

lized for achieving tangible results in recovery from the earthquake. The projects included within the evaluation exercise consisted of the following:

Relief Phase	Recovery Phase
Emergency and Transitional Shelter	Building Enabling Governance and Institutions for Earthquake Response (BEGIN-ER)
Cooking and heating	
Rubble removal Project	
	Technical Assistance for Management of Earthquake Early Recovery (TAMEER)
	Community-Based Livelihoods Recovery Programme (CBLRP)
	Support to Volunteerism
	Environmental Recovery Programme (ERP)
	Support to Recovery

These projects are currently managed and implemented under a Direct Execution (DEX) arrangement by UNDP's Crisis Prevention and Recovery Unit (CPRU). Two further projects currently in the portfolio of CPRU were not part of this evaluation since their scope was beyond the remit of the 2005 earthquake. These projects are:

- National Capacity Building for Disaster Risk Management; and
- Refugee Affected Rehabilitation.

Approach and Methodology of Analysis

The Evaluation exercise used UNDP's evaluation guidelines to set a framework for analysis. The Evaluation divided the relief and recovery phases into two distinct but progressive programmes. Interventions during the relief phase were designed to provide immediate help and were short-term and intensive in nature. Interventions during the Relief Phase were assessed as individual projects according to UNDP's criteria of:

- Relevance
- Effectiveness
- Efficiency
- Degree of Change

The Evaluation of the Recovery Phase is also primarily at the project level. The performance of each project was gauged according to the four criteria mentioned above as well as an additional criterion of sustainability.

The rationale for following a project-based evaluation approach rested on the fact that no programme planning document or approach seemed to be in evidence to justify an outcome level evaluation. A programme outcome evaluation would have superimposed a programme structure onto a set of projects designed with the common goal of providing relief and recovery in the aftermath of a disaster.

The following table highlights the key questions that were considered within the criteria for the evaluation of the projects:

Criteria	Evaluation Questions	Relief and Recovery Phase
<i>Relevance</i>	<i>Is the project relevant to UNDP's mandate, national priorities and beneficiaries' needs?</i>	<i>Relief – Is the project relevant to the Flash Appeal and Preliminary Needs Assessments? Does it respond to the most important needs of the relief phase?</i> <i>Recovery – Is the project relevant to the Early Recovery Framework and Plan? Is it consistent with UNDP's CPAP? How much of the overall need is it meeting?</i>
<i>Effectiveness</i>	<i>Have the project objectives been achieved or are they on track to be achieved?</i>	<i>Relief – What part of the target population/ need was served by the project? Were equity and location issues included? To what extent was the process of implementation inclusive of stakeholders?</i> <i>Recovery – What has been the pace and quality of implementation? To what extent are results discernible? Is the process of implementation inclusive of stakeholders and their needs?</i>
<i>Efficiency</i>	<i>To what extent do the project inputs derive from efficient use of resources?</i>	<i>To what extent were the targets met with cost and HR efficiency? What were the strategies used to ensure HR efficiency? What trade-offs were made to ensure cost effectiveness versus impact/ outreach effectiveness?</i>
<i>Degree of Change</i>	<i>What were the positive or negative changes brought about by the project?</i>	<i>What were the internal and external changes affected by the relief and recovery operations?</i>
<i>Sustainability</i>	<i>Will benefits/ activities continue beyond the project?</i>	<i>Relief – This is not a consideration during relief.</i> <i>Recovery – To what extent are project interventions likely to be continued after the project and through what means?</i>

To assess the contribution made by UNDP's projects to the overall earthquake-related interventions, two main policy and planning documents were used listing the UN Agencies contribution – Pakistan 2005 Earthquake: Early Recovery Framework and ERRA-UN Early Recovery Plan. Other studies such as evaluations conducted by various stakeholders and research papers were also used for analysis. The Evaluation will discuss the overall issues from the relief and recovery phases and presents recommendations and suggestions for the future.

The Evaluation takes a primarily backward looking view of UNDP's involvement. It depends on memory-based recollections of prime actors which can often be divergent. It can, at best, make a rough estimate of the overall climate of interaction and urgency of decision-making especially during the earthquake relief phase. These constraints are unavoidable in an evaluation of this nature especially for relief operations that concluded in 2006. However, the mission attempted to place the strategic choices made by UNDP in a relevant context and discussed salient issues with a range of key informants before reaching a collective view. As part of contextualizing the interventions, the Evaluation also considered the influence of outside factors and how these may have led to the design, scale, scope and pace of interventions.

In evaluating UNDP's projects during relief and recovery, the report also examines other evaluations and uses existing guidance/criteria to verify the findings of this exercise. Recommendations are, however, specific to this exercise, even though they may be verified by other reports. They are framed for UNDP's consideration to learn lessons from its interventions during relief and recovery and to inform institutional learning.

The Evaluation does not consider impacts on the ground as these would have required a separate focus, approach, methodology and far greater resources. The Evaluation is, therefore, focused at the project outcome level and attempts to draw joint lessons across projects that can inform an overall strategy and approach.

Tools used for the Evaluation Exercise

The Evaluation Mission used a range of published sources, reports and studies for the evaluation. These included Project Documents, Monitoring Reports, independent evaluations (where available) and progress reports. Several documents have also been produced by UNDP and ERRA to assess the

overall situation in the earthquake-affected areas which also provided valuable information.

The mission also conducted thirty-seven interviews with a range of key informants from the Government, Civil Society Organizations, UNDP, UN and other donors (see Annex 1). This led to a balance of views from both "inside" and "outside" the UN. A concerted effort was made to ensure that several people from each organization interviewed were provided an opportunity to contribute their views. The mission sought the views of various cadres of staff as far as possible to balance the inputs. Separate questionnaires were developed for key informants and tailored where necessary for structured and semi-structured interviews. Some interviewees were also asked to complete ranking sheets for assessment of UNDP's interventions (e.g. CSOs).

A number of field sites in Mansehra, Balakot, Bagh and Muzafarabad were also visited to gain a first hand view of UNDP's work on the ground. The mission had a chance to meet Community Organizations from all current projects. Further, targeted Participatory Rural Appraisal exercises were conducted with communities to obtain the views of project beneficiaries. Such exercises were conducted separately with men and women to acquire gender-disaggregated views on project performance.



Findings

Relief Phase

UNDP's role in the Relief Phase was generally rated to be extremely proactive and useful by all stakeholders. Within the UN System, UNDP played a catalytic role in paving the way for the UNDAC Team to arrive and UNOCHA to begin the task of coordination in close partnership with the government. In the early stages, UNDP's role also ensured the provision of timely funds, technical capacity to the RC's Office and adequate administrative support for the Disaster Response Team. In supporting the UN System's response in the initial stages, UNDP exceeded its role and displayed exemplary commitment to humanitarian issues.

UNDP's interventions in the relief phase followed the agreed UN policy of "provider of last resort". This approach ensured that projects/ sectors identified in the Flash Appeal that were left unsupported by other UN agencies were implemented by UNDP. However, it also meant that UNDP had to enter areas of work that were not traditionally its sphere of intervention e.g. shelter and cooking and heating.

UNDP was a major recipient of financial assistance raised through the Flash Appeal. It committed to raise 16% of the total funds and was at par with UNICEF. Only WFP, which providing food aid during the emergency, made commitments exceeding UNDP's and UNICEF's with 33% of the overall commitment. IOM, FAO and WHO were the other major contributors, although their share was less than that of UNDP and UNICEF. The Flash Appeal was heavily dominated by the UN Agencies with non-UN partners contributing about 3% of the overall amount required.

UNDP received about 40% of the amount it expected to raise through the Flash Appeal (US \$37,138,100 of US \$90,750,000). This amount (US \$37,138,100) represented 6% of the total required funding under the Flash Appeal issued on 26th October 2005. However, the lower availability of funds did not have a significant impact on UNDP's range of contributions since only two interventions out of a proposed 10 were not implemented. These projects were (i) Opening access to remote areas and (ii) Back to School, and they were taken over by other partners. Nevertheless, UNDP was deemed a successful conduit for channeling donor money since no less than 12 separate non-UN donors contributed to UNDP implemented projects. Also, in comparison with funds pledged in similar situations in other countries, the success in securing 40% of overall envisaged funds was a tremendous achievement.

In terms of the amount pledged in the Flash Appeal by project, UNDP was able to secure 125% for Emergency Shelter, 100% for Cooking and Heating, 50% for Transitional Shelter and only 15% for Rubble Removal. **The funds secured for the Transitional Shelter and Rubble Removal projects was significantly less**

than what was required under the Flash Appeal. However, the fully funded projects were urgently necessary and given the scarcity of overall funds, UNDP seems to have made the right trade-off to contribute to them. While Rubble Removal was a necessary precursor to recovery, there may be some legitimate queries as to whether using allotted funding for shelter needs would have been a better trade off. This is particularly applicable since rubble removal was heavily supported by a range of other stakeholders such as the military, USAID and IOM. *UNDP has recently developed its early recovery policy which in future is hoped to provide guidelines and tools that would enable it to make more strategic, cost-effective and impactful choices in post-disaster situations. Such guidelines and tools would help UNDP to adopt appropriately mandated and evidence-based rationale for supporting interventions in such situations.*

While UNDP was able to act as an important partner in the immediate aftermath of the crisis, there are questions regarding its role as an implementing partner given its focus on capacity-building and strategic support. The most significant, unique and well appreciated area of UNDP's interventions was that where local capacity was built, rather than where it's involvement was as part of a host of other partners engaged in direct relief. One key example is the involvement of a Nepali NGO, the National Society for Earthquake Technology (NSET), in imparting information, training and demonstrations on earthquake-friendly building techniques. This intervention was in tandem with UNDP's focus on improving capacity and led to skill upgrading among a range of stakeholders, which in turn promoted earthquake-resistant building practices. UNDP was able to leverage its role as an international agency with recourse to technical expertise at the highest level, which benefitted local relief efforts.

UNDP seems to have made some gains and missed some opportunities in working with Civil Society Organizations during the relief period. UNDP worked in close collaboration with local NGOs/ CBOs to identify the target population for distribution of cooking and heating equipment. UNDP worked in close partnership with NGOs on the Transitional Shelter Project, and engaged with them to implement the provision of nearly 50% of transitional shelters. This not only aided quick implementation, but it also built capacity among local NGOs. However, it is unclear as to what extent UNDP was able to include the NGOs' role and their issues in the Early Recovery Cluster. Feedback from NGOs suggests that this was an area that required stronger engagement from UNDP. **NGOs reported that UNDP could have paid closer attention to their concerns related to improved poverty targeting and greater inclusion of gender concerns.**

UNDP achieved significant results through the shelter and cooking/ heating projects. UNDP's shelter projects met significant needs (5% in Emergency Shelter, 10% in Transitional Shelter). Achieving a 10% coverage is remarkable since shelter

is an expensive area of work. Further, several other agencies e.g. IOM were involved in providing shelter. Cooking and Heating is estimated to have reached out to at least 78,000 households in addition to serving communal facilities such as camps and hospitals etc. At the household level this translates into 13% of the affected households. Since UNDP was the only agency engaged in providing cooking and heating, they served an extremely useful purpose.

However, in terms of the overall picture, there were concerns that these interventions were inadequate in respect to the required needs. Similarly, rubble removal seems to have had the lowest overall impact since it only removed about 0.35 of the overall rubble and cleared only 0.24% of the overall buildings destroyed in the earthquake. UNDP seems to have opted for this intervention as a necessary precursor to re-building and as a response to immediate needs. However, its contribution in this area was not comparable to the impact of other interventions during the relief phase. As noted elsewhere, without the use of decision support tools to gauge cost effectiveness and impact effectiveness prior to the selection of interventions, such an outcome is not surprising.

The level of impact achieved as a result of UNDP's interventions is not clear, given that no systematic field-level and beneficiary-centered impact evaluation has taken place. In the absence of beneficiary centered impact analysis, there is no information available to understand how well the interventions were targeted to local needs and aspirations, how well equity, poverty and gender needs were met, or how well remote areas were included. *This is an important exercise to learn lessons for the future. UNDP should consider undertaking a beneficiary-centered impact evaluation exercise to learn lessons on improving the targeting of beneficiaries.*

Early Recovery

From the outset, UNDP took a lead in the Early Recovery Cluster and played a strong leadership role in defining the strategic framework of recovery. In doing so, it faced the dual challenge of applying a new approach and introducing the emerging concept of early recovery. UNDP displayed strong leadership skills to enable the Early Recovery Cluster to develop a strategic framework and plan, coordinate closely with ERRA and acquire donor support. UNDP's experience in this area made a major contribution to the development of guidelines and operational frameworks for the functioning of the Early Recovery Cluster and informed its application in other countries.

UNDP was able to create strategic mechanisms in the form of the Early Recovery Cluster which gave the programme an overall working continuum. The earlier strategic discussions in the Early Recovery Cluster helped in institutionalizing a long term perspective, even for relief activities. The selection of tran-

sitional shelters in place of tents is a case in point. But there still remained some confusion around the concept of early recovery and its programmatic details. In particular, the distinction between humanitarian interventions and early recovery efforts was not always clear, which affected cluster coordination¹. Still the timely inception of the Early Recovery Cluster was helpful in organizing various actors and developing an initial understanding on long term thematic interventions.

UNDP's leadership of early recovery programmes was effectively eliminated when the Early Recovery Cluster stopped functioning. The cluster provided an opportunity for UNDP to interact with a large number of NGOs and other agencies which implemented early recovery projects. With UNDP convening the Early Recovery Cluster, it could have exercised a very important role in influencing the entire recovery programme. UNDP lost these opportunities and advantages when it stopped convening the Early Recovery Cluster. It is not clear under what circumstances the cluster ceased to function, but after this closure, UNDP implemented the early recovery interventions through stand alone projects, with no system-wide influence over the scope and scale of early recovery interventions.

UNDP's close working relationship with the Government of Pakistan was seen as a tremendous advantage by other donors. Several donors were of the opinion that UNDP's partnership with the GoP allowed the UN System and other donors to play a more coordinated role in meeting the crisis. However, many reputable NGOs questioned the "perception gap" created by UNDP's strong ties with a military-led and controlled recovery operation and termed it as counter-purposeful to UNDP's support for devolution and citizen engagement.

The Early Recovery Cluster also faced some challenges that can now serve to inform UNDP's role in this area. Some challenges were attributable to the novelty of the Cluster Approach and arose from unclear guidelines, lack of inter-cluster and intra-cluster coordination, leadership issues, lack of adequate voice for Civil Society Organizations and lack of integration of issues such as gender and humanitarian approaches. Other challenges were specific to the Early Recovery Cluster. Firstly, Early Recovery became an aspect of interventions by other clusters making a separate cluster superfluous. Secondly, UNDP was seen as taking the main role in the cluster rather than facilitating other partners. Nevertheless, valuable lessons were learnt from these challenges for refining the Cluster Approach and Early Recovery.

