

**PAKISTAN EARTHQUAKE
EMERGENCY RESPONSE IN
*AZAD JAMMU AND KASHMIR, 2005–2006***

EXTERNAL EVALUATION REPORT

SUBMITTED TO

Save the Children-UK

SUBMITTED BY

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**Final Report
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LIST OF ABBREVIATIONS AND ACRONYMS

AJK	Azad Jummo Kashmir
BMS	Boys Middle School
BPS	Boys Primary School
CC	Children's Councils
CP	Child Protection
CPC	Child Protection Committee
CBO	Community Based Organisation
CAF	Citizen's Action Forum
DAC	Development Assistance Committee
DoE	Directorate of Education
DFID	Department for International Development
ECE	Early Childhood Education
ESR	Education Sector Reform
EFA	Education for All
ERP	Emergency Resource Person
ERRA	Earthquake Relief and Rehabilitation Authority
GO	Government Organisation
GMS	Girls Middle School
IDPs	Internally Displaced Persons
INGO	International Non-Government Organisation
LSC	Livelihood Support Committee
M&E	Monitoring and Evaluation
MoSW	Ministry of Social Welfare
NGO	Non-Government Organisation
NWFP	North West Frontier Province
SPA	Safe Play Areas
SMC	School Management Committee
SPS	Semi Permanent Structure
SWD	Social Welfare Department
ToT	Training of Trainers
UN	United Nations
UNICEF	United Nations Children's Fund
WATSAN	Water and Sanitation

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EXECUTIVE SUMMARY

Save the Children UK has commissioned this external evaluation to review and assess the emergency relief assistance provided by SCF-UK in the earthquake-affected areas of AJK. The objective of the evaluation is to review and assess how the humanitarian relief programme of Save UK was designed and implemented and the impact that it has had on the intended beneficiaries, particularly the children and how to improve and integrate its response in the future. The Evaluation Mission has carried out this exercise to determine as systematically and objectively as possible the relevance, effectiveness, efficiency; and impact of activities in the light of specified objectives as well as bringing out recommendations for improving future planning, preparedness and programming.

AJK has been worst hit in terms of damages and destruction of housing and shelter infrastructure, administrative infrastructure, communication networks and social services delivery systems. It is reported that a huge amount of those who perished in the earthquake were children. The consequences of this earthquake are severe and long term, with more serious repercussions for vulnerable groups, particularly, children who face a high risk of exploitation.

Save the Children UK has been one of the leading international child focused organisation and its Pakistan, launched an immediate relief and recovery effort in the disaster affected areas of AJK (mostly distribution of relief, shelter and other non-food items) and more specific sectoral and strategic components in education, child protection and livelihood support. These interventions were designed and refined on the basis of a comprehensive needs' assessment as well as tailored to the organisation's own strategic and practical thrusts.

The External Evaluation followed a standard methodology and conducted meetings with the Country Programme Office and engaged the field teams in discussions on the Programme. More importantly, intensive fieldwork was carried out in both districts of AJK (Bagh and Muzaffarabad) and the preliminary observations and findings from the field are summed up. An attempt was made to meet with all the project beneficiaries as were identified jointly by the Mission and the field offices.

SCF-UK's emergency response was swift, immediate and need based. The target areas are mostly remote, inaccessible and severely affected and despite initial problems, it has managed to deliver essential items in some extremely isolated areas. SCF-UK's humanitarian response programme is integrated to a great extent to the child's rights imperative. SCF-UK's compliance with Sphere Project's minimum standards with regards to specific sectoral interventions was also evident in interactions with project staff and beneficiary meetings. SCF-UK's particular emphasis upon specific Red Cross Codes of Conduct principles such as beneficiary participation, downward accountability as well as neutrality have been found to be of a high standard across all sectoral interventions. Ample evidence of community consultation and participation was visible, although some concerns and issues were also highlighted.

There are instances where SCF-UK requires further strengthening of accountability and transparency within the organisation (country programme and between country and field offices). SCF-UK has already embarked upon strengthening its capacities in various areas and by engaging in extensive lessons learning that are expected to further improve must

accountability and transparency. SCF-UK's participation in HAP-I Pakistan programme initiatives is looked upon positively and is expected to yield good dividends.

In terms of sectoral interventions, SCF-UK has achieved substantial results and impact through its emergency project and now has a solid foundation for embarking upon an ambitious plan for long-term rehabilitation and development in AJK. The child protection programme initiatives have clearly addressed a highly sensitive area that has so far received little or fragmented attention by other actors. Children have been reached and their immediate protection needs addressed through the safe play areas as well as the mobile play bus. More importantly, policy advocacy efforts at the national and sub-national levels are looked upon as a positive contribution. The trust and confidence enjoyed by SCF-UK amongst donors, government agencies and other INGOs is indicative of the leadership role that SCF-UK has adopted *vis a vis* child protection. The as yet nascent child rights and protection oriented community level institutions formed by SCF-UK offer potential for strengthening the bottom up approach adopted and to have accelerate the process of policy dialogue and influence. SCF-UK needs to, however, invest further in strengthening grassroots legitimacy upon its higher-level advocacy efforts are based. Child protection as a developmental and critical area of SCF-UK's work has also been strengthened by appropriate support strategies such as physical infrastructure, livelihoods and education support to the communities.

Regarding the provision of emergency relief and assistance, on the whole it was observed that SCF-UK was recognised to be amongst the first few organisations to reach out to remote and inaccessible areas and that the inputs supplied were of high relevance and fulfilled basic needs of the people. The NFIs and shelter were generally found to be satisfactory. Observations regarding the quality varied and concerns were noted in particular, on the low quality of some of the (initial) tents provided and clearing kits. The provision of students learning material was widely appreciated and SCF-UK's support in education was noted to be timely and efficient in helping restart safe learning environments for children. The provision of water and sanitation facilities that was made possible by the Oxfam partnership in Muzaffarabad has clearly increased impact and benefit. The semi-permanent structures are mostly in the process of being completed and the operational ones visited were noted to be technically and culturally appropriate and communities express a high level of satisfaction and ownership.

Livelihoods initiative largely funded by DFID has enjoyed a great of spotlight. The funding was disbursed in phases and targeted as cash injection support for most vulnerable households. The house to house survey proved to be an effective targeting mechanism in reaching out to deserving people but there are limitations of the second approach—formation of livelihoods support committees—used for targeting beneficiaries. The criteria for selection has evolved over time to make it more inclusive. The livelihoods component on the whole, however, lacks planning, participation and community consultations; elements that are considered to undermine impact. In many instances, the cash support provided has been successful in meeting immediate and household consumption requirements.

SCF-UK's co-ordination and relationship with other actors such as donors, government, alliance members and other I/NGOs is also evidenced in a number of ways. SCF-UK's child advocacy and child protection efforts, in particular, are recognised and appreciated at all levels as evidenced by the trust and credibility reposed upon it and SCF-UK's. SCF-UK Pakistan appears to be tentatively moving towards developing disaster preparedness and planning strategic frameworks and procedural tool kits. This also includes the development of an emergency
responseteam.

1. INTRODUCTION: CONTEXT AND BACKGROUND

1.1 Background to the Evaluation

Save the Children (SCF) UK has commissioned this external evaluation to review and assess the emergency relief assistance provided by SCF-UK in the aftermath of the October 8 earthquake. The main objective of the evaluation is to review and assess the humanitarian relief programme of Save UK; how it was designed and implemented and the impact on beneficiaries, particularly the children and how to improve and integrate its response in the future.

The Terms of Reference (ToR) for the evaluation (refer Annex I) call for an assessment of the project; achievement of the project objectives and recommendations for improving future planning and preparedness. The context in which these questions are asked is described by the interest that SCF-UK has in knowing how well it did the job, what problems did it face and how it overcame them, what did it learn in the process and what implications does it have for future interventions. This exercise is also one of the many other internal and external “lesson learning” exercises that SCF-UK has pursued over the last eight months that is consistent with its organisational commitment of learning and improving transparency and accountability in the humanitarian assistance efforts.