A range of developments have taken place since 2005 to guide the application of the early recovery concept. Guidelines have now been developed, toolkits formed and staff support structures to the RCs' office has been clarified by UN HQ in New York. These changes are now in the early stages of application. *UNDP needs to invest in developing technical capacity and trained*

¹ Report of the joint DGO/BCPR mission to Pakistan, 18-21 September 2006, UNRC office

staff to stay abreast with new developments and to be technically equipped to support the RC's Office in this area.

The overall effectiveness of UNDP's leadership of the Early Recovery Cluster was also influenced by the absence of Multilateral Banks in joint recovery planning. The Early Recovery Framework and Plan did not include IFIs despite their obvious role in long-term recovery and reconstruction. This cleavage was attributed primarily to the differing comparative advantages of multilateral banks (reconstruction) and the UN System (recovery). By all accounts, the UN's early advantage in planning the relief and early recovery phase suffered through its token presence in the Damage Assessment exercise conducted by the IFIs. Further, the lack of joint action with multilateral banks had implications for the UN's continued role in long-term engagement on recovery and reconstruction. This situation cannot be attributed specifically to UNDP but is an outcome of a lack of collaborative arrangements between the UN System and IFIs on a global level.

UNDP's knowledge and international experience played a key role in setting up and functionalizing specialized state structures for managing recovery and reconstruction. A few days after the earthquake, the Government announced the creation of a Federal Relief Commission (FRC). This was followed by the creation of the Earthquake Reconstruction & Rehabilitation Authority (ERRA). UNDP's support during and after the creation of ERRA played an instrumental role in establishing and strengthening the institution. The need to establish such an agency has been demonstrated after other large-scale disasters in other countries as well e.g. in Gujarat, India and Indonesia (BAPPENAS and BAPPEDA in Aceh). UNDP's support to such structures is also not new. UNDP's decision to support ERRA through TAMEER was relevant in the light of global experience and its own mandate as the leader of the Early Recovery Cluster. However, in the way TAMEER was conceived and implemented, it led to the development of an over-centralized and dependent organization. It did not contribute to the Government's substantive capacity-building on a long term basis. *It has also not worked to change the over-centralized nature of ERRA's functional structure which is not consistent with the constitution of Pakistan. If ERRA's centralized approach to recovery and reconstruction continues, it would eventually undermine the provincial and district civilian capacities and would cause delays and further complexities in reconstruction efforts.*

The international staffing support to UNDP for Early Recovery did not prove to be effective. After the initial stage, the global expertise in Early Recovery was provided through Early Recovery Coordinators. These coordinators were positioned in the office of the UN RC as well as the UNDP Country Office. The Early Recovery programming conducted did not reflect the

specific contributions of these experts. In fact, all the personal interviews held confirmed that the contribution of these Early Recovery Coordinators to UNDP's Early Recovery programming, as well as implementation, was neither substantial nor relevant. In certain situations, these arrangements strengthened the perception that the UN system was working too closely with the military authorities, which alienated other Early Recovery partners.

At the time when state institutions, especially in AJK, were facing the risk of an organizational melt down, UNDP facilitated in resurrecting the state. The seat of the Government in AJK, was particularly badly hit by the earthquake. Most of the public sector offices were flattened in the effected area. In such circumstances, UNDP interventions facilitated returning a sense of normalcy in Government offices and ensured the presence of Government at a very critical time. This facilitated better working and coordination of recovery efforts by the government. The credibility and goodwill UNDP generated within state authorities provided an opportunity to create innovative new organizational/ management structures as well introducing new programmes within the overall context of recovery and reconstruction.

The earlier gains in developing a useful strategic Early Recovery framework could not be translated into broader strategic goals and integrated interventions. Instead a set of stand-alone projects were designed and implemented. As a result, an otherwise impressive recovery response was reduced to a collection of projects.²

Most of UNDP's interventions were found to be efficient although the issues of scale, scope and cost effectiveness reduced their impact, especially in community-based programmes. For instance, CBLRP's interventions in the area of community infrastructure development and community skill building have brought about huge benefits but their critical link with asset building services and market mechanisms is non-existent or weak by design. The project also suffered due to expensive management and implementation services mainly because UNDP could not locate effective implementation partners to work at the community level. Further, the sustainability of UNDP's continued support to TAMEER seems difficult given that the recovery phase is likely to take longer than anticipated by ERRA.

The overall Early Recovery process did not ensure a formal citizen's oversight mechanism at the strategic and operational levels. Additionally, no elected structure at the na-

² For instance there were some interventions closely linked with disjointed livelihood and environmental recovery projects but due to project approach no such programmatic linkage could be stabled.

tional, provincial or state levels was meaningfully involved.

This is a significant programmatic gap in a country where UNDP has been supporting democratic governance. This evaluation did not find any evidence that UNDP's earthquake programme is attempting to seek a transition towards more civilian control of the organizational structures it helped to create³. As a result there is a major perception gap between citizens, bureaucracy and elected representatives over the effectiveness and manner of the recovery response⁴. There is an urgent need to initiate an effective citizens' oversight mechanism at every level.⁵

The monitoring and evaluation arrangements for the projects implemented by UNDP require further strengthening.

There are limited internal reviews of these projects within UNDP. Some projects did not have any analytical notes or reports to evaluate the performance of these projects. While progress reports on projects are available, they neither provide much information on the qualitative aspects of interventions nor do they present alternatives for corrective action. Further, the existing monitoring arrangements are focused on assessing project performance such as the pace of implementation, disbursements etc. from a management perspective. It is unclear if these arrangements have been involved in initiating qualitative evaluations and adopting the findings from such studies. *There is an urgent need to create a new role or position on programme-wide monitoring with a special focus on outcome monitoring. Such an arrangement will ensure better use of project-wise data collection as well as promoting improved management. Quantitative surveys need to be taken as part of M & E arrangements.*

UNDP will have to create mechanisms for better usage of its global knowledge and experience in various sectors.

All the projects could have benefited from the global experiences of UNDP. Except in the initial stage where BCPR was involved in the formulation of the Early Recovery framework, there was no conscious effort on the part of the UNDP CO to seek experiences from other countries in respect to transitional shelter, environmental recovery and livelihoods projects etc. in other countries.

3. This is not activity level community participation structures like CBOs. This is more of strategic participation for transparency and accountability from citizen bodies, right groups & political representatives at various levels in order to ensure that how citizen's claims and concerns are informing the program at the systemic level.

4. The recent summoning of ERRRA authorities by National Assembly's public accounts committee to explain the manner of its earthquake response is one example of public representative's concerns regarding ERRRA's performance.

5. National Assembly's Public Accounts Committee remarks on ERRRA's accounts are a case in point.



2.0 Project Wise Analysis

OVERALL COORDINATION IN THE INITIAL PHASE

The Evaluation Summary	
Relevance	High
Effectiveness	High
Efficient	High
Change	High

Relevance High

Almost immediately following the devastating earthquake of 8th October 2005, UNDP mounted an effective and well managed coordination operation to respond to the tragedy. In initiating this action, UNDP responded to a humanitarian tragedy, which is clearly an area of intervention under the remit of the UN System. However, no UN Agency working in Pakistan in 2005 had the expertise or experience of working in disaster-related situations. UNDP had been involved in supporting the GoP in developing Disaster Risk Reduction (DRR) strategies.¹ In line with its previous experience in the sector, it was highly relevant for UNDP to take a proactive role.

Effectiveness High

By all accounts, UNDP's coordination role in the initial phase was extremely effective. UNDP was able to play a facilitating role by alerting and mobilizing the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) and assembling key technical support such as the UN Disaster Assessment and Coordination (UNDAC) Team which arrived in the country within twenty four hours of the Earthquake. UNDP's early and proactive role paved the way for the UN System² (through UNOCHA) to mount an early and coordinated response to the tragedy. Within the first few crucial days, emergency funds (through Bureau for Crisis Prevention and Recovery) were arranged, details and processes to facilitate the arrival of the UNDAC Team were finalized³, contact was established with the Federal Relief Commission, a Flash Appeal for US \$549 million was launched and the UN

1. Interview: Haoliang Zhu, Ex Resident Coordinator, UNDP (24th Nov 2008)
 2. Interview: General Nadeem Ahmed, Ex-Deputy Chairman, ERRA (8th November 2008)
 3. Interview: Amir Tariq Zaman, Ex-JS, Economic Affairs Division, Government of Pakistan (24th Nov 2008)

Disaster Management Team was convened. It was crucial that UNDP played a catalytic role in arranging the UN System's early response as effective relief efforts would not have been possible otherwise.

UNDP also beefed up the capacity of the UN System to respond to the crisis by placing a Resource Person for Early Recovery in the Resident Coordinator's Office until a dedicated Humanitarian Coordinator was available⁴. Further, UNDP provided the necessary administrative support required for UN OCHA and other teams to become operational and engage in the relief efforts.

UNDP played an effective role in developing the Flash Appeal. It committed itself to work on no less than 10 different projects amounting to approximately US \$90,750,000 of the total Revised Flash Appeal of approximately US \$ 549 million. This represented about 16% of the overall commitment and was roughly on a par with UNICEF's commitment. However, UNDP was able to realize some 40% (US \$37,138,100) of the pledged funds by securing contributions from some 10 different donors. The level of funds secured did not have a significant impact on the number of projects undertaken, as two projects initially pledged by UNDP were implemented by other partners. However, the scope of projects selected for implementation was somewhat reduced. Of the amount pledged in the Flash Appeal, UNDP was able to secure 125% for Emergency Shelter, 100% for Cooking and Heating, 50% for Transitional Shelter and only 15% for Rubble Removal. Despite this situation, UNDP was able to select the projects with greatest impact on securing lives (e.g. shelter and cooking and heating) in line with the overriding aim during the relief phase. These were selected in accordance with UNDP's role as "provider of last resort". In this role, UNDP played an active role in implementing projects that were not supported by other UN Agencies.

UNDP's effectiveness in the initial phase may also have been somewhat affected by the UN's overall role in managing the crisis. One key issue cited by some participants included the role and advice of technical personnel attached to FRC, an organization dominated by the military. Close alignment with the military establishment was seen to be at cross purposes with the devolution, poverty reduction and citizen engagement aspects

4. Interview: Jan Vandermortle, Ex-UN Resident Coordinator (27th Nov 2008)

of UNDP's mandate and existing interventions on the ground. UNDP's effectiveness in including the substantive viewpoints and inputs of a range of CSOs was also seen to have been affected by this "perception gap". NGOs stated that their views on gender, empowerment and equity were sidelined. Several partners also questioned the sustainability and effectiveness of UNDP's hands-on role during the relief and recovery phase and how it linked with capacity-building which was the overall strategic thrust of its approach.⁵ However, given Pakistan's political context in 2005, UNDP had little option except to work closely with the current establishment – it was clearly a factor outside UNDP's control.

Efficiency

High

As regards overall efficiency, UNDP played a catalytic role in the early phase with an extremely small team dedicated to relief and early recovery issues. This Team played a crucial role in paving the way for the UN System to become operational. The efficiency was evident in the timeliness of the response as well.

Change Factor

High

UNDP's role particularly in the early stages showed high levels of initiative and innovation. It responded to the catastrophe in an adaptive and proactive manner. Its full participation in the Cluster Approach contributed to the development of a new tool for dealing with humanitarian crises. UNDP's experience in the Early Recovery Cluster led to the development and refinement of the Early Recovery Approach, which at the time was a relatively new concept. This approach has since been developed further and several tools and guidelines are now available that builds on this crucial first experience. In this area, UNDP has shown clear innovation and ability to apply innovative concepts that provide a model for replication.

The Early Recovery Cluster also led to several internal changes including the expansion of the scope and type of interventions undertaken by CPRU and recognition of the role of CPRU in taking the lead on earthquake-related interventions (despite project development being undertaken by other Units⁶ within UNDP-Pakistan). Additionally, in practice, the role of UNDP in disaster relief was redefined beyond its mandated CPAP priorities of "Crisis Prevention and Recovery capacity building" and "capacity development to manage and reduce the risk of disaster".⁷

Recommendations

Several recommendations emerge from UNDP's role in the coordination of the Early Recovery phase and as leader of the Early Recovery Cluster. These include the following:

UNDP's role in the relief phase: UNDP has shown clear capacity to play a proactive role in the initial phase of a humanitarian situation. However, it needs to determine its role in relation to the scale of the disaster and needs clear criteria for assessment of the requirements for its engagement.

Point of entry: UNDP needs to proactively engage with initial post-disaster needs assessments (PDNA) to assess its role. This needs to be done on a robust partnership basis with strong technical knowledge on Early Recovery rather than in a token fashion as is generally the case in World Bank-led damage and loss assessments.

Strategic role: Where UNDP chooses to engage itself in relief operations, its interventions should be organized to provide leverage in subsequent recovery phases. It should ensure that its partnerships extend beyond UN Agencies to other players, particularly IFIs and those NGOs which have a stake in long-term reconstruction and development.

Capacity: Since UNDP is the designated Cluster lead agency in Early Recovery, it is essential that capacity within CPRU is beefed up to ensure continued support in this area. Early Recovery has been defined within UNDP in terms of a Network Approach rather than an exclusive Cluster and is to be spearheaded through advisors attached to the RC's Office⁸. It is useful that CPRU develops strong technical and coordination capacity to provide technical backstopping for Early Recovery.

Partnerships: UNDP's capacity to forge effective partnerships with key institutions (e.g. IFIs) requires a sustained and concerted effort. This needs to be strengthened through better coordination, dialogue and early information sharing with IFIs. The development of internal capacity on Early Recovery can be a useful way to bridge the relief and reconstruction cleavages that became the reason for a lack of a joint action in 2005.

5. Meeting with NGOs, (21st Nov 2008)

6. Meeting with ARRs (10th Nov 2008)

7. See Page 23; Country Programme Action Plan (2004-2008), UNDP

8. Guidance Note on Early Recovery, Cluster Working Group on Early Recovery, Inter Agency Standing Committee, April 2008.

COOKING AND HEATING PROJECT

The Evaluation Summary	
Relevance	High
Effectiveness	High
Efficient	High
Change	High

Relevance

High

With winter fast approaching at the time of the earthquake, the need to provide cooking and heating facilities to some 3.3 million⁹ homeless people was a highly relevant and urgent priority. The need for cooking and heating was identified in the Flash Appeal made by the UN under SAEQ-05/S/NF06. Under the circumstances, UNDP as “the provider of last resort” undertook the responsibility to implement the project given that it did not correspond clearly with the mandate of other UN Agencies.

Effectiveness

High

Consultations at the field level, although localized, support the view that this project was effective in providing adequate and timely fuel needs to the affected population. The project reached out at three levels – household, communal and public institutions. At the household level, the project provided heating and/or cooking facilities to a total of 57,896 families in both Azad Jammu and Kashmir and NWFP. Families that received LPG-based equipment were provided LPG cylinders for refueling at pre-calculated intervals depending on the type of use. Secondly, camps received heating facilities, communal bathing as well as cooking facilities. Finally, several medical institutions/facilities were supported through the supply of LPG and heating units.