The Evaluation Mission has carried out with this exercise to determine as systematically and objectively as possible the relevance, effectiveness, efficiency; and impact of activities in the light of specified objectives. It is hoped that the process followed will bring out recommendations for improving future planning and preparedness; and programming. The ToRs for the External Evaluation relate to:

- Emergency planning process and usefulness of preparedness activities in initiation and development of the emergency response
- Development and implementation of the programmes and appropriateness
- Quality of the programme—adherence to SPHERE standards, RC Code of Conduct
- Management of the programmes including management support from region UK EO
- Role of the beneficiaries, particularly children, in all stages of project
- Impact of programme on lives of the most vulnerable children
- The role of SCF-UK as a leader in emergency education and children protection and programme effectiveness (co-ordination and promotion of best practices)
- Effectiveness of programme *vis a vis* the operating environment

1.2 A Situation Analysis: Background to Project¹

This section provides a brief situation analysis of the earthquake, its impact and repercussions. This is important in not just setting the context but in explaining the rationale for SCF-UK's Project's sectoral and thematic focus in the AJK.

The 8 October 2005 earthquake that hit Pakistan and parts of India, is perhaps the single most devastating natural catastrophe in Pakistan's history. Its epicentre was 100 km North of

¹ This section has been adapted from Consultant's Report, “Background Document: Pakistan Earthquake” prepared by Mahe Nau Haider in March-April 2006.

Islamabad near Mansehra and Muzaffarabad, capital city of the Pakistan-administered Azad Jammu Kashmir (AJK) and the boundary of AJK and North West Frontier Province (NWFP). The earthquake affected an estimated 28 000 km² of territory with colossal loss of human lives and tremendous damage and destruction to housing, infrastructure and economic assets. The earthquake has destroyed the lives, livelihoods, homes and assets². Immense damage and destruction has been noted to the public, private infrastructure, communication systems, roads, schools, buildings and hospitals, both in urban and rural areas. Amongst the areas severely affected are five districts in NWFP and Muzaffarabad, Bagh and Rawalakot in AJK.

AJK is reported to have been worst hit in terms of damages and destruction of housing and shelter infrastructure, administrative infrastructure, communication networks and social services delivery systems. The onset of the Himalayan winters worsened situation in the already difficult to access and scattered rural settlements. According to figures released by the Government of Pakistan, Federal Relief Commission (FRC) and Earthquake Reconstruction and Rehabilitation Authority (ERRA) more than 73,338 people lost their lives. Over 135,000 people have been injured (69,412 people sustained serious physical injuries; whereas 58,897 suffered with lesser injuries—mostly women, children and the elderly—with thousands becoming disabled and paraplegics. In addition to the physical losses, the emotional trauma suffered by people is beyond description. Some 400,000 houses collapsed leaving 2.8 million people without shelter.

In addition to the earthquake as a natural phenomenon, a set of man-made factors have contributed to this disaster such as lack of earthquake resistant buildings, inappropriateness of soil conditions for housing and population density. As argued by many practitioners, this earthquake proved to be more challenging than the tsunami and logistically more formidable than the Gujarat, India earthquake of 2001. The landslides that followed destroyed many roads into the mountainous areas and the onset of the winters made most of the affected communities inaccessible. Making matters worse, is the high poverty in AJK and the sensitive nature of the area that also explains the delayed response by the authorities and lack of civil society network in AJK.

The Vulnerable Population

The National Plan of Action (NPA) for vulnerable population drafted by the Ministry of Social Welfare & Special Education (MoSW&SE) identifies the more at risk groups to include: “resource poor families and individuals; those who are illiterate; those who are located in hard to reach areas; minority ethnic and religious groups; and, those who suffer from disability”. These groups face increased vulnerability in terms of access to goods and services, protection of basic human and legal rights, security, reconstruction etc. The more vulnerable groups include unaccompanied and disabled children and women who face great risk of being exploited.

It is clear that the consequences of this earthquake are severe and long term, with more serious repercussions for vulnerable groups, particularly, children. A number of the households affected by the earthquake live close to or below the poverty line. Children’s dependent position and their perceived economic value coupled with the parent’s inability to send them to school, places the affected children at high risk. These children are exposed to a number of risks including child labour, trafficking, illegal adoption, selling/smuggling of children for

² The Preliminary Damage and Needs Assessment conducted jointly by the World Bank and ADB in coordination with the GoP have estimated the overall cost associated with the earthquake to be approximately USD 5.2 billion, which includes estimated costs for relief, livelihood support for victims and reconstruction.

prostitution, begging and commercial sex work. Unregistered children and other unaccompanied or separated children face increased risk to harm and exploitation, in particular, those who are poor.

Children also represent a special category because of their ignorance about their rights and their dependent position on parents/guardians. The massive reconstruction planned and the expected expansion of the informal sector is likely to trigger a high risk of child labour. The lack of access to education opportunities and the inability of the parents to send them back to schools is another factor that is likely to increase the threats faced by the children. For those who survived with temporary/permanent disabilities, the situation is more precarious. Orphaned children are more vulnerable to poverty, neglect, abuse and violence. The destruction of government machinery and erosion of social service delivery mechanisms make child protection an urgent and pressing concern!

Children with disabilities and orphans residing with relatives or children residing with single parents and/or parents with disabilities are subject to great vulnerability. Given the risk to the physical and mental well being of children, it became critical to immediately respond to their basic survival and psychological needs as well as to ensure their rehabilitation and resettlement so that they are prevented from further damage and abuse. Despite some efforts made by the Government and other international organisations, it was apparent that there existed *little awareness, expertise and capacity of the existing government and non-government organisations to fully address child specific concerns.*

Damages to Education Sector

The loss of families' livelihoods and assets implies that the consequences for children will be diverse and more long-term than initially assumed. There were few or no schools to return to and most of the households are striving to ensure their basic survival. Given the scale of the calamity and the horror associated with it, there was/is little incentive for both children and parents to think of education. The details and available data on the extent of damages to the education sector are sketchy, at best but there are a number of reports and estimates (as well as anecdotal evidence) from various sources that indicate tremendous damage and devastation to the education system (physical and human capital) in AJK. It is reported that a very high number of schools were affected in AJK—ranging from primary schools to institutions of higher education and including both government owned and privately-owned schools. A large number of these schools are primary and middle schools. About half of the damaged school structures collapsed or are beyond repair and will need to be reconstructed. In addition to damages to educational institutions and offices, the education sector has also encountered severe human losses, including students, teachers, and other staff. It is clear that a large numbers of school going children have been left without schools, teachers and allied teaching supplies. This destruction of the educational facilities and resources, children (especially the orphaned, separated, unaccompanied, disabled) are exposed to serious threats *vis a vis* lack of safe shelter and protection.

Responding to the Earthquake

The earthquake galvanised the entire nation into action and there has been an immense outpouring of compassion as well as resources (in cash and kind) from individuals, groups and organisations both within and outside the country. The Government of Pakistan also responded quickly to the earthquake emergency. ERRA was set up mainly to coordinate and facilitate the rebuilding and repair of damaged infrastructure, including housing, roads and schools. In view of the massive relief, recovery and reconstruction requirements, donor response has also remained forthcoming and donor assistance started arriving within days of

the earthquake. Assistance in cash and kind has been pledged and received from many countries; bi-lateral and multi-lateral aid agencies, UN agencies, national and international NGOs etc.

Revitalization of the education sector is top most priority of the Government, the UN agencies and different humanitarian organisations alike. In education, the focus has been on creating temporary, semi-permanent spaces for children where they feel safe and some education can be imparted. Interventions so far have included: back-to-school programmes, school in a box, temporary learning spaces, re-opening of schools, reintegrating teachers and children, teachers' training and advocacy on access to education. Protection related interventions by the donors include legal assistance and awareness raising, family tracing, communication and reunification systems, advocacy for public policy change and documentation.

1.3 SCF-UK Response: A Global Policy Shift and the AJK Programme

Save the Children UK were amongst the first few international organisations to respond to the immediate relief and humanitarian assistance in AJK. SCF-UK's has seen a global policy shift in recent times—towards the institutional and policy reform end of the development spectrum through advocacy and policy research—to humanitarian relief assistance. Traditionally, SCF-UK, along with other British NGOs, has been involved in integrated development programme work both as a direct implementing organisation as well as delivery through local partners. The recent changes in international donor aid policy shifts, structural and administrative reforms brought about with the new public management era and results oriented approaches to disbursement and management of donor assistance has influenced INGOs and other humanitarian actors.

INGOs have recently begun to revisit and reshape their responses to emergencies whilst maintaining the development commitments. SCF-UK is no exception to such shifts towards restructuring their organizational and human resource capacities so that their response is mounted competently to natural disasters and other man made emergencies and conflicts. The commitment from senior leadership and management of SCF-UK has further strengthened this global policy shift, as evident by the growth in emergency response personnel at the head office and in emergency recruitment of sector specialists for strengthening the human resource capacity. Corresponding to the growth in the human resources, the organisation has sizeable financial commitments and budgets so that adequate and quality humanitarian response can be provided. This became especially important in the post Tsunami experience of 2004.

Save the Children UK has been one of the leading international child focused organisation and its Pakistan Programme has mirrored the organisation's global agenda of protecting and helping children attain their basic human rights. Although the cornerstone of SC-UK's policy orientation, focus and mode of engagement has primarily been advocacy, the past experience of the organisation in disaster relief mitigation/reduction (primarily in drought relief in Sindh and Punjab) positioned it well to respond to the earthquake crisis. The rationale for this response is explained by the organisation's own statement that, *"Save the Children has considerable experience in the areas of emergency education and child protection and as the only international child focused NGO it was appropriate that SC should develop programmes to try and assist those most affected by the earthquake – vulnerable children and their families."*

SC, therefore, launched an immediate relief and recovery effort in the disaster affected areas of AJK (mostly distribution of relief, shelter and other non-food items) and more specific sectoral and strategic components in education, child protection and livelihood support. These interventions were designed and refined on the basis of a comprehensive needs' assessment as well as tailored to the organisation's own strategic and practical thrusts.

1.4 Methodology

This evaluation is based on a number of project and programme documents, field-work carried out in two districts of AJK and various meetings and discussions as required in the ToR or otherwise agreed with Save UK. The field work, including related discussions with beneficiaries, partners and local authorities, was undertaken by the two-member Mission³ and an M&E Representative from the Pakistan Programme Office as well as relevant project staff in the field.

The External Evaluation followed a standard methodology and conducted meetings with the Country Programme Office and engaged the field teams in discussions on the Programme. More importantly, fieldwork was carried out in both Bagh and Muzaffarabad districts and the preliminary observations and findings from the field were summed up in a debriefing with the Senior Management Team at the Pakistan Programme Office. An attempt was made to meet with all the project beneficiaries as were identified jointly by the Mission and the field offices, with one or two exceptions where it was not possible to meet with some beneficiaries due to time and other constraints. The third Mission member, Ms Emily Coinco, was unable to join the Mission and the two-member Mission participated in the exercise and was exclusively responsible for this work. Furthermore, it was agreed that the lack of a national shelter consultant would be compensated with the shelter survey analysis (ongoing). This, however, could not be made available within the specified time although survey tools have been developed based upon UNHCR and Sphere Project resource material.

The evaluation/assessment methodology followed by the Mission followed the standard OECD/DAC evaluation criteria—with appropriate modifications used for evaluation of humanitarian assistance programmes. The criteria include: efficiency, effectiveness, impact, relevance, sustainability and the addition of complimentary sub-criteria such as coordination and coherence, where applicable. Relevant criteria have been applied for the first (emergency) phase and the assessment is given accordingly. Other methodological aspects for the evaluation include:

- Beneficiary impact assessment, particularly on children, main thrust/objective for the evaluation.
- Fieldwork (20-27 July) was planned keeping in view the following important considerations; geographical spread; variable population sub-groups in terms of gender, ethnicity, age, occupation, institutional representation, socio-economic circumstance and vulnerability.
- Separate meetings conducted with SMT and others at the SC-UK Country Office, Islamabad to gain an insight in programme management and implementation arrangements and also as means to validate and triangulate data.

In assessing the Programme, the Mission had to keep other important factors in mind:

³ Dr Naeem Khalid and Mahe Nau Haider

- The current evaluation focuses on the first (emergency) Phase only and despite the inter connectedness of the various interventions; an attempt has been made to restrict it to the scope and objectives as determined by the ToRs.
- It is noted that some interventions have actually started after March-April 2006 and while they have shown adequate progress in most cases, tangible impact or improvements on the intended beneficiaries, has barely started to take effect and impact can be observed, when it materializes, on children and vulnerable as well as on institutions, policies etc—much longer to achieve than the project life that this Evaluation covered.
- The fluidity of situation; multiplicity of actors and lack of baselines, contextual information, precise sequence/nature of events and changing policies and the high international and national staff turnover resulting in fragmented and partial loss of institutional memory were additional aspects that the Mission had to contend with.

1.5 Project Background

The long term SC-UK Kashmir Programme has developed out of the initial (short term) emergency project that was launched in AJK in October 2005. The overall objective of the SC-UK Kashmir Programme is “to ensure that 120,000 children from Pakistan administered Kashmir who have survived the earthquake have access to adequate shelter and are protected from harm; and that their recovery is facilitated by opportunities for recovery, play and development.” The first (emergency assistance) phase aimed primarily at providing at emergency relief and assistance to those affected by the earthquake. Phase I (6 month emergency relief assistance) was focused upon the provision of “immediate” and “need based” immediate relief and assistance that mainly included the provision of shelter and NFIs. The end of April signified the end of the relief or emergency phase and the shift towards long-term development planning programming. Other sectoral/thematic Focus of the SC-UK AJK Programme include: (i) Education (ii) Child Protection and (iii) Livelihood Support.

The target groups and project area for SC-UK were the affected communities in two selected districts, Bagh and Muzaffarabad, of AJK. The geographic focus for the Project consisted of high altitude, affected and inaccessible areas. Specific priority areas within the two districts include three union councils (UCs) in Bagh (Thub, Topi and Haveli) targeting 5,100 families for shelter and relief; and two out of the seven-targeted UCs (Langarpura, Charakpura) in Muzaffarabad where approximately 9,200 families have been covered. Other target areas and outreach to beneficiaries was gradually increased as the programme was expanded—allowing access to some of the toughest and most inaccessible areas such as Bir Pani in Bagh and Panjkot in Muzaffarabad. Education and child protection were the core thematic areas of the project and shelter and livelihoods support were used as supporting strategies for the attainment of overall objectives (refer Chapter two for details). The emergency phase (shelter and relief) was focused primarily on the provision of tools, plastic sheeting, tin sheets and tents to construct temporary and semi permanent shelter to some 14,300 households and provision of basic household items such as quilts, blankets, kitchen sets, stoves and warm clothing⁴.

1.6 Structure of Report

⁴ Save the Children UK. Pakistan Earthquake Emergency Response 2005-2006.

The structure of this report is built around the ToR. The next chapter—Chapter 2—reports on the evaluation team’s assessment in terms of the evaluation criteria of relevance, efficiency, effectiveness and impact and connectedness/sustainability. This chapter includes assessments at the overall project level as well as for specific project activities. Chapter 3 looks at some of the humanitarian trends, organisational linkages, good practices and implications for SCF-UK. The last chapter of the report—Chapter 4 —presents some recommendations for the project and the Programme as a whole. They are based partly on the analysis given in the preceding chapters and partly on additional observations and analysis responding to specific questions raised in the ToR. The last part comprises of four annexes.

2. PROJECT ASSESSMENT: THEMATIC AND SECTORAL COMPONENTS

2.1 Emergency Response (October 2005 to March 2006)

SCF-UK arrived three days after the earthquake hit the region of Kashmir and according to some of the communities, was the first agency to arrive with emergency relief personnel. Initial rapid needs assessments were carried out and high altitude areas were prioritised for relief work in order to ensure that the most vulnerable households were reached. The two districts in which emergency relief was distributed were Bagh district: Bagh Town and the union councils of Thub and Topi; and Muzaffarabad district: Muzaffarabad Town and the union councils of Langarpura, Charak Pura, Chatter Domale, Chatter Klass, Gojra Muzaffarabad and Panjkot. The project documents state that, "SCF-UK as a child-focused organization identified its objective to reach the 120,000 children that have survived the disaster."