The effectiveness of targeting the right households in a geographically diverse scenario was evidently a major concern of this project. Towards this end, the project devised a range of “packages” to benefit families with varying needs and in isolated locations. Most received LPG-based cooking and/or heating facilities, though some families in remote areas where LPG supply was extremely difficult received charcoal-based stoves and charcoal supplies (Mansehra, Bagh, Kohistan and Muzaffarabad). The project was, therefore, very effective in meeting immediate needs and contributing to the “winter race” thrust of operations by increasing the coping conditions of the earthquake struck population and enhancing protection from winter-related illnesses. A range of CBOs assisted as Implementing Partners (IPs¹⁰) and conducted needs assessments within villages to

identify beneficiaries. Evidence from interviews with IPs and selected field visits showed that people had indeed benefited from project interventions.

About 17% of LPG cylinders (100,000) were refilled, therefore, providing refueling facilities to a relatively small number of households despite the original goal of 10 refills per LPG kit. ¹¹This was perhaps due to a lack of funds and/or lack of long-term accessibility to target villages. It is also unclear if re-fueling was targeted according to a set of criteria at the household or village level.

It is not clear how much of the overall need for cooking and heating was met by the project. In the absence of baseline data, it is difficult to estimate outreach, but some estimates state that the earthquake rendered 600,000 households homeless. If these households were the first priority, the project reached some 9% of the homeless and vulnerable households.

While facilities targeted at the camp level certainly benefited a relatively larger number of people, these, at best, were only an estimated 275,000¹² people in camps (roughly 8% of 3.5 million affected people). However, it is unclear how many of the remote villages were covered by the project and if these were prioritized in any way.

Women were major beneficiaries of the project. Training imparted on safe use of equipment led to few incidents of fire and enabled women to save time and energy gathering fuel wood.

Efficiency

High

The cost-efficiency of the project is unclear. While each LPG kit is reported to have cost Rs 6000,¹³ it is unclear if this includes the cost of delivery and staff time. The efficiency in human resource use is evident through the use of IPs for distribution which improved the efficiency of targeting the right households.

Change

High

The project presents a high “change” factor. It showed innovation in design and targeting. Market linkages with LPG suppliers were forged and continue to exist. The distribution centers set up by the project are also in operation through small shops. There is strong evidence that the equipment distributed by the project continues to be in use. The intervention, therefore, met an immediate and critical need and also paved the way for a sustained change in the living conditions of the local people.

9. Page 2, UNDP and the 2005 Earthquake-One Year On.

10. Interview with local NGOs (Muzaffarabad)

11. Flash Appeal

12. Page 31, Earthquake 8-10: Learning from Past Experience, Iffat Idris, NDMA, 2007

13. Source: see 21.

Recommendations

The intervention of the Cooking and Heating project was made in exceptional circumstances. UNDP would not be expected to implement a similar project again unless those extraordinary circumstances present themselves again. However, it provides important lessons for relief management e.g. it indicates how critical cooking and heating is for the restoration of essential household capabilities, it needs to be included in any relief package where there is a large-scale collapse of houses, and there is a need to evolve a strategy for targeting households. Also, the supply of fuel needs to be standardized for the households to be covered. A pre-arranged contract with distributors/ suppliers of LPGs would be helpful for their immediate and efficient distribution during the relief phase. However, these are recommendations for relief administration, not really UNDP.



EMERGENCY AND TRANSITIONAL SHELTER

The Evaluation Summary	
Relevance	High
Effectiveness	High
Efficient	High
Change	High

Relevance High

Both Emergency and Transitional shelter projects were relevant and pressing needs after the earthquake. While the Emergency project was UNDP's first immediate intervention implemented over October-November 2005, the Transitional Shelter project allowed UNDP to build on this and improve the quality of shelter for the affected population. Both projects were aligned with the Flash Appeal and ERRA-UN Early Recovery Plan and Framework that emphasized shelter as a basic and major need. UNDP was also a part of the global cluster working group on shelter and therefore had a clear mandate to contribute to shelter.

Effectiveness High

Both projects were effective in reaching the target population although their contribution to overall needs was relatively low (about 5% and 10% respectively of overall homeless households).

The Emergency Shelter project provided winterized tents to about 11,654 beneficiaries directly plus another 18,801 through partners. The project, therefore, reached about 5% of the total 600,000 homeless households. Given that only a small proportion of the overall distributed tents were winterized, UNDP seems to have made an early and informed decision about the type of intervention required rather than imposing an unsuitable solution. The project was efficient in targeting the deserving households through following a one tent per household policy and using CBOs to identify families. However, given the lack of data and coordination in the early emergency stage, it is possible that some duplication and omissions took place.

The Transitional Shelter Project covered some 9% of the total affected households (53,252) at the cost of US \$250 each. Through its involvement of IPs for identification, training and distribution of CGI (corrugated galvanized iron) sheets, the project was able to reduce duplication and improve targeting. The integration of capacity-building and training on improved building techniques made it possible to initiate a change in the building practices of local residents.

It is unclear how the project incorporated land-use issues in the transitional shelter project. This is particularly applicable to fe-

male headed households and to the landless and poor who did not own the houses they lived in prior to the earthquake.

Since the project's coverage was low and its main objective was to demonstrate the construction of transitional shelter, it is also unclear if alternative strategies were considered to ensure maximum effectiveness. One question for consideration would have been whether to cover all households in selected areas (amounting to a total of 10%) or to spread coverage across all districts. However, it must be stated that 10% coverage is commendable given the high cost of shelter related interventions.

It was also unclear how the project strategy related to the overall shelter cluster strategy, if there was one in existence. This would have allowed the project in particular and the Shelter Cluster in general to enlist the support of other partners in their cluster to cover the population not served in the areas of its operation. This gap may have resulted due to the peculiar dynamics of the shelter cluster.

Efficiency High

UNDP spent some US \$25 million (out of US \$37 million) on shelter related interventions making this the largest sector of UNDP's interventions during the relief phase. The proportion of funds used was justifiable in line with the acute need for shelter. However, the cost-effectiveness of UNDP's interventions cannot be determined until a comparison with other partners can be made. The cost efficiency of investing first in tents and then in transitional shelter seems to have diverted resources from being spent on the latter in the first place. However, it can be seen as a logical transition that UNDP seems to have made on the basis of the assessment of prevailing conditions and available choices. It must also be kept in mind that UNDP did not have much previous experience in this area. It underscores the need to invest in greater technical inputs in devising shelter strategies, especially since shelter is known to be a complex area of intervention.

Human resource efficiency is evident through the use of IPs and UN Volunteers at the field level for outreach and monitoring. The efficiency of the approach is also evident from the use of NSET for demonstrating earthquake resistant building techniques. These trainings and demonstrations reached out to masons, engineers and individual builders. A set of master trainers were trained to ensure sustainability and continuity of the intervention and two model buildings were constructed for demonstration purposes. A total of 1,675 people benefited from this training, which was both cost and impact effective as it reached out to key people, created public awareness and imparted crucial training that would not have been available without such an intervention.

Change

High

The principal change achieved through this intervention was on the lives saved due to the harsh winter which followed the earthquake. An institutional change within UNDP was the learning garnered through being involved in emergency and transitional shelter on a relatively large scale. This has led to valuable learning for UNDP and provided lessons for shelter which is a complex area of intervention.

Recommendations

That UNDP can undertake the responsibility for construction of transitional shelter in a difficult situation, speaks of its resourcefulness and effectiveness. The provision of transitional shelter was a crying need, which UNDP addressed despite its lack of expertise or sectoral mandate. It established UNDP as a provider of last resort. Further, it also helped in establishing transitional shelter as an Early Recovery need which UNDP may be called upon to address, depending upon the circumstances of the disaster. The immediate humanitarian significance of the transitional shelter programme as well as its long-term impact on UNDP's role in the Early Recovery network needs to be acknowledged. However, there is a need to strengthen UNDP's technical capacity in the shelter area to ensure that a more cost-effective and people-centered strategy can be adopted in future interventions.



RUBBLE REMOVAL

The Evaluation Summary	
Relevance	High
Effectiveness	Medium
Efficient	Medium
Change	High

Relevance High

Rubble removal is considered an essential part of recovery and paves the way for reconstruction. It can also be the vehicle for providing cash-for-work to local communities who face insecure livelihoods and incomes following a disaster.¹ UNDP's intervention in the area is aligned with the Flash Appeal and Early Recovery Framework and addresses a key concern raised in the UNEP/OCHA Preliminary Environmental Assessment in early December 2005.

The cash-for-work aspect is aligned with UNDP's mandate under the CPAP to address poverty reduction, community development and asset building for the poor. However, Save the Children had already contributed a project under the Flash Appeal (SAEQ-05/ER/I08) for this purpose and it is unclear how UNDP's intervention supported or aligned with this intervention.

Effectiveness Medium

UNDP was able to implement the project with strong support from UNOPS. Time delays due to bureaucratic clearances were beyond UNDP's control. The extent to which UNDP was able to contribute to livelihood regeneration through this intervention is unclear. Some 178,758 labour days were generated by the project but the payment rates to workers and the number of workers who benefited from the project are unspecified. It is also not clear what proportion of project funds were actually used for labour. Further, the project made a strategic decision to also clear some private buildings. This was an excellent adaptive measure but could have served the purpose better if some clear criteria for approval of private applications had been introduced.

Efficiency Medium

The project cleared about 0.3% (554,030 cubic meters²) of the 200 million meters of rubble generated as a result of the calamity. It cleared some 0.24% (1,448³ of 600,000 buildings) of the overall buildings destroyed during the earthquake. While rubble removal was an activity that UNDP undertook to facilitate

rebuilding and provide income to the effected population, it was clearly very limited in scope. The project used US \$5 million to achieve its outcome in comparison with Cooking and Heating (US \$5,465,585) and Emergency Shelter (US \$9,391,237). In comparison with the low impact of the Rubble Removal project, Emergency Shelter reached out to approximately 2% of the effected households and Cooking and Heating is estimated to have roughly reached 9% of the effected population. Given the small impact of this intervention, it is unclear how cost efficiency and scale of output/ impact issues were taken into consideration when identifying this intervention for UNDP's support. However, the timeliness efficiency of the Rubble Removal project was noteworthy as the project completed its assigned task within 45 days. Further, at only 5% of total project expenditure, administrative costs for the project were low.

Change: High

Participant interviews stated that the change factor in this intervention was high. The project paved the way for several Government buildings to be operational and promoted the rebuilding of destroyed homes. Since no beneficiary satisfaction survey was undertaken for this project, it was unclear how people were satisfied by the process of application approval.



1. Responding to Earthquake 2008, ALNAP, Provention Consortium.

2. See Page 2, Project Completion Report, Rubble Removal Project.

3. Page 6, Project Completion Report, Rubble Removal Project.

3.0 The Recovery Phase

EARLY RECOVERY CLUSTER AND UNDP'S ROLE

Project Details

- Promote and improve effective inter-agency cooperation among all stakeholders dealing with relief, recovery and reconstruction issues including coordination, information management, advocacy and resource mobilisation, and policy development and strategic guidance in a coherent and integrated manner.
- Share information on the progress, achievements and constraints of sectoral activities through situation reports and ER Quarterly progress reports.
- Disseminate policy and strategy frameworks to the members of the Early Recovery network, including provision of technical standards and guidelines.

The Evaluation Summary	
Relevance	High
Effectiveness	Medium
Efficient	Medium

Detailed Evaluation Analysis

Relevance

High

The relevance of UNDP's role was evident in its participation in the Cluster Approach, which was implemented in Pakistan for the first time anywhere as part of the UN's humanitarian reform. At the outset of the emergency, the Inter-Agency Standing Committee (IASC) partners decided to apply the general principles of the Humanitarian Cluster approach to the disaster in view of its particular humanitarian challenges. Consequently, the Humanitarian Coordinator assigned UNDP the role of lead agency for the Early Recovery Cluster that had been created in Islamabad.

Following the recommendations of the humanitarian response review initiated by the UN, the cluster approach was proposed as a way of addressing gaps and strengthening the effectiveness of humanitarian response through building partnerships. Pakistan was probably the first country where the cluster approach was introduced following the earthquake. Among several clusters set up in Pakistan, one was devoted to Early Recovery, for which UNDP is the global cluster lead.

In Pakistan, "the Cluster Approach successfully provided a single and recognizable framework for coordination, collaboration, decision-making, and practical solutions in a chaotic operational

environment".¹ While this innovative approach led to coordinated action by the UN and other partners, it also revealed several deficiencies that impacted upon the UN System, including UNDP's efforts. These included (i) lack of clarity on what constituted a Cluster Approach (ii) lack of involvement of civil society organizations in decision-making leading to some degree of marginalization (iii) conflict over the role of the leading Cluster agencies in fund raising (iv) lack of ability to discuss and incorporate cross cutting issues such as gender, environment, human rights and participation². These issues applied also, albeit to a varying extent, to the Early Recovery Cluster headed by UNDP. In particular, no guidelines existed at the time for clusters and the distinction between humanitarian interventions and Early Recovery efforts was not always clear which affected cluster coordination³. However, UNDP carried out the dual function of having to perform as cluster lead agency and as an operational agency with field-based recovery programmes in affected areas⁴

Effectiveness

Medium

As the leader of the Early Recovery Cluster, UNDP faced a challenging task since early recovery was not seen as a particularly relevant area of work, given that immediate rescue and relief considerations dominated the agenda. The cluster was able to undertake a joint needs assessment and produce an Early Recovery Framework outlining priority sectors, areas of intervention and financial requirements. This Framework served as the basis for the Government of Pakistan's call in October 2005 for financial support from donors for recovery and reconstruction.

The overall effectiveness of UNDP's leadership of the Early Recovery Cluster was clouded by four factors: (i) lack of a joint plan of action with Multilateral Banks (ii) general limitations in the implementation of the cluster approach that also applied to the Early Recovery Cluster (iii) perceptions of a lack of coordination between UN Agencies and (iv) lack of a dedicated fund-raising mechanism to ensure that finances were secured. Some of these challenges were faced by the UN System as a whole, which affected UNDP's effectiveness as a participating agency.

The World Bank and ADB conducted an assessment of damages and produced a "Preliminary Damage Assessment Report". However, subsequent to this assessment, the multilateral banks

1. Application of the IASC Cluster Approach in the South Asia Earthquake, Islamabad, Pakistan, 10th – 20th February, 2006.
2. For a detailed discussion, please see: Application of the IASC Cluster Approach Report (op-cit)
3. Report of the joint DGO/BCPR mission to Pakistan, 18-21 September 2006.
4. CPR Newsletter- Securing development, peace and justice for all - Early Recovery Cluster: Lessons learned from Pakistan by Angelika Planitz, BCPR, UNDP.

and UN Agencies could not form a joint plan of action for relief and recovery. The Early Recovery Framework and Plan do not include the multilateral banks despite their obvious role in long-term recovery and reconstruction. This cleavage can be attributed primarily to the differing and comparative advantages of the multilateral banks (reconstruction) and the UN System (recovery). By all accounts, the UN lost an early advantage in planning the relief and Early Recovery phase through its absence from the Damage Assessment exercise. Further, the lack of a joint action with multilateral banks had implications for the UN's continued role in long-term recovery and reconstruction. However, this lack of coordination was largely attributable to the refusal of IFIs to join hands with the UN System under the Early Recovery Framework.