Although, the emergency phase was spread over the first 6 months (October to April 2006) the table below show SCF-UK's initial distribution up until 10 March 2006, categorised in two sectors: shelter and relief and education and protection. The major activities/interventions planned during the emergency phase included: shelter (tents) and distribution of other NFIs, namely, tool kits, plastic sheeting, tin sheets and tents, household items such as quilts, blankets, kitchen sets, stoves, jerry cans. SCF-UK also disbursed cash grants of Pakistan Rupees 10,000 to vulnerable families coupled with livelihoods support for local enterprises in form of cash grants. This sectoral intervention is analysed at length in the livelihoods section later in the evaluation.

Shelter and Relief

Province	Tents	Shelter	Plastic Sheets	Stoves	Kitchen Sets	Baby Blankets **	Quilts ***	Tin Sheets ****	Children's Clothes	Jerry Cans
AJK	1,763	13,483	12,821	7,752	9,060	28,289	42,931	112,000	10,840	9,774

Source: Pakistan Earthquake Emergency Response 2005-2006

**Two per family

***Four per family

****Ten per family

Education and Protection

Province	School Clearance Kits	28x15 Classroom Structure	18x6 School Tent	School Material Kits*	Safe Play Area (SPA) Tents	SPA Toy boxes
AJK	89	6	62	124	50	86

Source: Pakistan Earthquake Emergency Response 2005-2006

*Teacher kit, pupil kit and recreational kit

Relevance

There is high relevance of the tents and other NFIs that were provided by the project in the winter zone and other affected areas. The winterisation of tents was timely and highly relevant. SCF-UK was quick in responding to the situation and in carrying out rapid situation and needs assessments. Interventions were planned to meet most urgent life saving and immediate needs of the affected. Other items that were highly relevant for meeting immediate domestic and consumption requirements such as shelter kits, tin sheets, quilts, blankets, kitchen sets,

warm clothing. It was noted that the project carried out field-testing of shelter kits to ensure relevance and appropriateness.

Coverage

The emergency relief phase initially provided blanket coverage followed by more targeted coverage for relief during the first phase. Outreach to hard hit families and inaccessible areas was made possible through process of assessment and house-to-house registration. Geographical focus of high altitude areas (Langarpura/Muzaffarabad and Thub and Topi/Bagh) above 5,000 to 7,000 ft. enabled outreach to extremely remote and isolated communities. Despite the initial delays in carrying out house-to-house survey and delivery of inputs, the project adopted a flexible approach to maximise outreach and a re-registration was done to rationalise targeting. On-going needs identification/assessments also contributed towards gap filling.

The statistics of emergency relief distribution above must be contextualised in the conditions the disbursements took place. The hostile mountainous terrain and often-remote accessibility of the earthquake-hit communities was recognised by the Mission during field visits. The arduous task of delivering relief supplies with a threatening winter at high altitudes reflects the prioritisation of remotely situated communities. The intervention in Panjkot, as a priority union council, is one of the examples of the geographical focus of the project due to road inaccessibility; landslides and the extremely risky terrain.

Efficiency

With the exception of tents (procurement and quality problems) the project has managed to achieve target of planned activities. The shelter support given was flexible and needs based. The factors impacting efficiency include delays and quality issues in acquisition and distribution of certain items. Although minimal, there was some duplication (eg, Bagh) in distribution due to the massive and unplanned distribution done by some religious organisations. The multiplicity of actors, difficult terrain and extreme weather conditions, supply chain issues and transportation problems are additional factors that had a bearing on efficiency.

Similar to the rest of Pakistan, the overwhelming scale of the disaster and consequent basic emergency relief requirements proved to be challenging for SCF-UK Pakistan and responses from the personnel reveal the lack of disaster preparedness of SCF-UK Pakistan programme. Nonetheless, ample evidence demonstrates that the international and national teams of SCF-UK were able to initiate and mobilize an emergency relief operation fairly swiftly. The momentum gained in emergency relief distribution of relief supplies is also reflected in the over £2 million increase to over £3.5 million disbursement achieved by SCF-UK from the third to the fourth financial quarter (refer annex IV). A substantial increase in financial budget was accompanied by a variety of operational and management procedures. SCF-UK's dedicated emergency human resource capacity increased to 15 international and over 200 national and local personnel. This included human resources drawn from the regional offices. From the early days of the disaster through into the "second phase" of the emergency in January 2006, SCF-UK has distributed relief items to 14,300 households.⁵

Procurement and supply chains

As mentioned, initial factors impacting efficiency and quality were supply chain problems and low quality control during the initial emergency phase. The items that are reported to have

⁵ Pakistan Earthquake Emergency Response 2005-2006, p2.

had quality problems in the early days are tents and school clearing kits. Over time (post March) the project streamlined supply chain issues and strengthened quality control systems and transparent procedures. SCF-UK has now well-defined standard operating procedures for tendering, contracting etc and multiple checks (purchase committee) in place for overseeing the entire procurement and quality control processes. Communication gap between country office and field offices was noted as a significant concern in the initial period, which led to logistical constraints, time overruns and planning difficulties.

Interviews with SCF-UK head office emergency personnel highlighted the variety of initial procurement and supply chain obstacles as well as financial constraints that confronted the relief effort. Logistics specialists for procurement of supplies such as tents reflected upon the stresses of the domestic supplier market within Pakistan, which indicated the need for multi-pronged strategy for procurement. The project has employed both national and international suppliers on the basis of financial considerations as well as a number of other factors related to efficiency and timeliness. Emergency personnel also expressed the issues of 'upfront' procurement order payments to suppliers, delays in delivery of supplies and 'questionable promises' made by suppliers. In addition, the artificially inflated prices of scarce commodities and the quality of supplies upon delivery were issues to contend with. Warehouse staff and logisticians noted that some ordered supplies had to be returned due to sub-standard or low quality. It was learnt that tapping into international emergency staff's contacts overseas also mitigated time lags in delivery of supplies.

Effectiveness

The CGI sheets and shelter tool kits were useful in addressing immediate shelter requirements of the target population. Although the quality of the tents varied, attempts were made to rectify this (international procurement) and the winterised tents were highly effective in providing safe and secure shelter. The separate shelter survey being carried out by SCF-UK is expected to provide further insight into beneficiaries' perspectives on emergency provision and will reveal a number of issues including the quality and adequacy of emergency shelter provision by SCF-UK. These tents greatly facilitated return of school going children and in many instances one tent was able to cater for many children of different age groups. The beneficiaries particularly appreciated the household items such as the kitchen sets and the warm clothing provided by the project. Items that were noted to be inappropriate or were reported to be of little use were the stoves (technically and culturally inappropriate) and the clearing kits.

Impact

SC-UK's emergency support is looked upon as "immediate, constant" in providing much needed shelter and NFIs relief within days of the earthquake in all the communities visited during the Mission. The priority items as observed by beneficiaries are CGIs, tools, quilts and kitchen sets. The women interviewed (eg, Bees Bagla/Bagh) particularly appreciated the kitchen sets, warm clothing and shoes etc. The provision of tents, mats, books and student kits was viewed to be highly needed and timely. There are instances (Kalachi Topi/Bagh) where certain households have been left out from the survey and grievances were registered. On the whole, it appears that communities were generally unaware of the criteria followed by the Project for the provision of shelter support and this has created some confusion at the ground level. In terms of impact, it is obvious that the integrated response, where implemented, has demonstrated greater impact such as in Panjkot where despite great logistical challenges and time constraints, the project is reported to have achieved efficient and timely distribution and other spin off benefits.