In UNDP's case, long-term effectiveness of the Early Recovery Framework and Plan seemed to be not clearly evident. Key informants supported the view of the IASC Assessment that the Early Recovery Cluster displayed a "general lack of clear understanding of what the Early Recovery cluster entails...[which]... also made it difficult for the other clusters to determine how to relate and contribute to this cluster".

One reason was that the Framework and Plan were perceived as too "supply-driven". They also could not clarify inter- and intra-cluster coordination especially between the UN Agencies. The lack of coordination was also evident from several interviews and the situation may have been one where UN Agencies were perhaps not seen as united behind a common goal. Further, the transition from relief to recovery was not clear especially with regard to the design of UNDP's own interventions. One manifestation of this lack of clarity on what constitutes recovery was evident from the relatively unrealistic time frames used for recovery projects given their objectives and outputs.

Another issue in the context of Early Recovery was that the planning process and framework did not lead to a programme approach from UNDP. Instead, a project-based approach seemed to be prevalent that somewhat excluded common learning, joint action and lesson learning between projects. There were six stand-alone projects with different objectives, budget lines and target groups. These projects were neither planned to nor led to the development of internal synergies. A programme would have developed common goals/ objectives, an integrated approach and inter-related project activities. While some interventions have informed each other (e.g. training undertaken through TAMEER has benefited several government departments linked to other projects), many cross-linkages have been missed. As a result, the joint impacts of the projects are not clear and some interventions may be duplicative.

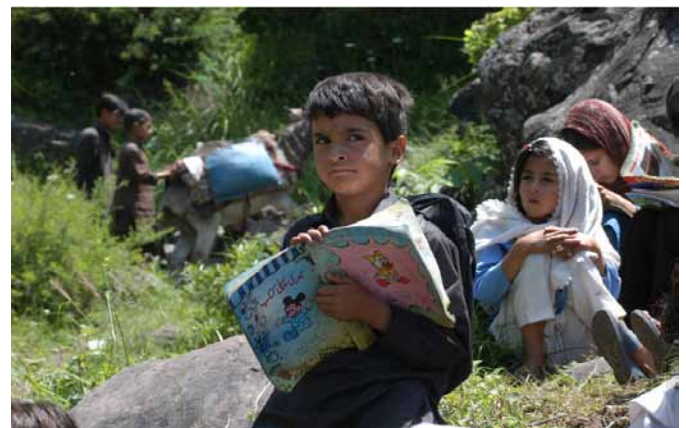
The Early Recovery Cluster did not accomplish much also due to the fact that it stopped being convened a few months later, primarily because it did not get the necessary support from

within the Country Office. If it had functioned on a long-term basis, there would have been greater clarity about its role and the influence it exercised over the process of Early Recovery. It could have also brought several CSOs closer to UNDP and led to a wider partnership of agencies for implementing Early Recovery programmes.

The expert support made available for recovery through the Early Recovery Coordinators/ Advisors provided through the BCPR, also proved to be a weak link. One of the Early Recovery Coordinators was placed in the UNDP office, while the other worked with the office of the Resident Coordinator/ ERRA. Several staff interviewed to assess the contribution of the Early Recovery Coordinators/ Advisor did not comment positively on the support extended by the incumbents. In fact, a lack of leadership on Early Recovery issues which was largely an outcome of lackluster performance from the Coordinators/ Advisors caused UNDP to surrender all its advantages. This arrangement clearly needs to be reviewed.

Recommendations

- Set up the Early Recovery network and establish UNDP's leadership of the network. Work closely with IFIs and other agencies to develop capacity in post-disaster needs assessments (PDNAs).
- Effort should be made to maintain UNDP's focus on softer aspects of recovery and provide a supportive role for the hard aspects of recovery and reconstruction.



TECHNICAL ASSISTANCE FOR MANAGEMENT OF EARTHQUAKE EARLY RECOVERY (TAMEER)

Project Details

Duration: 36 months (December 2005–December 2008)

Budget: US \$5.14 million

Partners: ERRA Donors: UNDP, Government of Germany, UNISDR, DfID

Objectives

- National Plan of Action for earthquake rehabilitation and reconstruction implemented in a timely, equitable and sustainable fashion through established government entities.
- The effect of future disasters mitigated through earthquake-resistant building techniques as well as capacity-building and awareness-raising for institutional preparedness.

The Evaluation Summary	
Relevance	High
Effectiveness	Medium
Efficiency and Change	Medium
Sustainability	Low

Detailed Evaluation Analysis

Relevance

High

When the earthquake occurred, Pakistan had no central disaster management body to manage the crisis. A thinly staffed Emergency Relief Cell (ERC) existed in the Cabinet Division which “had a coordination function but was not equipped for crisis management”⁵. The Federal Relief Commission (FRC) was established on 10th October 2008 and mandated to manage and coordinate relief efforts. Composed of a civilian and a military wing, the FRC was the focal point of the multiple initiatives launched as part of the earthquake response by various organizations and individuals. As the relief operation progressed, it became clear that a dedicated agency was required to manage and coordinate the recovery phase.

As a result, FRC was merged with the Earthquake Reconstruction and Rehabilitation Authority in March 2006. ERRA’s focus is on long-term reconstruction in the affected areas and reha-

5. Page 5, Response to the Earthquake in Pakistan: 2006 Asian Regional Forum on Aid Effectiveness, Paul Thornton, September 2006.

bilitation of the population. This includes physical reconstruction of homes and other buildings, restoration of infrastructure, restoring environmental stability and reviving livelihoods. This is a mammoth task for which the establishment of a dedicated agency is highly relevant and necessary. In Pakistan’s case, the need for the ERRA was imminent since the state and district Governments had been incapacitated by the earthquake and lacked the human resources⁶ necessary to deal with the massive task of rehabilitation. ERRA was formed at the federal level with state and provincial authorities (SERRA and PERRA) as well as district level tiers (DRUs). However, ERRA itself was originally composed of skeletal staff. Given UNDP’s focus on institutional capacity-building and governance, it was relevant and timely for UNDP to support the development of governance structures that could manage the recovery and reconstruction of earthquake-hit areas in the long-term.

Effectiveness

High

AMEER chose to support ERRA by developing operating procedures, supporting running costs and recruiting staff for ERRA in its first phase (December 2005-December 2006). Subsequently (December 2005-December 2009) it supported ERRA through (i) human resource support consisting of staff recruitment (ii) equipment support (iii) training and workshops and (iv) strategic support to enable procurement of specialist advice.

An assessment of TAMEER’s effectiveness is closely tied to ERRA’s performance in implementing recovery initiatives. ERRA’s work to date has received favorable feedback from a range of stakeholders and has been highly effective in enabling ERRA to plan and organize the delivery of initiatives to the earthquake-affected people. Since TAMEER staff⁷ were crucial in implementing this outcome, ERRA’s delivery of recovery interventions owes considerably to their inputs, particularly in three major ways. Firstly, TAMEER staff have spearheaded strategy development e.g. in the Social Protection sector staff have played a key role in producing a Social Protection Strategy. TAMEER staff have guided the design of ERRA’s interventions such as the Livelihoods Support Cash Grant Programme, the Rural Landless Programme, Legal Aid for Earthquake Affected People and Medical Rehabilitation of People with Disabilities. The design of these programmes owes their technical direction to TAMEER staff. On the impact level, the interventions have benefited people as follows:

- Livelihood cash grants have reached 268,000 people;

6. In NWFP, for example, 55 provincial office buildings, 9 District and 249 provincial officers’ residences were destroyed. Some 75% of primary and middle schools were destroyed and 574 health facilities were damaged. About 25% of revenue records and 85% of municipal records were destroyed.

7. To date, TAMEER has placed 74 staff in ERRA. Another 10 applications are in process while 5 posts are pending. Total sanctioned staff is 89. (Annex 1: TAMEER HR Summary as of 30th April 2008, Project Document, TAMEER)

- About 100 people have received cash grants under the Rural Landless Programme and some 4,960 claims have been registered;
- Medical support has been provided to the disabled; and
- Some 3,518 cases have been registered under the Legal Aid Programme and are in various stages of advice.

Other sectors such as housing, livelihoods, infrastructure and health have shown similar progress. Although progress in some crucial sectors such as education has been very slow, this is not attributable to TAMEER staff but to approval procedures for construction in seismic zones with which ERRA needs to comply.

Secondly, TAMEER staff have been embedded down to the district level within District Reconstruction Units (DRUs). DRUs are responsible for coordinating district level implementation across all sectors as well as the work of other stakeholders. At the district level, TAMEER staff have been instrumental in coordinating project formulation, document preparation, project approval and sectoral coordination. This has included the preparation of PC1 documents for projects in each district⁸. Without TAMEER staff, project approval and processing would have been an uphill task given staff shortages and capacity issues. TAMEER staff have also assisted with the preparation of Annual Work Plans for all districts incorporating planned interventions across all sectors.

Thirdly, TAMEER has initiated capacity-building of government agencies through conducting workshops and trainings. Several training workshops have been conducted on Disaster Risk Reduction and Management, Earthquake Risk Management, Environmental Impact Assessment and Gender. Additionally, TAMEER staff have arranged training sessions for government staff on project management and the preparation of PC1s.

The need for a strong disaster recovery management authority is a crucial lesson from the evaluation of disasters in South Asia⁹. However, in the case of ERRA, this institutional arrangement has not translated into the capacity-building of relevant line departments at the provincial or district levels to ensure that they are gradually able to lead the reconstruction effort. Consistent “contracting out” of government functions to ERRA precludes capacity-building within government agencies and by-passes the long-term mandate and role of line departments. Further, the

8. In NWFP, TAMEER staff has played a crucial role in the preparation and approval of 1787 PC1s. Another 1779 are under process. In AJK, some 1782 PC1s have been prepared and cleared. (TAMEER Progress Update, April 2008)

9. “Lessons from past disasters suggest that, given the multi-sectoral nature of recovery, new disaster management institutions need to have the authority to coordinate reconstruction efforts by sectoral ministries and agencies” Page 12, South Asia Earthquake 2005: Learning from Previous Recovery Operations, ALNAP.

link between reconstruction and maintenance is crucial for sustainability since providing infrastructure is insufficient if government systems are not coordinated and able to ensure adequate human resources to run facilities.

While TAMEER has played a crucial role in beefing up ERRA’s technical capacity, it has done so through externally recruited staff rather than exploring options for addressing capacity needs strategically. This was not a negative aspect in the first phase of TAMEER given the urgency of the situation immediately after the earthquake and the need to form an institution to oversee recovery efforts. However, the second phase of TAMEER could have explored such options more fully. Key issues that emerged due to TAMEER’s exclusive reliance on embedded staff in ERRA are (i) the creation of varying incentive structures within the same organization (ii) a lack of flexibility in the procurement of technical services as and when required and (iii) lack of long-term capacity within ERRA. Reliance on TAMEER staff means that ERRA itself lacks long-term technical capacity to implement its mandate. Given that reconstruction work is unlikely to be completed in three years (ERRA’s current mandate) it is obvious that technical requirements for reconstruction are likely to continue beyond TAMEER’s planned life-cycle (which is set to end in 2009). This calls for a strategic review of UNDP’s support to ERRA and to TAMEER beyond the current phase.

Despite its supply of technical staff under TAMEER and its leadership of the Early Recovery Cluster, UNDP’s support has not been able to facilitate ERRA in ensuring wide-scale community participation, citizen involvement, oversight and empowerment in the reconstruction process and planning. Community outreach processes have to date consisted of grievance redress mechanisms, vulnerability surveys, social impact assessment studies etc. While these have provided valuable information for the technical design of interventions, they have not served to design or implement wide-scale community participation and partnership mechanisms or processes to inform reconstruction efforts. The result is that the needs, hopes and aspirations of communities are left unexplored or not accommodated at all.

Efficiency and Change

Medium

The efficiency of TAMEER is clear regardless of whether one has the benefit of the project scenario or not. The delivery and management of recovery could not have taken place without assistance to ERRA through TAMEER. However, the efficiency of various options of technical support is unclear. Since an evaluation of the range of options and their comparative advantages and costs was not undertaken, it is difficult to measure TAMEER’s cost-effectiveness.

TAMEER has contributed to a tangible change in defining the role of a nascent ERRA. The organization grew from skeletal staff into a technically strong entity with clear operating procedures,

technical support and structure. A technically strong ERRA played a crucial role in cementing the government's and donor agencies' proactive role in the management of recovery. A very positive change was the ERRA's ability to deliver on recovery initiatives while at the same time undergoing a process of organizational development and strengthening. This change was also evident through the recovery interventions and number of beneficiaries covered. One key example was ERRA's outreach to people on housing payments. By 2007, all families eligible for house rebuilding funding had received the first tranche of cash grants, about one-third had received the third grant and about 20% had received the final grant¹⁰. This is reflective of a clear change brought about by the timeliness of ERRA's interventions. Community consultation confirmed that households had indeed received ERRA's support both through livelihood cash grants and house construction support.

However, the extent of change on the ground needs to be triangulated through extensive field surveys to consult the beneficiaries on the timeliness and efficacy of intervention measures. Success in meeting the numbers identified for support is a key measure of change but one that is "supply" driven. The other side of the coin is to allow beneficiaries to articulate the extent to which support was received, how adequately their needs were met and the process through which this was achieved. There is some evidence to suggest that housing construction grants took too long to reach beneficiaries and that the process was delayed due to the slow development of construction standards and their subsequent revision¹¹. A beneficiary-centered assessment would play a key role in learning lessons for the design of other interventions.

In addition, the construction of educational facilities is one area where the pace of change has been too slow, mainly due to planning regulations. However, other sectors have also lagged, for e.g. ERRA estimated the earthquake caused damage to some 4,000 water schemes but by June 2006 work had started on only 300 of these. By September 2007, about 20% of the destroyed water schemes had been repaired with work started on another 14% (ERRA, 2007).

Sustainability

Low

The sustainability of TAMEER's interventions is a highly challenging task. Mechanisms for the transfer of knowledge and capacity-building within government line departments were identified during interviews as an area requiring attention. Further, the existence of ERRA beyond its three year mandate is unclear. Given that a National Disaster Management Authority (NDMA) has now come into existence, it is crucial that ERRA begins to develop knowledge transfer mechanisms. At present, such a mechanism is not in existence. A transition road-map (together

with ERRA's exit strategy) from recovery to a normal situation is also unclear.