Coordination

Given the scale of the calamity and the state of flux in the aftermath, it would be fair to state that in terms of coordination the project as performed as good as can be expected. SC-UK's lead role in the UN clusters; consultation with INGOs and government in project area selection; partnerships with Sungi and Oxfam and liaison with Bait-ul-Maal for filling gaps in distribution are indicative of the coordination mechanisms that the project has established. The use of print and electronic media (FM radio) is another positive example. Similarly, efforts were made to the extent possible to avoid duplication in distribution (Mir Jali/Muzaffarabad). SCF-UK also enjoys credibility and effectiveness in providing emergency relief assistance to children and the unconditional support that it receives from the government administration (District Coordination Officer Bagh) is indicative of this fact.

Connectedness

Undoubtedly the suppliers' markets are subject to dramatic fluctuations in the aftermath of such calamities and therefore future preparedness including the nurturing of local and national networks of reliable suppliers is one of the key ingredients for a swift and effective emergency response in future. SCF-UK Pakistan's documentation reveal the extensive administrative procedures put in place which continue to develop since the initial emergency as lessons continue to be learned. These procedures include procurement tracking mechanisms, financial accountability in conjunction with the country office, effective transport fleet management utilization, communication systems for effective co-ordination and security guidelines, measures and practices. Visits to field office warehouses in both districts and past records illustrate significant development of emergency operations and future emergency planning.

The following section provides a component wise assessment of the following sectoral and thematic components of the SC-UK Kashmir Programme. It is important to point out that some interventions have actually started after March-April 2006 and while they have shown adequate progress in most cases, tangible impact or improvements on the intended beneficiaries, has barely started to take effect and impact can be observed, when it materializes, on children and vulnerable as well as on institutions, policies and the regulatory framework.

The ToRs restrict the scope of evaluation to the emergency period (October to end June) and the assessment that follows is given accordingly. The Mission, therefore, describes and refers to outputs in case of long-term objectives or outcomes.

2.2 Education

The long-term development objective of the Programme component on education is "to enable 50,000 primary school children affected by the earthquake to access quality education in the two districts of AJK by end of year 2008." The initial Phase, however, focused on provision of emergency education and the major activities and interventions in emergency education were: provision of school clearing kits; temporary (tent) classrooms; transitional and semi permanent classroom structures; distribution of school/teaching and student kits; teacher training; operationalisation of SMCs and schools' needs assessment (planned and ongoing).

Relevance

The programme component on supporting education in Kashmir (Bagh and Muzaffarabad) is high as the earthquake severely damaged and completely destroyed the education system in AJK. The exact details and extent of damage to the education sector are still not completely

clear but there are a number of reports and estimates that corroborate this⁶. There are reports that about 7,669 schools have been affected, ranging from primary schools to institutions of higher education and including both government and privately owned schools.

Around 5,690 of the damaged schools are primary and middle schools. About half of the damaged school structures collapsed or are beyond repair and will need to be reconstructed. In addition to damages to educational institutions and offices, the education sector has also encountered severe human losses, including students, teachers, and other staff. Teaching staff and students have suffered emotional trauma as well as injuries, which is likely to seriously limit their capabilities in the future. This destruction of the educational facilities and resources, children (especially the orphaned, separated, unaccompanied, disabled) are exposed to serious threats *vis a vis* safe shelter and protection against various forms of abuse and exploitation, including child labour and trafficking.⁷

Given this situation, and mandate and experience of Save UK in education, the Programme has focused on restarting some form of basic educational facilities for children. The provision of tents as an immediate response to getting children back into the classrooms was relevant and need based. Another important objective in addition to provision of safe learning environments was to facilitate emotional recovery and reintegration of the children survivors. Safe Play Areas (SPAs) were set up in camp areas for earthquake survivors in order to provide immediate and secure areas for children.

A number of other inputs were also distributed such as teaching inputs, teacher and student kits and school clearing kits. The relevance of teaching and learning materials is high, particularly of the textbooks and other supplies that were distributed to all children from Grade 1 to 8. The school repair kits, however, were observed to be lacking or deficient in terms of the relevance of the items—suitable mostly for light land clearing. There are varying responses on the relevance/usefulness of the items in the teachers' kits provided; with the exception of the audio visual aids such as chalks and blackboards, some of the sports and other recreational items were noted to be inappropriate and had limited use (e.g. in Bagh where project monitoring indicated that some of these items were either not used at all by the teachers or were not appropriate given lack of space and other facilities.

The Semi Permanent Structures (SPSs) are highly relevant given the severity of damage to infrastructure and have noted to be relevant and useful in providing safe and secure classrooms. The SPSs are designed for seismic zone 4, are easily relocated, well insulated and approved by the Earthquake Relief and Rehabilitation Authority (ERRA)—features that increase overall relevance and appropriateness of the intervention. A number of rapid appraisals and needs assessments were also carried out that were critical in identifying further gaps and problems *vis a vis* access the education focused needs and constraints. The re-establishment and operationalisation of the School Management Committees (SMCs) was another priority intervention that is noted to be highly relevant and need based in facilitating transitional education and recovery.

Efficiency

⁶ The ADB and World Bank's jointly prepared assessment report of November 2005 estimates the total damage for the completely and partially damaged educational buildings, materials, furniture and equipment to be Rs 19.92 billion (US\$335 million) for both AJK and NWFP.

⁷ Mahe Nau Haider, Consultant's Report, "Background Document" Compiled March 2006.

Overall efficiency is high in achievement of planned targets variations showing up in implementation delays; redesigns delays that have cost and time implications and quality constraints in selected interventions. In the emergency however, efficiency is determined the basis of the benefits (achieved or anticipated) commensurate with the inputs than the unit cost analysis. The assessment of efficiency has also into account the implementation level of benefits and the good standards followed in provision services and facilities offered.

Panjkot: A Success Example	
<p>Panjkot, one of the most severely affected and inaccessible union councils of Muzaffarabad, has suffered massive loss in the October 8 earthquake. Post quake, almost 60% of families and children left the place in search of assistance from humanitarian agencies operating elsewhere. Difficult access, extreme weather and widespread damage to educational infrastructure made assistance almost impossible. SC-UK took up this challenge after conducting an assessment in April 2006. To-date, it has distributed textbooks to more than 2500 children, provided 38 transitional school structures, furniture and teaching learning materials to all 38 schools, 2 libraries and 2 science laboratories to High Schools. Additionally, teacher training has been conducted on how to use materials provided by the Save UK Project (with child-centred approach). It is expected that from the start of new academic session in August 2006, about 4000 children in 38 schools will enjoy new schools; every child will have textbooks and chair and access to other learning material. The remarkable achievement in Panjkot is that all school structures have been built by communities—in less than one month for the entire process of mobilization</p>	<p>terms of with and context, more on rather taken delays; practice of</p>

The provision of tents also had time and quality constraints but wherever provided they were used, although extreme weather conditions reduce the efficiency. Tent classrooms have been held in the communities visited and efforts made to accommodate maximum number of children. Some communities (e.g., Kalachi Topi/Bagh) report that they were able to resume classes after one month and tents are suitable only when classes are split up into smaller groups. Other locations such as in Chitra Topi GMS and Bara Baari/Bagh where concerns were also noted regarding the tents size merit consideration.

Delivery of both books and tents was delayed in some places such (Topi Khas/Bagh) but an effort was made to deliver maximum textbooks before the start of the academic year. Some children have been left out from receiving the books—mostly those who were absent from school on that day e.g. Dhundar/Bagh. There were various factors (internal and external) that led to considerable delays in construction of SPSs but progress is on track now. The Project has piloted three models for SPSs to improve upon the design, which has resulted in refining and improving the final model considerably but has also led to unfinished structures in some places e.g. Bara Baari/Bagh. Muzaffarabad project also had certain delays and quality concerns such as delays in delivery of tents, textbooks, school kits, procurement problems and low quality of some of the relief and shelter items. The direct delivery of UNICEF text books to school children before the start of the next academic year had an implication on cost but is considered to be highly efficient in terms of the timeliness and responsiveness of the project.

The overall factors that had a bearing on efficiency (and therefore affecting timeliness and quality) were problems regarding procurement; transportation; weak or ad hoc practices for internal quality control during the initial three to four months and the constraints offered by reconstruction policy directives and related conditionalities by the ERRA.

Effectiveness

In this context, effectiveness is assessed in terms of the extent to which the activities have achieved their purpose, or the extent to which this can be expected to happen on the basis of the outputs. Implicit within the criterion are aspects related to timeliness of intervention and issues related to resourcing.

In spite of the confusion and delays for finalising the standard plans for reconstruction and policy formulation at a national level, the Project has, in a limited period of time, made a good effort to provide temporary and semi permanent school structures based on appropriate design and location. There were observations in the field that the Project has made a rapid jump from transitional educational structures to SPSs. This is, however, justified and seen in the context that by the focus on emergency provisions alone could have affected options and/or resources for more permanent solutions. Regarding other interventions it is noted that the provision of books and tents allowed students to return to learning environments at the earliest; teaching inputs and SMCs were effective in meeting overall objectives; the teacher training facilitated transition period—trauma, class management and the intervention of providing textbooks directly to children (in 143 schools) instrumental in student enrolment, retention, improved attendance and contributing towards learning outcomes.

Impact

Impact of the Project is discussed in terms of “what has been achieved with this project in terms of results on the ground affecting the lives of the intended beneficiaries and their environment?” This includes elements of physical results, outcome of project activities and effects on the project beneficiaries. Changes were observed and assessed mainly in the categories of: economic changes, social changes, and institutional and policy changes.

SC-UK’s intervention in facilitating access to transitional education has been observed to be “first and foremost and most effective in reaching out to far flung areas and provision of teaching and learning inputs.” The provision of adequate and immediate short-term shelter requirements has greatly facilitated transitional education. The frequent changes in design and implementation delays in construction have negatively affected (or delayed) the achievement of objectives but targets have mostly been accomplished (in 27 selected schools?). Delays in winterisation of tents; procurement of high quality tents and delayed arrival of student kits (after June) have also hindered speedy progress. Some of the observations from meeting with school staff and students have reported good student/teacher attendance; increased motivation and learning (GHS Dhundar/Bagh and Achril, Chandara/Muzaffarabad) due to Project’s interventions.

Classroom structures have facilitated holding of multiple classes (Dhundar/Bagh) and greater access to inputs provided. The Project also imparted teacher training to Government Primary school teachers which has been appreciated and is said to have contributed towards improvements in lesson planning, class management, multi grade teaching (Bagh) and sensitisation on child rights; inclusive education. There were comments regarding the felt need of teachers in use of audio-visual aids, separate male, female training arrangements and training in subject specific teaching skills and methodologies. Teacher training is an ongoing activity and it is anticipated that it will lead to more visible and lasting impact over time.

The SMCs supported by the Project are perhaps one of the best and most visible accomplishments—field visits indicate that SMCs were instrumental in not only serving as a conduit for all project activities relating to information dissemination; community mobilisation and distribution, monitoring and supervision of Project interventions but also as a “*multi sectoral*” community level institution that are emerging as an effective interface between the communities and other service providers at large. This observation holds true for some of the more active SMCs (Dhundar/Bagh and Achril and Chandara/Muzaffarabad) as compared to others. The Project monitoring and ongoing visits attribute SMC performance to improved teacher attendance and participation and more effective advocacy efforts with DoE. The provision of latrines (Muzaffarabad) through partnership with Oxfam are looked at as important in further

enhancing impact on improving access and quality of education being imparted (e.g. BPS Chandara/Muzaffarabad).

The Project has also supported construction of semi permanent early childhood education structures in Bagh and Muzaffarabad. Although a useful and essential model as replacement for the safe play areas and for enhancing early childhood development and contribution towards improving learning outcomes, it is observed that the application and, therefore, impact of this intervention is limited, at best. The community is largely unaware of the concept and the purpose of the ECEs and opine that the structures are “child unfriendly,” inappropriate and have faulty construction.⁸ Almost all communities visited seem to have limited understanding as to its utility (Chitra Topi/Bagh and Langar Pura/Muzaffarabad).

Coherence and Coordination

This criterion has more explicit value in the context of the humanitarian aid delivery that lays down the foundation for its longer-term development programme, including education. The criterion looks at the wider humanitarian space in which the Project was implemented and coordination *vis a vis* the multiple actors operating in the project area.

The Project has maintained very close coordination with the Directorate and Department of Education (elementary and project planning wings). The Education Department officials have been involved with the Project in school sites selection, community land transfers to Government, school handing over, joint visits for assessments and monitoring. In addition, the DoE has vetted all education inputs (teacher and student material) supplied by the project. The Muzaffarabad operations has benefited from additional formal, informal partnerships for implementing education related services, e.g. Oxfam (for latrines); Sungi (distribution); Merlin (Panjkot) and Save UK’s prominent role in the UN Clusters for coordination.

The training given to government primary school teachers serves as an additional measure that will increase coordination and there are other ongoing capacity building activities at various stages of maturity that will further augment this relationship. The SMCs supported are permanent and government recognised entities.

Sustainability/Connectedness/Ownership

The sustainability criterion involves making as a judgement as to whether the net benefits generated by the Project are likely to continue beyond the project life and why. In case where sustainability is not the end objective, this criterion assesses whether the activities of the short-term emergency nature that were implemented under the Project look have taken into account the longer term and interconnected problems?

There is evidence that all education focused interventions of the Project have been well planned and are targeted at achieving the objective of enabling primary school children to access quality education. Factors that positively impact sustainability of interventions include: community sensitisation and mobilisation; use of participatory approaches in implementation; coordination with DoE; targeting government primary schools and structures; promotion of SMCs etc. The use of local labour and ‘owner driven’ solutions using salvaged material for construction of classroom structures has allowed freedom of choice and opportunities for participation and ownership to communities. Capacity constraints of the community for local contributions have understandably raised frustration levels in certain

⁸ SC-UK has identified deviations in the construction of the EC structures that are being monitored and corrected.

areas but use of locally reclaimable wood used in construction is indicative of community interest in sustaining these structures until more permanent solutions are put in place.

The new structures being built have design improvements pertaining to size, insulation and allowing for innovations to be added. As mentioned above, some more SMCs, especially those formed where the communities were organised prior to the earthquake (e.g., SMC BMS Achril/Muzaffarabad) possess immense potential for long term sustainability. These SMCs (driven largely by one activist/change agent) meet regularly, interact with the communities and have reportedly contributed towards increased student enrolment; influenced higher teacher attendance and have organised the communities for rehabilitation and recovery activities.

The Project has had limited success in forging long-term partnerships for education and is in the process of identifying and assessing potential organisations (NGOs and CBOs) for enhancing its long term presence, credibility and sustainability in the area.

Regarding the ECEs, it can safely be said that despite the notification by the AJK Government for inclusion of ECE and the provision for it under the education sector reform process; the sustainability of this pilot initiative in AJK is questionable, at best (e.g., Kalachi Topi, Chitra Topi, Hadala Padr/Bagh and Chitra Topi, Achril/Muzaffarabad). It is clear that this seems to be a question of timing rather than of relevance as *the AJK Government does not view ECE as a priority in the short to medium term as evidenced by the lack of awareness, ownership as well as commitment of human and financial resources for this initiative.*

2.3 Child Protection

Protecting children from harm and all forms of discrimination underpins Save the Children's global mandate as well as its development imperatives that shape its country specific programmes, including its country specific programmes. Child protection is the ultimate objective for Save the Children and addressing the immediate (practical) and strategic (long term) needs of children, particularly, vulnerable children, has been a specific objective for Save the Children's Response in AJK. Child Protection thus forms the core and cross cutting thematic focus for SC-UK's Kashmir Programme.

The focus on care and development of children is reflected in SC-UK's overall objective for the Kashmir Programme and the specific objective of the CP thematic component is stated as, "to put in place system for child protection at the community level and build capacity of relevant institutions and the community to safeguard 50,000 children from potential abuse and exploitation in the two districts of AJK by end of 2008." It is expected that this objective will be achieved by developing an integrated community based model for child protection and capacity building and sensitisation relevant stakeholders. Child protection advocacy forms a key strategic thrust of the child protection work.