Recommendations

UNDP would benefit from an independent assessment of ERRA's performance at an early stage. Other donors, particularly, DfID, may find it useful to fund such an exercise and could be approached to support it. The exercise should be structured to enhance how donors can best support ERRA in a cost-effective manner and explore options for continuing with TAMEER. This is particularly relevant since the work of recovery and reconstruction is likely to proceed beyond the three years envisaged earlier.

UNDP should also explore means of institutional learning between ERRA and NDMA. The valuable work undertaken by ERRA needs to feed into the development of NDMA at an early stage. UNDP can support knowledge transfer mechanisms between the two organizations as a priority. A concerted effort needs to be made by UNDP to encourage ERRA to develop representative community-based structures for partnership and consultation during the rebuilding phase.



10. ERRA, 2007

11. Interviews with NGOs (21st November 2008)

BUILDING ENABLING GOVERNANCE AND INSTITUTIONS FOR EARTHQUAKE RESPONSE (BEGIN-ER)

Project Details:

Duration: 2.5 years (July 2006–December 2008)
 Executing Agency: UNDP
 Partners: GoAJK, GoNWFP, EAD, ERR, SERRA, PERRA
 Total Available Budget: US \$10.3 million

Objectives

Capacity of local government officials, elected representatives, communities and CBOs developed to play an effective role in coordination, planning and monitoring disaster response

Capacity of damaged local government offices at district, tehsils and union levels restored

The Evaluation Summary	
Relevance	High
Effectiveness	Medium
Efficiency and Change	High
Sustainability	Can not be applied

Relevance High

Begin-er falls well within UNDP’s core competencies in governance and state capacity development. UNDP is a key agency among donor supporting initiatives in the governance sector. UNDP’s country programmes emphasize participatory governance with an aim to institutionalize devolution, parliamentary development, electoral process and private sector engagement¹². Therefore, UNDP was building on its Governance Unit’s experience and expertise when it ventured into building the state capacities of AJK and NWFP through a highly relevant project in the varying institutional contexts of both regions.

AJK does not typically function like other provincial governments in Pakistan which are highly independent in agency creation and policy formulation. The state of Kashmir is, as one senior official remarked, “micro-managed” from Islamabad. Even the state budget is developed in Islamabad, finalizing the salaries of 68,000 employees against their monthly projection. It was precisely in this institutional context that the state was required to reconstruct most of their flattened office structure. Without UNDP’s focus on state reinstatement¹³, it would have taken a long time to re-build the seat of Government in AJK. Therefore, the phased UNDP project to provide pre-fabricated buildings to

12. CPAP Review(2007), Govt of Pakistan-UNDP, Pakistan Page 10, 15

13. UNDP’s this work helped the state to recover some of its lost capacities to perform its most basic functions and is summed here as state reinstatement.

union councils, tehsils, district administrations and finally state agencies was highly relevant which ensured the functionality of the AJK Government.

UNDP’s Begin-er project is the manifestation of its strong commitment to align itself with government priorities. UNDP has enjoyed a continued and close partnership with the Government of Pakistan, and making the state functional and efficient falls into its core programmatic priorities. During the disaster, UNDP was able to make timely assessments of unmet needs. Most of the other agencies were involved in working at the community level and their scope was fairly limited. Had UNDP not undertaken this initiative¹⁴, there is little doubt that any other agency would not have supported it on such a massive scale. From a project conception and design standpoint, it is important to understand that Begin-er prevented a real danger of what can be termed “organizational meltdown” due to prolonged dysfunctionality of the state agencies and renewed the sense of government in the region.

Effectiveness Medium

Emphasis on local bodies facilitated in making them centre points of coordination at the local level. AJK has not (i) held local body elections since 1990 and therefore has no elected union councils (UCs) at the grass roots level. Yet the office of UC plays an important role in maintaining the states records of basic citizenship and facilitating citizens in verification, family status registration and basic development. In post earthquake scenarios, the role of UCs becomes even more central as suddenly many different NGOs and development agencies start working at the UC level and need them to function as an office of the government for coordinating relief and recovery efforts. In this respect, the Begin-er project proved effective in showing state presence and enabling it to perform its basic functions in a post disaster situation.

Weak project design did not allow the project to deliver upon its components beyond the distribution of pre-fab items. Begin-er was designed to be a project for improving governance and bringing it to the doorstep of the people. It was ambitious in its scope. However, in its design and implementation, it was merely a programme for distributing pre-fabs. Therefore, the reality of the project ended up being a mismatch between its objectives and its delivery. The table below compares the very ambitious project objectives based on good governance and the fulfillment of existing needs, with the outputs which are insufficient in terms of their scope and size and therefore the objectives set were not met.

14. This evaluation found DFID, the donor for UNDP’s Begin-er, very keen and committed to work in facilitating the state becoming functional.

Disconnect between ambitious strategy and broad objectives and lean outputs

Project Rational	UNDP Strategy Summary	Project Objectives	Project Outputs
<p>Coordination and clarity of roles</p> <p>Strengthening the involvement of newly elected representatives</p> <p>Retrieval and rebuilding official records</p> <p>Needs assessment overlaps</p> <p>Special mechanisms for most vulnerable groups</p>	<p>Transparent decision-making with mechanisms should be created at the local level for people to articulate their concerns and be engaged in decision-making</p> <p>Ensure participatory and consultative processes for recovery and reconstruction planning, implementation and monitoring. Meaningful engagement of all stakeholders in the process, including the affected population particularly women and vulnerable groups</p> <p>Promote community-based approaches</p> <p>Promote partnership and collaboration among public and private sectors and civil society</p> <p>Effective coordination among the federal, provincial and local governments and donors</p> <p>Restore/ develop institutional capacities of all partners</p>	<p>Enable local government institutions (LGIs) to function again quickly and have technical capacities to plan and implement disaster response activities through transparent, equitable and participatory processes</p> <p>Engage and mobilize all partners including affected citizens and communities, especially the most vulnerable and inaccessible in designing, implementing and monitoring local initiatives for reconstruction and rehabilitation</p> <p>The two main components of the project objectives are as follows:</p> <ul style="list-style-type: none"> Capacity restoration and development of local government institutions for effective disaster response, planning, implementation and monitoring Capacity of local government and elected representatives developed to play an effective role in coordination, planning and monitoring disaster response 	<p>Temporary (pre-fabricated) offices;</p> <p>Office hardware and software (IT equipment, office furniture and supplies)</p> <p>Short term staff and technical experts for restoration of records and other disaster response related temporary skills required</p> <p>Training and capacity building of locally elected representatives and LG officials</p>

Clubbing the good governance project with Begin-er was not an effective strategy. Begin-er could have restricted itself to pre-fab provision which it did very effectively. The inclusion of improved governance objectives like citizen involvement, capacity development in the area of planning, monitoring and implementation with fairly weak programming made the project too complex. Good governance related initiatives could have been included through a separate project in order to receive adequate emphasis and focus.

Within the given design, the evaluation found negligible improvement in the working of the state. The majority of the initiatives hinged mostly on the capacity development of officials but provided no mechanisms for citizen's involvement or oversight regarding the working of the agencies. Begin-er did not contribute in any way to making the agencies more responsive to the

needs of the vulnerable and poor as promised in its objectives. In fact, there are no institutional mechanisms for ensuring that project priorities are pro-poor or facilitate improved service provision to the public especially the marginalized.

Efficiency

High

A good level of efficiency was achieved throughout the project. The project showed great efficiency in terms of meeting critical deadlines, ensuring timely financial spending and following a clear project management course. The following box developed directly from the project completion report of the first phase of Begin-er highlights one key output and explains the process which includes the quality criteria and financial management table.

Efficient Management of Beginner Project

Date: 3 January 2008

Description: Building Enabling Governance and Earthquake

Period Covered: July 2006—December 2007

Deliverable Description:

OUTPUT 1: Restoration of damaged capacity of local government offices at district, tehsil and union level. 2006-07 target: Procurement of 310 prefabs with furniture and equipment, and shipment/ transportation to project warehouse at Garhi Habibullah.

- 1.1 Procurement of prefab offices, furniture and equipment
Start and End Date: August—Nov 2006, Dec 2006—March 2007, March—July 2007
- 1.2 Selection of Beneficiaries
Start and End Date: Sep—Oct 2006, March—April 2007, May—June 2007
- 1.3 Training for Erection of Prefabs
Start and End Date: 13—21 Nov, 2006
- 1.4 Transportation and Erection of Prefabs
Start and End Date: Nov 2006—May 2007, May—June 2007, July—December 2007
- 1.5 Record Restoration Study
Start and End Date: Dec 2006—Jan 2007

Quality Criteria			Results of Activities		
<i>Number of Local Government Institutions/ offices revived and strengthened</i>			<i>User Perspective</i>	<i>Resource Status</i>	<i>Timelines</i>
			<i>During meetings, monitoring visits, workshops and trainings, users feedback and perspective was very satisfactory and appreciative/ encouraging</i>	<i>Required funding remained available and all the activities were completed either before or on time</i>	<i>All activities were completed either before or in accordance with specified timelines</i>
<i>Account</i>	<i>Fund</i>	<i>Donor</i>	<i>Budget</i>	<i>Expenditure</i>	<i>Balance</i>
<i>N.A</i>	<i>04000</i>	<i>UNDP</i>	<i>3,963,890.00</i>	<i>3,963,890.00</i>	<i>0.00</i>
<i>N.A</i>	<i>30000</i>	<i>DFID</i>	<i>3,659,924.00</i>	<i>3,602,924.00</i>	<i>57,000.00</i>
<i>N.A</i>	<i>54050</i>	<i>SIDA</i>	<i>275,000.00</i>	<i>275,000.00</i>	<i>0.00</i>

Source: Project Completion Report-Beginner 3 January 2008

Change

High

Begin-er has been able to improve working conditions in government offices and in certain cases made them significantly better. Some officials acknowledged that the pre-fab offices were actually better than their pre-earthquake buildings. Beyond comfort and improved working conditions, it was the timeliness of their provision which contributed to the relevance and effectiveness of the project. Many departments, most notably the Revenue Department, were able to save and restore their records and showed improved performance under a tremendous workload¹.

The second most important contribution the project was the creation of enormous goodwill within the government structures. The restoration of public offices facilitated the creation of high organizational relevance of UNDP in the bureaucratic community. This benefited UNDP in improving their coordination with government.

Recommendations

- There is an opportunity to develop the second phase of the project on improving transparency and accountability within government structures in order to build on the project's earlier contribution.
- UNDP needs to build on initial work done within the revenue department by working with new revenue schools, developing better land record maintenance, realizing land rights and promoting institutional reforms within the department.

1. Interview with Khajwa Mohammed, Task Manager & Ansar Yaqub, Additional DC Muzzafarabad



COMMUNITY- BASED LIVELIHOOD RECOVERY PROGRAMME (CBLRP)

Programme's Basic Facts:

Duration: 36 months (April 2006–April 2009)

Budget: US \$13.8 million

Partners: UNDP, ILO, FAO, UNIDO and local communities

Geographical Area: Tehsil Balakot and Tehsil Muzaffarabad

Programme Objectives:

- Revitalize and strengthen community organizations to ensure the participation of affected people in planning, executing and monitoring livelihood recovery activities
- Restore and strengthen the capacity of line departments and civil society organizations to enable them to be active partners in local development
- Restore income generation activities of the affected population, especially vulnerable groups through skills enhancement
- Revive the agriculture sector, provide food security and mitigate environmental effects of the earthquake
- Support construction or rehabilitation of community infrastructure related to livelihoods recovery and economic development

The Evaluation Summary	
Relevance	High
Effectiveness	High
Efficiency	Medium
Change	High
Sustainability	Medium

Detailed Evaluation Analysis

Relevance

High

The programme design contained all the important elements of a livelihood damage assessment and was launched in a timely fashion. The livelihood recovery programme started in April 2006 and was extremely timely as it was launched soon

after the relief phase and aimed to address one of the most important conditions for early recovery. The GoP-approved ADB-WB joint damage assessment termed the rapid restoration of people's livelihood as the first guiding principle for any future recovery and reconstruction plan¹. It further estimated that the total loss in employment was about 29 percent of the employed population in the affected districts. It was estimated that about 38% and 25% of the total employment in the affected districts of AJK and NWFP respectively, were lost. The largest job losses were found in agriculture, small businesses, shops and construction. In total, the assessment reported that employment losses were likely to impact nearly 1.6 million people². The UNDP Early Recovery Framework accounted for the employment loss as reported in the damage assessment report³. The programme design was further informed by relatively detailed household-level quantitative livelihood assessments undertaken by the Centre for Research on Poverty Reduction and Income Distribution (CRPRID) which accounted for detailed asset and income losses⁴. The design of the community-based early recovery programme was consistent with these assessments and it focused on agriculture restoration, community-based infrastructure development, skill-based training and market restoration activities.

Livelihood Recovery programming generally followed the UNDAF's strategic directions and was built on UNDP's earlier programme experience. Strategically, UNDP's earthquake response followed the agreed cooperation areas in the Pakistan UNDAF 2004-2008⁵, which included disaster response elements in its strategic priorities. Specifically at the outcome level, the UNDAF talks about the rehabilitation of areas and communities and identifies organizations like FAO which is a specialized agency for agriculture rehabilitation. This strategic thinking seems to have informed CBLRP in its programme design, as it emphasized the involvement of actors such as FAO and ILO in natural resource rehabilitation.

1. Preliminary Damage Assessment Report (2005), ADB-WB, Islamabad. P.6

2. IBID

3. The draft damage assessment report was made available to UNDP staff before 12 November when it was formally released. This allowed UNDP to benefit from it while developing their own early recovery framework. Interview with Usman Qazi, Programme Officer (Livelihood), CPRU, UNDP, Islamabad, 28 Nov 2008.

4. CBLRP (2006), Project, Document, CPRU, UNDP, Pakistan.

5/ UNDAF takes livelihood intervention as part of a rehabilitation program with in broader community rehabilitation framework.

Area of Cooperation IV: Humanitarian Affairs

Expected Outcome	Brief description of cooperation strategies	Major line of Action	Contributing Agencies	Programme Modalities
Outcome 1: Effective disaster response and mitigation systems for risk reduction and rehabilitation of areas and communities	<p>Support to institutions and community initiatives for the rehabilitation of areas affected by emergencies and disasters</p> <p>Facilitation of enhanced preparedness among Government and civil society for emergency response</p> <p>Joint advocacy for the development of a national disaster management plan</p>	<p>Joint programme to strengthen the local economy, infrastructure and environment of areas affected by prolonged emergencies, including life-saving rapid interventions</p> <p>Effective national policy on emergency and disaster response and management</p> <p>Joint advocacy, capacity building and awareness raising for disaster risk reduction</p>	<p>UNDP OCHA UNICEF WHO FAO WFP UNESCO UNFPA UNHCR</p>	Joint

The livelihood development project has been a key area of implementation for UNDP in Pakistan. In the 1990s UNDP implemented a long-term livelihood development programme AJK. As a result, when it came to post-earthquake recovery programming, UNDP developed programmes on the basis of its key strengths in governance and livelihoods. While other UN agencies identified projects as per their own comparative advantage¹, UNDP, as “provider of last resort,” was able to work in areas where other agencies had no role. This flexibility allowed UNDP to fill the most important programmatic needs and allowed it to develop its livelihoods programme with other specialist agencies in the UN system, such as FAO and ILO.

Effectiveness and Efficiency **High and Medium**

The project was able to reach its target beneficiaries ensuring broad-based participation. CBLRP’s target was to work with 90 percent of the affected² areas of tehsil Balakot and Muzzafarabad. Muzzafarabad tehsil had a total population of 565,744 of which 509,219 were affected by the earthquake. Balakot tehsil had a population of 253,340 of which 228,051 were affected. In order to achieve such a challenging target, the programme was able to revitalize around 1,000 community organizations which were fairly broad-based both in numbers and representation³. The following table shows the existence of at least one community organization on average for every 500 affected persons which means that for roughly every 100 houses, there exists at least one community organization. This is quite an achieve-

1. Early Recovery Plan, May 2006, UN-ERRA, Islamabad.
2. ProDoc CBLRP (2006), CRRU, UNDP, Pakistan P.10.
3. See the detailed community organizations table in annexure

Source: UN Development Assistance Framework (UNDAF) P.53

ment in the context of post-disaster relief given that in such an environment social mobilization and organization becomes relatively difficult. Given the number of interventions in the area of agricultural recovery and skills development, this evaluation can safely conclude that the project was able to reach the people who were affected in both tehsils and delivered as per its plan.

CBLRP Community Outreach Analysis

Tehsil	Total Affected Population	No of COs till April 2008	Outreach measured as one CO per person
Balakot	228,051	478	477
Muzzafarabad	509,219	522	975

Note: Calculated from secondary data available from monitoring reports.

The programme was able to deliver on key livelihood recovery issues in areas where it was implemented. The execution of the programme and its manner of implementation were found to be effective at the community level in the same region⁴. UNDP had prior experience of working in the livelihood sector at the

4. UNDP implemented the Neelum Valley-Jhelum Valley development programme in the 1990s. The total UNDP intervention period in AJK was spread over a decade.

community level in the same region which greatly helped in establishing important community-level alliances for solid programme implementation. The interventions also facilitated bringing in important changes in rehabilitating water resources, communal asset- building and individual capacity development.

FAO, for instance, was able to develop 60 farmer field schools teaching seed sowing and land preparation to farmers in real life situations. The inclusion of experiential learning elements in training farmers at the grass roots level made the exercise far more relevant and effective in delivering necessary knowledge and skills. This was achieved through outsourcing the component to a specialized NGO called Kisan Welfare Organization that was experienced in delivering such training in Punjab. The success of the trainings was judged on the fact that local beneficiaries went on to create their own associations to promote knowledge sharing and training. The project as a whole was able to cover around 60-65 percent of the water and irrigation channel rehabilitation work in 12 UCs, impacting 25 hectares per scheme of land irrigation, therefore contributing substantially to local livelihoods.

ILO's inclusion in the livelihood programme facilitated making it more holistic in terms of dealing with existing market needs. It also brought into focus the employability angle to the programme as opposed to the more indirect natural resources development approach. ILO was also able to attend to the needs of young people as a target population who would otherwise have been neglected. The process of selecting 20 trades for training delivery has been robust, participatory and effective⁵. The normal immediate post-evaluation employment rate of such trainings has been found to be around 40-45 percent for displaced and refugee communities especially when they are located near mega-cities⁶. The evaluation generally perceived higher employment rates for ILO trainees. The following village level description explains this in more detail⁷.

Training Usage Chart Imparted by UNDP/ FAO/ ILO at Village Level (Village Name: Machi Pura, 125 Households)

Type of Trainings	Numbers	Employment Status
Driving	3	Employed
Carpenter/ Mason	2	Working in village
Community Health Workers	2	Working
Agriculture Training	15	Working as farmers
CMST/ LMST	6	Use their knowledge in social work

The performance of all CPLRP partners was not uniform. Among the four UN partners, the evaluation found that FAO and ILO were more effective in terms of their impact on livelihood recovery, although community-level consultation places the performance of UNDP higher than others due to their more direct interaction with UNDP's social mobilization staff. For instance, the following chart places UNDP as an organization at number two, ILO at number three, FAO at number eight and UNIDO at number sixteen in the list of eighteen organizations which worked and interacted with the village and cluster community organizations in Balakot.

The Organizational Performance Ranking in Tehsil Balakot

Ranking	Name of Organization	Ranking	Name of Organization
1	RDP	10	Dosti
2	UNDP	11	Red Cross
3	ILO	12	Sabawoon
4	Oxfam	13	Islamic Relief
5	SHA	14	World Vision
6	SRSP	15	Saiban
7	Relief International	16	UNIDO
8	ACTED	17	WCS
9	FAO	18	Hashoo Foundation

Source: PRA Consultation in UC Garlaat with cluster organizations

However, in terms of programme effectiveness and design of intervention, the evaluation rated the roles of FAO and ILO as more fundamental to the success of the programme. Both of these specialized agencies were able to innovatively deliver their designed inputs in ways which made their projects more effective on the ground. The following table shows how one intervention undertaken by FAO was able to rehabilitate the livelihood pattern of several villages within the agriculture sector.

5. First a TNA study was launched which later was discussed in a broad based work shop which identified 56 different trades broadly categorized under construction, tourism, minerals & gemstones, automobile sectors for men and handicrafts and traditional tailoring, gabba-sazi, namda making, knitting and other related trades for women. Qualified with the available project resources and compatible with the project design, 20 trades were short-listed for actual implementation.

6. Malik, Javed (2007), Evaluation of EU Durable Solution Project for Afghan Refugees, IRC-NRC-ISCOS, Pakistan.

7. The chart aim to display just a village level changes and is not meant to provide an over all picture.

Village	Beneficiaries in Households
Patti	25
Juttha	30
Bajwa	60
Khait	35
Nakka Dukhan Baju	16
Upper Jabri	150
Lower Jabbri	100
Saidan	10
Qasim Abad Bari	26
Qaziabad Jubray	51

Source: PRA Exercise conducted in the village.

UNDP on the other hand, had the important task of social mobilization and organization that was essential to support interventions at the community level. However, it is unclear how cost-effective UNDP was in providing social mobilization and management support to facilitate the delivery of ILO, FAO and UNIDO's interventions. The following is the detail of the various agencies' outputs:

Various Agencies' Outputs

UNDP Outputs	FAO/ ILO/ UNIDO Outputs
Output 1: Strengthening and formation of community organizations Output 2: Revitalization of the capacity of government at the local level as well as NGOs	Output 3: Training and support to vulnerable groups Output 4: Revival of agriculture sector Output 5: Forestry Output 6: Critical micro-infrastructure project rehabilitated/ established



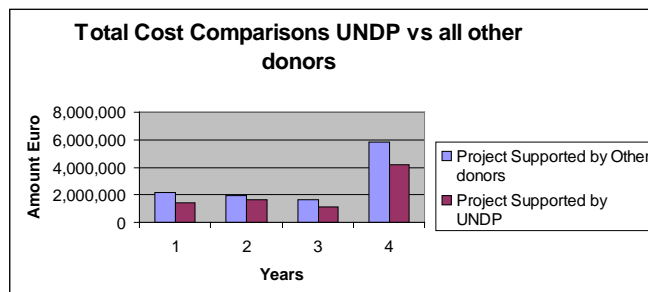
In order to compare the cost patterns, the following table shows the overall cost patterns of the agencies:

Indicative Technical Support Cost of all Partners

Agency/Item	Budget (Euro)			
	Year 1	Year 2	Year 3	Total
ILO Sub-total	800,260	1,125,999	962,229	2,888,489
FAO Sub-total	1,169,183	697,413	551,923	2,418,518
UNIDO Sub-total	214,495	156,782	166,165	537,442
UNDP Sub-total	1,411,393	1,671,475	1,134,383	4,217,252
Total UNDP and Other Projects				
Technical Support	527,861	410,096	415,908	1,353,866
Management./ Coordination	370,030	244,680	244,680	859,390
Activities	2,681,106	2,974,211	2,131,428	7,786,745
Indirect Cost (7%) of total direct cost	250,530	254,029	195,441	700,000
Grand Total	3,829,527	3,883,016	2,987,457	10,700,000

Source: Livelihood ProDoc, Annex 1.

The table above clearly shows that UNDP's programme costs are almost equal to FAO, ILO and UNIDO's combined, although these three organizations have to deliver key sector-specific community projects. The following chart sums up the tabulated value comparisons across partners.



It seems that the current implementation arrangements have increased UNDP's management costs. It could be argued that had UNDP considered other implementation arrangements e.g. sub-contracting elements to other organizations, the project could have decreased the per unit management cost of mobi-

lization and capacity development of grassroots organizations. Such an arrangement would have been more cost effective and allowed UNDP to reach out to more beneficiaries in more geographical locations.

Given the resources of the project, its aim is quite modest. This has resulted in a reduced level of project impact, besides making the interventions expensive. If seen in the context of overall livelihood damage in the earthquake zone, the CBLRP as a livelihood recovery response from UNDP¹ fell well short of coverage and programmatic depth. In terms of coverage alone, the Damage Assessment Report quotes the cost of livelihood restoration as US \$97 million in the eight most affected districts². It further calculated that:

“...the total loss in employment [is estimated] to be around 324,000 jobs, or about 29 percent of the employed population in the affected districts. About 38 and 25 percent of the total employment in the affected districts of AJK and NWFP, respectively, are estimated to be lost. The largest job losses are in agriculture, small businesses/ shops, and construction, while no employment loss is assumed for migrant workers and public sector employees. Employment losses will likely impact nearly 1.6 million people...”

In this respect, CBLRP’s US \$13.8 million funds could have been used more strategically to cover either wider geographical areas or a greater number of individual beneficiaries in the affected zone. As the data shows below, this was not achieved. The following table provides an estimate of the per person cost available with the programme:

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1. For that matter from the UN system as FAO and ILO was also part of this project.
2. Preliminary Damage Assessment Report (2005), ADB-WB, Islamabad

Per Family dollar share budgeted in CBLRP

Total Affected Population	Total Project Budget (Millions of US\$)	Available Dollar per Affected person (\$)	Per family (of six persons) project share in \$ terms	Per family share after deduction of UNDP's 7% administration cost
737,270	13.8	187	1,122	1,044

Sources: Calculated from the figures given in ProDoc

The table shows that after accounting for UNDP’s management cost of 7 percent, the project still had promise to substantially benefit the affected communities. The question is does the project show the same incidence of benefit from its operations at the community level? The following case attempted to map the livelihood recovery process at village level.³

Recovery Status at village level

Basic Information: Total Households: 630
Earthquake Deaths: 55
Injuries: 155

Main Recovery Issues	Implementation Status
Road Construction	Solved by RDP
Housing Compensation	Partially solved by the Government
Water resources	Solved by RDP
Small Check Dams	Not Solved
Street Pavements	Not Solved
Land Sliding	Not Solved
Employment	UNDP imparted training and much of it is solved.

Source: PRA Consultation Session at the village

Further tehsil level consultations revealed that even if CBLRP achieved its full targets, the total livelihood rehabilitation in terms of natural water resources and land development would only cover about fifty percent of the total needs at the tehsil level. This means that by design the project had coverage is-

3. This case is selected because it covers most of the interventions already been delivered. The intent is to look at the change process in UNDP successful villages.

sues and was not executed in a cost-effective manner. With the total allocation of US \$13.8 million, the programme could have significantly contributed to improving the livelihood status of the area. The evaluation found FAO's and ILO's relative contribution better than the other two partners (UNIDO and UNDP), although UNDP's budgetary share was almost double that of FAO and ILO's combined.⁴ UNDP's relative expensiveness in delivering the project has been largely due to direct implementation even during the recovery phase when other appropriate partners such as local NGOs could have been involved in community mobilization. Such an arrangement would have given UNDP the flexibility to monitor partners more strategically and scale up the programme to cover excluded areas⁵.

UNIDO's interventions were not effectively aligned. UNIDO's presence in CBLRP has made the programme conceptually holistic as it provides an important linkage with the market system. Most of the other interventions are linked with the revival of productive inputs like natural resource development and skill development for better employability or infrastructural development. UNIDO's involvement filled the important market revival component in a country where leveraging markets for recovery and development is still not practiced widely in livelihood programmes. However, the limited scale and scope of UNIDO's interventions and its design to phase out mid-programme prevented it from actually having a major impact on promoting investment for recovery.

At least two programme reviews⁶ noted the premature closure of UNIDO's interventions. While discussing the future of UNIDO's interventions after its phasing out, the mid-term review of CBLRP recommended that the implementing partner (IP) should continue until the end of the programme. It also recommended that if it is not possible to provide an extension to UNIDO due to budgetary constraints, some of the follow-up activities such as product development, enterprise development and linking communities with micro-finance institutions should be subsumed under ILO's activities. The CPAP review recommends that by the end of UNIDO's intervention, the local traders association and chambers of Kashmir and NWFP should ensure that relevant line agencies carry on the useful work of UNIDO.

UNIDO's programme design lacked follow-up institutional mechanisms and process facilitation support. The programme could have included services like one window operations for new industry setups, joint working groups of investors, bankers and government officials, case by case follow up for keeping in-

4. Detailed budget table is given above.

5. One such area is Kala Dhaka where the security situation never allowed any international agency to work properly due to the conservative nature of society. It was possible that UNDP funded local NGOs could have broadened the project's scale substantially.

6. Country Programme Annual Review (2007), Government of Pakistan-UNDP, Pakistan a Mid-Term Review CBLRP, Crises Prevention and Recovery Unit, UNDP, Pakistan

vestors interested and finally advocacy for establishing tax-free industrial areas. The well-developed and specific portfolios were marketed prominently in conferences with good attendance rates but the programme did not have evidence of their effectiveness in boosting local investments. Further, UNIDO's components were financially lower than the other components and could have been continued given its importance and relevance. In the wake of the two reviews, the programme could also have had some better sustainability mechanisms in place to continue the important task of enacting market mechanisms in recovery and rehabilitation, something which the programme shows no evidence to have done successfully.

Change

High

Asset building was promoted as an agenda. As a whole, livelihoods were re-generated and filled a very useful need. Livelihoods needs were not taken care of by any other agency in the UN system and the fact that UNDP was able to meet this important need is a contribution in itself.

The programme signifies the evolution of a phased approach starting from relief to recovery and brings in asset-building as an agenda in recovery programming. As a concept, therefore, the programme's ability to focus on community-based infrastructure development, rehabilitation of the agriculture sector and skill development are interventions which provide opportunities to rehabilitate families' livelihoods and build social and financial assets⁷. The following chart developed on the basis of a participatory process provides one reflection of the livelihoods recovery situation in the post-disaster context, in comparison with the situation before the disaster.