In the Kashmir Programme, child protection is one of the key thematic interventions in the two projects districts. Activities include establishing SPAs; play bus; distribution of toys and other educational and learning equipment; formation of Children's Councils and Citizen's Protection Committees; formation of Citizen's Action Forum (district level); training/sensitisation on child rights and protection issues and rural/urban child protection focused assessments.

Relevance

The relevance of SC-UK's focus on child protection is demonstrated in a number of ways: (i) Save's global and organisational mandate (ii) niche and expertise of SC-UK in child protection/focused interventions (iii) child rights programming and development imperatives (iv) children as one of the most severely affected group post earthquake that increased existing and created new vulnerabilities (v) limited number of agencies focusing on children's issues (vi) weak and limited capacities of the AJK Government to substantively address child protection. The Strategy Paper for the Kashmir Programme notes that "children—the worst affected group in the earthquake...need a package of support to bring a sense of normalcy back into their lives..." and goes on to note that "in terms of gaps in meeting these needs still an estimated 300,000 children need to be enrolled in schools, 0.5 million need psycho-social support, around 17,000 orphans need care mechanism and around one million children need to be protected from becoming part of the labour force..."

In terms of specific interventions, SPAs were an immediate, timely and highly relevant intervention that allowed vast outreach to affected and at risk children; flexible operating arrangements allowed catering to a large number of children and proved to be instrumental in engaging and involving children from the outset. The relevance of some of the urban focused SPAs in IDP camps (eg, Chattar 2) is relatively low and reduced over time, which justified the shift towards rural areas (discussed in the sections below). The play bus offered greater mobility and access benefiting many children and the creation of community level child protection institutions allowed a transition from SPAs to more structured and broad based forums.

Efficiency

Efficiency is rated high in terms of mobilising response teams immediately after the earthquake and investing in a series of needs assessment, data collection and verification exercises that are particularly essential for child protection activities. The Project had an efficient (timely) start in camps and rural areas by setting up SPAs and getting started through basic means. Some factors that reduce efficiency are noted to be delays in acquisition of good quality tents; winterisation of tents; supply chain issues that led to delays and quality problems; delays in starting the play bus and subsequent accessibility constraints in play bus that curtailed outreach in some of the worst hit areas (eg, in Muzaffarabad). There were delays in target achievement of SPAs due to extreme weather conditions, camps closure and/or relocation. Overall, the difficulty in recruitment of suitable child protection staff posed significant challenges (especially in Bagh).

Effectiveness

The needs assessment and expansion of SPAs are likely to be effective in achieving overall objectives. The SPAs have undoubtedly served as an excellent entry point for the Project; was timely and need based; and offer flexibility and a solid basis for the Project to work in an otherwise sensitive and difficult area. The SPAs proved to be an immediate response for affected and at risk children and in many of the instances the transition to the child protection councils and committees was facilitated by this intervention. Given the right attention, sensitisation and networking, the CCs and CPCs are expected to provide the much needed impetus for child protection advocacy efforts and in helping SC-UK achieve its long term goals and objectives *vis a vis* child protection.

Impact

It is both difficult and unrealistic to assess impact in relation to planned outcomes related to child rights awareness and sensitisation and *long term impact* such as "improved capacity of key stakeholders in playing effective role and rehabilitation model in place for support to

Impact of Play Bus: Bringing Children Out of Trauma

Four years old Ali is a residence of village Charak Pura, Muzaffarabad. He lost his younger sister in the earthquake and was himself rescued from the debris along with his mother. His mother was seriously injured and he was deeply traumatized and was under medical treatment. Despite several efforts by his family, he remained in shock and in a state of great fear and his family started despairing. In June 2006, SC-UK's colourful play bus reached Ali's village and Ali was brought to the site where he could see children playing. He was initially a keen observer and slowly and gradually he showed an interest to ride the bicycle and play with the toy horse. Ali was encouraged by the play bus coordinator to play and explore at his own pace. His family members later narrated a great change in Ali afterwards; he started talking and behaving like a child again—sharing his stories and eager to return to the play bus when it

vulnerable children” because of the short time since implementation. section, therefore, some of the observations and preliminary

mainly period of This presents

conclusions that arise out of the fieldwork and indications as to the likely impact of Project interventions.

Despite the short project life that this Evaluation covered, the Mission observed that SC-UK is increasingly recognised as amongst the on-ground implementing agency for child protection—as evidenced by the reliance of the Government, I/NGOs and donors. “Making children happy...” was one of the oft-repeated stakeholder sentiments regarding how they view SC-UK's role and contribution.

As mentioned above, **the SPAs proved to be instrumental in helping children cope with trauma and engaging children in a constructive manner and facilitating their reintegration in mainstream education.** The SPAs have achieved tangible impact in identification and prioritisation of child protection issues though focused and creative activities such as highlighting problems faced by children with disabilities, children engaged in child labour and early marriages. The play bus was perhaps one of the most popular SC-UK interventions: **the play bus has proved to be an effective “non-threatening” intervention that allows maximum outreach and continuation of CP focused activities** that allows children freedom of movement, self-expression and creativity (Saver/Bagh and Charakpura/Muzaffarabad).

The children's councils have been focused upon in recent months as the intervention was delayed and these councils, though formed in many places, are fairly nascent and only beginning to becoming fully operational. Initial field assessment, however, indicates that these **Councils possess the potential of emerging as a viable and effective forum for organising children, needs identification and serving as a pressure group for advocating for and protection of child rights.** This is witnessed in case of the more active or mature CCs (e.g., (Anwaar Sharif/Charakpura, Muzaffarabad) that are playing an active role in organising and motivating children, articulating and prioritising children's issues, problems/concerns and in bridging the gap between children and adults as well as larger community.

The role-plays enacted by these Councils are explicit, interesting and focused—holding the adults (CPC members) accountable on issues pertaining to child labour, early marriages, dowry, corporal punishment and lack of educational facilities. Other CC's are relatively immature to assess meaningful impact. There are some other emerging issues regarding participation versus representation, those who are involved are able to organise other children and have the confidence and the awareness to identify, prioritise and communicate their problems.

Sustainability/Connectedness/Ownership

The emergence of the children's councils as a viable forum is not going unnoticed. Unlike the “non-threatening” play bus intervention the CC's are generating a backlash that can be seen as potential risks to the sustainability of these Councils. These need to be pre-empted and dealt with in effective ways if risks are to be minimised. Children are reportedly being criticised, condemned and/or even threatened for participating in this fora and are being labelled for

even daring to talk about their and, lack thereof! There are examples the field that demonstrate how some children get penalised for participating in the Councils and is reason for some members dropping the Councils and others planning to.

In addition to the pressures faced by children from their homes, the religious leaders/clerics are seen as obstacle that openly disregard and the Council members and advise to refrain from doing so. Another constraint (as indicated by some members) is the perceived inability (influence or interest) of the CPCs to confront children's families due to and traditional practices. It is clear an early stage that the CPCs require considerable investment and meaningful support over the medium term in meeting their basic predominant needs before the CCs CPCs converge at a common point (Langarpura and

Charakpura/Muzaffarabad). The pro forma or almost invisible participation of women in the adults committees is another serious issue that remains yet to be covered.

The sustainability of the urban SPAs is questionable; most of them were closed down in February and a few have been handed over to the communities. The different camp realities, the lack of basic needs and services in the camps and ambiguity regarding residual camps is such that the SPAs are unlikely to survive on their own. In other areas, where the SPAs have been relocated to government schools (transition to ECEs) the sustainability and ownership remains to be seen. Frequent turnover of CP staff and lack of suitable qualified and committed supervisors (SPAs and play bus) are additional constraints impacting sustainability. The Project is rightly focusing on increased capacity building efforts for this purpose. There were reports on inter-communal conflicts on supervisor selection (Saver/Bagh and Neelum Park/Muzaffarabad) and choice of location for CP activities, particularly play bus and SPAs.