Employment Status before and after earthquake in Jabri village

Professions	Before the earthquake	After the earthquake
Construction Labor	60	95
Raj Mistry (Mason)	40	100
Tarkhan (Carpenter)	30	100
Farmers	95	40
Labor outside the area	60	5
Driver	10	20
Shop Keeper	2	3

Source: Developed with Jabri community

Sustainability

Medium

7. Annexure three outlines the details of this change in individual and collective asset building.

Community-based cluster organizations are likely to be sustainable whereas the sustainability of the project's core economic recovery outputs is unclear. Community organizations were found at a mature stage of institutional development. They were found to be broad-based, representative and have a clear sense of direction. Small COs forged alliances and elected their own Cluster Community organization (CCO) which has made all the difference. At one level they have facilitated pooling talent and developing a stronger leadership which has the backing of grass roots organizations. Covering a UC level area and a good population, these CCOs are now technically sounder and have begun using rights-based language too. Secondly, since the disaster, these CCOs have worked with many other NGOs and donors and do not see themselves as UNDP CCOs which is a great step forward. CCOs also possess their own funds, have elected representatives, maintained records and rules of business which they developed after receiving training in Community Management Skill Training and Leadership Management Skill Training offered by UNDP, which was found to be widely used.

The weakest aspect of the programme is the lack of linkages with market and financial institutions which help make entrepreneurial efforts sustainable. ILO trained skilled youths have displayed a better acceptance rate in the market and it is estimated that around half of the total trained persons are already in jobs. But the programme does not have specific activities which ensure the transition for many people who have skills but cannot find jobs due to one reason or another. Work facilitation in the market is a missing area of work for the otherwise successful ILO model. Similarly, farmers' schemes and their input provision is also needed to be linked with microfinance institutions working in the area. As a result there should be a formal effort and agreement between the CCOs and the microfinance institutions with an oversight of UNDP staff in order to facilitate sustainable asset building at the community level.

It is also important that micro-infrastructure be linked with public sector elected departments like CCBs, Union Councils and Tehsil Council's records so that their later depreciation can be taken care of – not only by community – but also from departmental funds too.

Recommendation

For UNDP leadership at the Programme level

- Use cost-effectiveness as an important criteria for awarding projects and deciding implementation modalities.
- Develop a system-wide consistent output and outcome monitoring system and create positions with CPR Units to lead this process while technically linking it to the Strategic Management Unit.

For CPRU Programme Level Recommendations

- Develop a project's phase out strategy (while accounting for unmet recovery needs in the same area), the status of livelihood recovery, available funding, the sustainability of the COs and the status of planned and remaining interventions.
- Develop teshil wide COs coalitions as a future forum to succeed the project, define its leadership, protocols and transition.
- Work with cluster COs for their advanced capacity development needs, networking requirements and coalition building for better rights advocacy. This can be done by developing CPRU specific long-term community development approaches which could also define cluster organizations' vision, role and phase-wise maturity indicators.
- Link the programme formally with microfinance institutions as well as with market structures in order to ensure sustained livelihood provisions for both farm and non-farm livelihood initiatives.
- In the absence of UNIDO, involve chambers, local traders associations and financial institutions for continued work in leveraging markets for recovery and rehabilitation needs.



SUPPORT TO VOLUNTEERISM IN PAKISTAN

Duration: 36 months (January 2006–December 2008)

Budget: US \$5 million

Partners: UNDP and United Nations Volunteer (UNV) in partnership with the National Volunteer Movement (NVM), other government agencies, UN agencies and NGOs

Donors: UNDP = US \$200,000 Government of Germany = US \$994,151

Objective

To strengthen human resource capacity for implementation and coordination of relief and recovery initiatives as well as other development activities through mobilization of volunteers

Support to Volunteerism in Pakistan:

Output 1: National Volunteer Movement (NVM) operationalised

Output 2: National UN Volunteer (UNV) scheme launched and International and National UNVs deployed for relief and recovery efforts and development activities

The Evaluation Summary	
Relevance	High
Effectiveness	Low
Efficiency	Low
Change	Medium

Detailed Evaluation Analysis

Relevance

High

The National Volunteer Movement (NVM) filled an important institutional void to tap into formal volunteerism. NVM is the first ever specialized agency to deal with formal volunteerism in Pakistan. Established under the Ministry of Youth with active political support from the government, NVM offered a practical and highly relevant scheme for volunteer involvement in the ongoing rehabilitation works which UNDP was able to support financially and technically. This facilitation was key to making the organization operational at the very early stage of its inception.

Efficiency

Low

The key human resources placed at NVM's disposal had limited technical capability to fully functionalize a new volunteer agency. Most of the key human resources placed at NVM's disposal had limited technical capability. The concept of volunteerism in government structures was extremely new. In order to develop

the necessary protocols and implementation strategy to practice volunteerism across various state agencies, NVM needed professionals with experience in developing the voluntary sector with a strong understanding of civil society. Instead, NVM was staffed mostly with government officers and has been headed by a political figure with limited linkage and understanding of the job. There has been some placement of professional level volunteers in NVM but they seemed to have played an almost negligible role in developing a meaningful volunteer cadre for the agency.

The low level of institutional development impacted on volunteer's utility. Some organizations, especially district governments, line agencies or small NGOs are less prepared institutionally to host and use volunteers effectively. Initially, there were some problems of ownership where certain government officials continuously doubted the utility and role of volunteers. There were also some systemic issues e.g. Government projects were run through clearly established rules of business, demarcation in authority, legal guidelines and established office routines. Volunteers and the role they played did not fit well with this environment.

NVM needed strong technical facilitation from its donors. NVM actually required day-to-day facilitation and managerial support either directly from UNDP or through some form of outsourcing. Most of the activities mentioned in the project proposal could not facilitate NVM's development of a coherent approach to deal with various levels of volunteerism in the country, as it claims in its mission statement. UNDP's monitoring of the quality of outputs seemed weak.

Effectiveness

Low

Over time the NVM's organizational relevance declined, especially in the recovery phase. Three years down the line, the experience of NVM shows how an excellent idea and its execution in the shape of timely agency creation can slowly lose its effectiveness once normal life returns. NVM worked extremely well in the initial phase of its creation mobilizing a very large number of volunteers and deputing them to important tasks like camp administration, sewerage disposal, essential utilities (water, electricity), first aid, trauma alleviation etc. As the initial pressure to deliver in the relief period faded away, the project struggled to maintain its performance standards across the whole range of areas included in its mission. NVM's initial conception places it as a primary agency to coordinate between various kinds of governmental and non-governmental agencies and civil society organizations including bar councils, scouts and medical organizations to "provide a platform for public participation in community building and create a ready pool of individuals that can be mass mobilized to act swiftly and effectively in natural and man-made disasters". Currently, NVM neither has the programme nor the trained human resources to actually undertake these important tasks. The important leadership positions have gone to political personalities, resulting in the lack of a future

programme strategy and/ or implementation protocols.

The vertical agency design of NVM was not appropriate for practicing volunteerism which is essentially a cross-agency function. The NVM's vertical organizational design was found to be inappropriate to deal with horizontal cross agency volunteerism functions. Volunteerism is effective because it basically facilitates the integrated and cross agency functions like managing disasters or maintaining basic services at the community level. But NVM by organizational design has been kept as a bureaucratic organization under one ministry with absolutely no organizational linkage with other ministries. There were no mutual organizational mechanisms defined which could have ensured the formation of a network of organizations functioning to practice volunteerism.

The programme did not cater for different expectations of National and International volunteers. The expectation levels of National and International volunteers were different but the programme did not cater for this difference in expectations. The tradition of national volunteer placement is a new phenomenon in Pakistan and many who have chosen it have done it as a career move. Therefore, they were found to be more concerned about fringe benefits, training opportunities and further placements than the actual content of their daily work. International volunteers seemed to value the cultural and emotional side of volunteering and for them, living in another culture and country, learning a new language and getting experience while working with different teams, are some of the most valuable experiences of their life.

Change

The project displayed the complexities and strengths of "One UN" programming as several agencies were involved in working together through volunteer placements. This arrangement made the project very relevant in the context of One UN reforms which strives for joint programming and single delivery under a single agency. The project by design, therefore, possessed the potential for looking at the operational complexities of different agencies sharing joint programmatic territory and communities.

Recommendations

There is a case for making NVM an independent agency with an independent board. At present NVM is purely a government organization and is run under the Ministry of Youth Affairs. However, given the weak technical capacity of governmental ministries, NVM working as a sub-department is not likely to work as effectively as had been conceived. It is likely to function better as an autonomous governmental authority with an independent board so that it can have flexibility in placing and working with several ministries as per their need, while at the same time

tapping into different kinds of volunteerism.

Besides functional level volunteer management initiatives, NVM should work as a focal point to promote and develop volunteerism in society. In order to accomplish this, NVM will have to come up with very innovative and popular mobilization campaigns while working closely with media, youth organizations and students. In order to acquire this broader role, NVM should first define and develop its advocacy policy and mobilization strategy to target various kinds of existing formal and informal volunteerism in society.

ENVIRONMENTAL RECOVERY PROGRAMME (ERP)

Duration: 36 months

Budget: US \$12.8 million (Seed money of US \$1 million from UNDP and ERRRA, which subsequently provided US \$3 million so that project activities were tuned to the available budget)

Partners: GoAJK, NWFP, ERRRA

Communities' Donors: UNDP and ERRRA

Objective:

To provide safe, healthy and viable environment for communities by capacity-building of institutions and community to manage, mitigate and rehabilitate the environmental impact of the earthquake.

The Evaluation Summary	
Relevance	High
Effectiveness	High
Efficiency and Change	Medium
Sustainability	Medium

Detailed Evaluation Analysis

Relevance

High

UNDP's support to the Environment Recovery Programme is highly relevant on several counts. It aligns well with the CPAP's programme component on disaster response and mitigation (Indicator 1.1 for Outcome 1) and with the programme component of Outcome 1 on environmental management. Environmental aspects were the focus of an independent section in the Early Recovery Framework which suggested interventions on disposal of waste, debris, medical and hazardous material, prevention of vegetation removal, slope stabilization, prevention of water contamination, lake outbursts and prevention of impacts on critical habitats and protected areas. These areas of intervention were closely based on an assessment of environmental issues in the wake of the earthquake¹.

Effectiveness

High

Due to a delayed start and lack of funds, several of the originally planned interventions were rationalized and readjusted. Since the programme only began its implementation in 2007, it is difficult to assess its effectiveness at this stage. However,

1. See Rapid Environmental Impact Assessment, South Asia Earthquake, Pakistan, CARE and USAID

there are early and encouraging signs of an effective approach to watershed conservation (Sub-Component B3: Integrated Forest Management and Implementation through Livelihood Opportunities²). The programme's effectiveness is evident from a collaborative approach adopted towards watershed maintenance and creating links between local communities and Forest Departments. Through a process of social mobilization, the programme has formed community organizations in 44 villages of two watersheds³ selected for rehabilitation (Karli and Kanshian).

In Karli, Village Organizations have been created in each of the 27 villages and a cluster organization has been formed (consisting of representatives selected from the 27 villages). Based on village-level analysis, community consultations and technical support from the Forest Department, an Integrated Watershed Management Plan has been finalized for Karli. This includes a range of measures on forest conservation and landslide stabilization as well as changing patterns of natural resource use among local communities. Measures on providing alternative solutions to natural resource use have been balanced with overall livelihoods and infrastructure improvements through partnerships with ILO, FAO, WFP and other key agencies. The Plan has played a vital role in securing funds from ERRRA (Rs 100 million) for the implementation phase⁴. Field consultations showed high levels of endorsement and willingness from stakeholder communities to support the programme's interventions. The programme is also supported by the Forest Department of AJK and NWFP and has involved their staff in community consultation mechanisms. Tripartite agreements between the programme, communities and the Forest Department underpin the implementation, monitoring and maintenance of interventions in respect to watershed conservation and slope stabilization measures.

The programme has taken an effective demonstration approach to watershed conservation and selected two watersheds for intervention. Its replication value is high. The same demonstration approach has been taken in slope stabilization (Sub Component B2) by aiming to rehabilitate some 70 slopes (30 of which have been rehabilitated to date). These sites serve as models for replication. Tied with capacity-building of the Forest Department, the demonstration sites can serve as strong catalysts for application of bioengineering solutions to slope stabilization.

However, the effectiveness of the programme needs to be supplemented through a range of market-based incentives to ensure change in the fuel wood use patterns of local communities. Currently, communities rely predominantly on fuel wood and have few other options. Interventions on providing LPG at subsidized rates for one year were part of the original project design (Component B1) but have been delayed due to a shortage of funds. This aspect of the programme requires urgent support

2. This component was later re-designed to encompass management of 2 watersheds only.

3. Presentation by CPRU – 6th November 2008

4. See page 8: Karli Lake Integrated Watershed Management Plan

to ensure that market linkages are developed to enable sustainable uptake of LPG and other fuels.

The programme's effectiveness could be further enhanced through supporting some institutional and policy measures that promote long-term partnerships between the Forest Department and community organizations. In the absence of a strategic framework, guidelines or adequate policies for joint implementation and monitoring, the partnerships may not have the base to be long-lasting. Additionally, mechanisms for conflict resolution between partners require further planning and sustained mechanisms particularly in relation to the maintenance of schemes and enforcement of forest conservation measures.

Efficiency and Change

Medium

The ERP has taken a cost-efficient approach by prioritizing its interventions in line with available resources. As a follow up to a desk study on rubble removal and safe disposal of debris, the programme took an informed decision not to pursue Component A (Waste and Debris Removal), given the shortage of funds and a delayed start. The programme recognized that there were a number of donors working on rubble removal and UNDP would add little value in this area.

Leverage of further funds from ERRRA has been a positive outcome of an efficient and effective demonstration approach.

The DEX approach has been a useful one in the context of this programme. Quick implementation of community mobilization, slope stabilization measures and watershed management planning could not have been possible without such an arrangement.

Sustainability

Medium

The sustainability of ERP is grounded in a strong collaborative approach with an emphasis on community involvement. Evidence from natural resource management projects from across the globe support the view that the continuation of conservation measures needs to be based on enforceable agreements between local communities and government authorities. However, mechanisms for the continuation of collaborative arrangements beyond the programme's life of three years are unclear. Sustainability of collaborative arrangements requires several ingredients including a clear commitment from all parties, institutional policies and frameworks, training, representative and functional community organizations over a longer-term horizon to ensure continued conservation. Many of these ingredients are currently being provided through the programme. In the event that the programme does not extend beyond three years, it is possible that the early gains in collaborative arrangements may not reach maturity and be sustainable.

Awareness-raising, especially at the community level, is a key

measure underpinning the sustainability of the programme. If the programme succeeds in creating awareness on DRM and land stability within local communities, it would create mechanisms for long-term acceptability and sustainability of land stabilization measures.

The programme's focus on livelihoods support and the creation of alternative options for natural resource use (forest nurseries, improvement of range and wastelands, establishment of fruit orchards, greater crop varieties) requires long-term support for fruition beyond the three year programme phase. Further, changing natural resource use patterns in addition to creating alternatives is another long-term support step. Market linkages are necessary for the success of livelihood interventions which require partnerships beyond traditional donors. A continued engagement on such aspects is essential to ensure sustainability.

Recommendations

UNDP should seriously explore options for supporting the programme beyond the current three year phase. The programme is structured as a development intervention with measures requiring long-term financial and technical support.

The programme should consider leveraging funds for Sub-Component B1 (alternative fuel) as quickly as possible. Overall the programme is well-balanced but this is the missing equation which can seriously dent the effectiveness of interventions. Changing fuel wood consumption patterns requires a longer time horizon and sustained engagement.

The programme should also assess how best it can support the formation of frameworks, policies, guidelines and tools for collaborative watershed management. Without the existence of such frameworks (whether legally binding or not), the sustainability of collaboration between communities and the Forest Department may not be possible.

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Annexes

Annex 1: List of Organizations and People Interviewed by the Evaluation Mission

6th November 2008 to 27th November 2008

Name	Designation	Organization
Staff meeting	Crisis Prevention and Recovery Unit	UNDP
General Nadeem	Ex-Deputy Chairman	ERRA
Mr Farhan Sabih	Assistant Resident Representative, Governance Unit	UNDP
Munazza Naqvi	Programme Officer, Environment Unit	UNDP
Shakeel Ahmed	Programme Officer, Gender and Poverty Unit	UNDP
Zubair Murshed	National DRR Advisor, CPRU	UNDP
Usman Qazi	Programme Officer, (TAMEER), CPRU	UNDP
Tariq Rafique/ Shaista Hussain	Programme Officer (BEGIN-ER), CPRU	UNDP
Faiz-ul-Bari	Emergency Coordinator	FAO
S.M. Saleem Chishti	National Project Coordinator, CBLRP	UNDP
Mr Saleemullah	Project Coordinator, Environment Recovery Programme	UNDP
CDR (rtd) Naunehal Shah	DRR Advisor	ERRA
Mohammed Iqbal	Watson Coordinator	DRU Mansehra
Hydatullah	Environment Coordinator	DRU Mansehra
Community Visit	CBLRP's CO	
Zamir Ahmed	Govt Officials (CBLRP)	GoNWFP
Ali		
Mohammad Tanvir		
Shahid Aziz	Project Manager Rubble Removal/ Begin-er	UNDP
Rizwana Eshan Warraich	Senior Gender Coordinator Tameer	UNDP
Dr. Bari	FAO Country Office	FAO
Sahibzada Aman Ahmad	Society for Skill Training and Development	NGO
Mumahhad Yasir	Project Manager, Society for Skill Training and Development	NGO
Junaid Qasim	Nazim, Tehsil Balakot	GoNWFP
Community Visit	Garhi Habibullah; NWFP	
Sardar Nawaz Khan	Secretary Local Government	GoAJK
Farooq Niaz	Senior Member Board of Revenue	GoAJK
Dr. Mahmood ul Hassan Raja	Director General, SDMA	GoAJK
Community Visit	CBLRP's CO	
Bashir Mughal	DRU, Muzaffarabad	ERRA
Abdul Waheed Khan	President, Rural Development Network	NGO
Dr M. Nawaz	President, Mahad Help Foundation	NGO
Adeel Ahmed	ACO Mansehra	GoNWFP

"Jahangir	FAO Manehra Office	FAO
Zia Udin & Khalid Rasul	FAO Mansehra	FAO
Mohammed Tanvir	District Officer Fisheries Balakot	GoNWFP
Fazil Rabbi	Soil Conservation	GoNWFP
Ahmed Saeed	Water Management Assistant Director	GoNWFP
Zamir Ahmed	Sub Engineer Water management	GoNWFP
Dr Gulam Haider Kazmi	Provincial Training Expert	UNDP
Khajwa Mohammed	Dy. Director Serra	GoAJK
Ansar Yaqub	Additional DC Muzzafarabad	GoAJK
Dr. Mohammed Ashraf	Director Agriculture Extension	GoAJK
Community Visit	Karli (ERP)	NWFP
Sadaqat	Municipal Office, Bagh	GoNWFP
Fawad Hussain	National Humanitarian Affairs Officer	UNRCO
Mr. Tariq Bajwa	Senior Member, ERRRA	GoP
Iftikhar A. Khalid	Deputy Country Head	Oxfam-GB
Abrar Shakar	Programme Officer	Oxfam-GB
Attique-ur-Rehman	Regional Head - AJK	NRSP
Malik Shahbaz Ahmad	Manager M&E	SPO
Ahmad Jan	Manager	SUNGI
Hina Tabassum	Programme Officer	UNV
Amir Tariq Zaman	Ex-Joint Secretary, Economic Affairs Division	GoP
Andrew McCoubrey	Infrastructure Advisor	DFID
Liam Doherty	Earthquake Programme Manager	DFID
Sohail Wajid	Programme Associate	DFID
M. Imran Ashraf	Development Advisor	EU
Haoliang Xu	Former Resident Representative	UNDP
Mohammad Asif Shiekh	Joint Secretaty (UN-China Desk), Economic Affairs Division	GoP
Mr Jan Vandermoortele	Former Resident Coordinator	UN

Annex 2–A: Community Visit and Discussion, Earthquake Evaluation Mission

12th November 2008

Allari Town, AJK

Allari is a mountain village in AJK and is not easily accessible. It consists of 620 households with a population of approximately 3,600. This discussion took place with a group of men from Allari. They were requested to make a list of how their village had been affected by the earthquake in 2005 and given the devastation what the current situation was at the time of the interview.

Effects on the village due to the 2005 earthquake	Current situation
One girls' school and two boys' schools were functional before the earthquake and were destroyed during the disaster	Schools are operational but without a building. Children attend lessons in the open.
A private dispensary provided medicine before the earthquake struck in 2005	This has now become operational
The earthquake claimed 300 lives	Each household received Rs 100,000 as compensation
All houses were destroyed	Each household was provided 8 CGI sheets for house construction. These were distributed by the army. Rs 1,75000 were given to each household for construction purposes.
Livelihoods lost	ILO has provided training – driving, plumbing, mobile repairing.
Drains destroyed	Not yet repaired and not functional.

A pair-wise ranking of problems/ issues faced by the village is presented in the table below. This was undertaken by the participants with only minimal assistance from the moderator.

Problem	Priority Ranking						Total
Unemployment							0
Roads not functional	X	XXX					4
Drinking water supply not operational	X		XXX				4
Schools not functional	X			XXX			4
Drains destroyed	X	X					2
No. of bathrooms	X	X			X		3
Lack of electricity supply.	X		X		X	X	4

The village was devastated by the 2005 earthquake and livelihood opportunities were badly affected. The training provided by CBLRP in collaboration with ILO was seen as highly beneficial and at least one person who was trained in mobile repair techniques was reported to be earning a regular and satisfactory income. However, in relation to other problems/ issues, unemployment received no score. There are two possible explanations for this:

1. It is possible that the majority of people are employed outside the area and income is not a major problem even after the earthquake as remittances support resident families;
2. The participants were unable to assess the overall need for employment in the village.

The second possibility is somewhat unlikely since the participants were duty bearers of Allari's Community Organization and therefore it can be assumed they are well aware of the problems/ issues in their village. In this case, the first explanation seems plausible and raises a question about CBLRP's problem/ issue targeting. It is also possible that community needs have changed over time and that they were articulated differently during the earlier stage when interventions were finalized. Roads, complete restoration of drinking water supply, re-establishment of school buildings and provision of electricity received equal priority in the ranking exercise. The construction of the main road was seen as imperative for stimulating livelihoods and improving income. It is possible that a road did not exist even prior to the 2005 earthquake but the existing unmetalled path was further destroyed due to debris and rocks. Travel was badly affected immediately after the event and remains difficult in the absence of a metalled road leading to this remotely located mountain village. It is also unclear if the village had an electricity supply before the earthquake. However, drinking water supply pipes and school buildings were clearly destroyed by the earthquake and

fall within the purview of recovery efforts in order for facilities to function at least at the pre-earthquake level. Some interventions to restore village infrastructure have taken place in the village over the last three years. These include (i) road clearance by RDP (ii) repair of 25% of destroyed water supply pipes by RDP (iii) construction of 20% of bathrooms in the village. CBLRP has provided training through ILO. In collaboration with FAO, CBLRP has provided fertilizer, apricot saplings and seed to households. Participants reported that ILO/ UNDP have plans to construct the road leading to their village.

Of the agriculture-based interventions implemented through FAO, the provision of seeds was ranked by participants as the most useful and beneficial. Training was rated second in importance and was ranked higher than fertilizer and saplings. The provision of fertilizer was rated as third in term of overall benefits while apricot saplings were seen as the least beneficial. The village seems to have received adequate compensation from ERRA at the household level. However, their demand for schools is urgent. An application for school construction has been lodged with ERRA , but there is no progress to date.

Annex 2–B: Community Visit and Discussion, Earthquake Evaluation Mission

12th November 2008

Millat-e- Nisvan, Millat Town (near Mansehra), NWFP

This field visit was undertaken with a female Community Organization (CO) formed by UNDP's Community-Based Livelihood Recovery Project (CBLRP) in Millat Town. Some 20 females were present for the meeting including the President and General Secretary.

The CO held regular monthly meetings and collected contributions (Rs 20 per month) from each household. These were deposited in a Bank account. The Account is operated by the executive committee members on behalf of the CO. The attendance, contributions and major issues discussed in each meeting were noted down and records appeared to be maintained rigorously. The women discussed their experiences from the Earthquake 2005 and reported loss of property and life. Their houses had been re-built since then. They reported the following problems in their village and ranked them in comparison with each other to establish preferences for interventions:

Problem/ Issue	Priority Ranking	Priority Ranking	Priority Ranking	Total
Lack of health facilities. The closest health facility is at least an hour away. Women face severe problems due to this situation.	X X X			3
Water contamination (unclean water)	X	XXX		4
Girl's school is located far from the village.		Only girls reported this as a priority		0
Lack of a business/ skill enterprise for women. (Embroidery centre)		X	X	2
Sanitation problem (lack of paved streets and drains)		X		1

The participants rated water contamination as the highest priority. They were thankful that CBLRP had undertaken interventions to restore the water supply that had been damaged during the earthquake. This resulted in a piped water supply to the village as the water storage tanks and pipelines had become functional. However, they reported that the quality of water was highly unsatisfactory rendering it unsuitable for many household uses, and urged that this be solved as quickly as possible. The problem of health facilities was also discussed at length. Older women in particular found this to be a major problem as they had to travel at least an hour to access the nearest health facilities and no doctors are available in or close to the village. Girls reported the lack of a school close to the village as an issue. This was not seen as a major issue by the group as a whole but young girls reported travelling at least half an hour to and from school. The lack of sanitation and paved drains was ranked as the lowest priority. Interestingly, this is the project selected by CBLRP and is currently being implemented. Women reported that it was a useful project but that its utility was lower compared to the other problems identified above.

The groups did not have any knowledge of community contributions to the sanitation project. In particular, they were unaware of any responsibility for maintenance of the paved drains and streets. The group reported regular contact with the social scientist and were appreciative of her role.

Location/ Measurable	COs Yr 1	Members Yr 1	COs Yr 2	Members Yr 2	Total COs	Total Members	Total Members per Tehsil
Balakot							
Male	174	10,475	171	5,626	345	14,580	72
Female	50	2,868	83	2,565	133	4,985	28
Total	224	13,343	197	8,191	478	19,565	
Mbad							
Male	216	6,510	74	2,272	290	8,747	56
Female	141	4,431	75	2,246	216	6,432	41
Mixed	8	250	8	274	16	524	3
Total	365	11,191	157	4,792	522	15,703	
Grand Total	589	24,534	411	12,938	1,000	37,517	

Source: CBLRP (2008), Progress Report Year 2

Agency	Cost Type	Budget US \$			
		Year 1	Year 2	Year 3	Total
ILO	Tech. Support	186,896	127,246	132,046	446,188
	Activities Cost	754,587	1,197,458	999,989	2,952,034
	Sub-total	941,483	1,324,704	1,132,035	3,398,222
FAO	Tech. Support	157,833	146,833	137,833	442,499
	Activities Cost	1,217,676	673,653	511,488	2,402,816
	Sub-total	1,375,509	820,486	649,321	2,845,315
UNIDO	Tech. Support	95,484	27,587	38,625	161,696
	Activities	156,863	156,863	156,863	470,588
	Sub-total	252,347	184,450	195,488	632,284
UNDP	Tech. Support	180,800	180,800	180,800	542,400
	Mgmt./coordination cost	454,546	314,546	314,546	1,083,637
	Activities	1,025,117	1,471,096	839,223	3,335,436
	Sub-total	1,660,463	1,966,441	1,334,569	4,961,473
Total	Tech. Support	621,013	482,466	489,304	1,592,783
	Mgmt./Coordination	454,546	314,546	314,546	1,083,637
	Activities	3,154,243	3,499,069	2,507,562	9,160,874
	Indirect Cost (7% of total direct cost)	19,327	18,808	20,118	58,252
	Grand Total	4,249,128	4,314,889	3,331,530	11,895,547

Annex 3-C: CBLRP: Achievements and Current Status

- 1,116 community organization (COs) formed/ revitalized. Nearly 40 % are female organizations.
- 3,452 community activists trained for effectively sustaining COs formed
- 347 training events held for strengthening the COs formed. 4,000 CO members trained.
- 11 trainings held for line department staff to facilitate participatory development catering for 230 staff
- 3,420 farmers provided on farm training for improved agricultural practices. Additionally 1,100 progressive farmers including 250 females trained through Farmer Field schools.
- 6,000 HHs got quality wheat seeds, 6,600 HHs got quality maize seeds, 6,600 HHs got quality vegetable seeds and 6,600 got fodder seed.
- 12,600 HHs got DAP fertilizer and 16,900 got urea fertilizer.
- 27 forest and fruit nurseries developed with community farmers.
- 496,500 forest plants were planted through community organization members.
- 1,300 community members trained in plant management and judicious use of wood.
- 4,536 community members trained in different trades.
- 52% have got suitable employment. 39 female community members trained as TBAs and another 1,482 trained in personal hygiene.
- Two conferences and four meetings in investment promotion and nine enterprise development trainings were organised.

The following community based micro infrastructure schemes based on the prioritized needs of community organizations were completed:

- 160 check dams, 24 water storage tanks, 26 animal drinking water ponds, 24 fish farms, 155 Ha field terracing, 85,000 c.ft of stone protection wall, 31 km water channels, 21 street pavements, 61 bridal paths, 6 village drainage schemes, 21 latrines, 3 drinking water systems, 3 suspension bridges and 104 km link roads.

Source: Zafar Iqbal, Presentation to evaluation mission 6 Nov

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