There is evidence that CP interventions focused in urban areas (e.g. SPAs, CCs and CPCs in Chattar 2/Bagh and Neelum Park/Muzaffarabad) may have low prospects for impact and sustainability mostly because it is clear that **both** children and adults have neither the incentive nor the motivation to take the CP activities further. The explanation for this lies in the fact that these camps are unique examples of places where the distinction between children and adults gets blurred— both groups identify and are consumed with the same problems that relate to meeting basic needs, provision of shelter, water, sanitation and education and it is clear that unless these communities are supported in meeting their basic day to day needs, there is little scope for anything else.

Street Smart but Neglected: Protecting Children from Harm

Muhammad Latif (14 years) of Samman Bandi, Muzaffarabad, is a member of the Children's Council. He lost his mother, two brothers and two sisters in the earthquake and now lives with his father and one brother. Following the great stress and trauma, the father became mentally unwell and depends on his son to look after him. A Children's Council was formed on 16th June— 16 children participated in the first introductory session. Latif also participated but remained withdrawn and silent. All children were engaged in introductory games and so was Latif, who later introduced himself. He showed all signs of being neglected and was rude when asked any questions. Further information revealed that he was quarrelsome and had started smoking. In addition, he was known to prefer sitting with the older men in the area and wandering around aimlessly. The SPA proved to be particularly useful for children like him and Latif too, started coming in regularly and engaging in constructive activities. With time, Latif opened up and started taking initiative; answering questions and showing his interest in the sessions. Latif went on to get nominated as the chairman of the Council and he accepted his responsibilities readily—to collect data on children involved in substance abuse and to motivate them to join the Council. Latif is still an orphan (by mother) but is no longer on the streets, he is not neglected as he has a platform where he can express himself. share his interests

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The obstacles created by faith based organisations and religious leaders negatively impact sustainability and limit participation of older girls in particular. In addition, there are obstacles that arise out of the traditional/customary laws, norms and conventions that inhibit initiative and attempt to preserve inequitable and discriminatory power structures. The *very low* awareness levels of communities in children's rights and protection issues further exacerbate the situation. The CP Project staffs seems to have been on a steep learning curve itself, as adequate training on community mobilisation and child protection has not yet been imparted, although basic orientation on child rights was given.

Child protection activities and related support strategies (such as livelihood support) that may be employed for CP interventions also raise other concerns in terms of creating situations where even minor discrepancies in identification, targeting and monitoring may lead to creation of opportunities for further exploitation of children (e.g., Bara Barri/Bagh). The traditional and cultural sensitivities involved are also such that there may be no tangible way of determining the well-being of children placed within extended community based extended family networks and/or assessing impact of support extended to caregivers.

Child Protection Advocacy and Limitations

SC-UK established niche as "most prominent" on child protection policy advocacy. SC-UK advocacy efforts have been carried out at various levels—Strategy Paper on Community Based Care was presented and disseminated at various levels (UN Protection Cluster, Technical Working Group and ERRA) for impacting and influencing high level policy dialogue and strategy formulation for vulnerable children. Lobbying efforts were particularly strong with the Ministry of Social Welfare (MoSW) and with the National Commission for Child Welfare and Development (NCCWD).

The limitations of policy advocacy are, however, visible in different ways and manifested at various levels⁹: the lack of overall national policy and regulatory framework for community based care as well as for institutional care; the lack of leadership and common approaches and the sensitivities involved in advocating a rights based agenda has its own limitations. It is clear that policy influence and impact in this context will require *coordinated and consolidated efforts at much larger scale* and matched with appropriate strengthening of community based support structures for accelerating strategic thinking and action.

The Citizen's Action Forum (CAF) is one project specific example that is to emerge as a viable and effective forum for influencing policy in this regard but this initiative is as yet recent and will take considerable nurturing and sustaining to the point where it becomes a credible and effective resource pool and platform for policy advocacy and monitoring of child protection.

SC-UK Programme Impact on Children—How They See and Say It:

Emergency Relief and Education Related Interventions

- SC-UK was the first ones who came forward to help us.
- All children have received the textbooks, notebooks and stationary items—very timely and useful. Some of those absent from the school did not receive the above mentioned.
- Some items such as the notebooks' size could have been better.
- Students praise SC-UK's contribution and opine that Councils have been formed for helping them acquire their rights and prevent early marriages.

⁹ The Draft Social Protection Strategy by ERRA [overrules] lists institutionalised care for children as an (easier and more efficient) option and lists MoSW as key implementing and coordinating partner.

- Arts and crafts activities have been used to assist in needs identification of children.
- The tents are not adequate (too cold, too warm) and students prefer outdoor classes (Dhundar).
- We have received some furniture but we really need more desks and chairs.
- The blackboards are very helpful and we can learn better.

Child Protection

- Play bus greatly appreciated by children—children are allowed the freedom of expression and movement in a safe and conducive environment where they are ably guided by a trained supervisor to pursue interests of their choice.
- Children enjoy and look forward to this time of recreation; role-plays, puppetry and drawing are popular amongst all in addition to the games and sports made available for them.
- Board games, carem, movies and other sports such as badminton, cricket is most popular.
- CC's visible impact they are playing their role in organising children for constructive activities
- Children have now started asking questions to the Government (social welfare department) and other stakeholders.
- Children generally identify problems related to early marriages, child labour, dowry, corporal punishment, right to education and school up gradation.
- Water, mosques, girls' schools and latrines are needed most of all for children.
- Only the teachers in the Adult Committees can help us. They will not confront our parents/family members.

2.4 Livelihood Support

The long-term Programme Strategy notes that livelihood support will be used as a supporting strategy, initially planned for the short term and for strengthening the three thematic sectors of education, child protection and health. The objective¹⁰ is "to provide livelihood support to 5,100 very poor/vulnerable families and 75 local businesses through cash distribution to reduce the incidence of harmful coping strategies in the two districts of AJK by end of October 2006."

This includes cash support to very vulnerable families and cash for small/local businesses—unconditional cash grants of Rs 10,000 as income support to families and Rs 25,000 for shopkeepers. The Strategy Paper places the damage to livelihood sources at around US\$ 300 million and notes that the loss of livelihoods in terms of livestock, crops, agriculture and small enterprise will compel communities to resort of harmful coping strategies such as increase in child labour and drop out of school going children. SC-UK targeted 5,100 households with cash grants to meet basic needs and help kick livelihoods and local economy so as to avoid reliance on harmful coping strategies.

The Project objective is stated as "provision of support to the most vulnerable families / businesses with the immediate aim of returning people to normal income generating activities." The DFID cash distribution project objectives (for Muzaffarabad) include:

- Distribution of Rs10,000 cash to 3,000 vulnerable families in 3 Union Councils of Muzaffarabad District AJK

¹⁰ Rehabilitation and Development of Kashmir: Strategy Paper. Save the Children UK, Pakistan Programme Office.

- Cash Support to 200 shops and businesses – reconstructing, restocking and rehabilitating businesses in 3 Union Councils of Muzaffarabad District AJK

The interventions that have taken place to-date under the livelihoods support (cash distribution) project include: house-to-house assessment; cash for work; income support (5,100 families) for basic needs and livelihood support (375 local shopkeepers) for restocking and small enterprises. The processes employed for these interventions include shops and small businesses assessment; community consultations; livelihoods focus groups; distribution; formation of livelihood support committees; monitoring and mobilizing; motivation and support.

Relevance

Livelihoods support, in principle, was a highly relevant given the loss of community assets, erosion of community based social safety nets, income sources and livelihood support mechanisms. Its relevance as a support strategy for SC-UK's other core/thematic areas of work is also high. The initial idea for extending livelihood support was to provide immediate cash support for income generating activities. Food security was ruled out as an issue (Project monitoring and assessment results) and therefore the support was focused on other support measures. The relevance of the objectives *per se* is substantiated in the situation and needs analysis carried out by the Project but is discussed in further detail below.

Efficiency

There were significant delays in conceptualisation and project finalisation and actual distribution has mostly started around or after March 2006. There were additional delays in staff recruitment and some design changes in the overall approach that impact upon efficiency. The idea/rationale for the livelihood to augment the 'integrated' response was good in principle but faced constraints. The careful targeting and close community consultation that were to underpin the entire livelihood project (and provide key linkages for other Programme initiatives) also proved to be a challenge.

Effectiveness

The factors that have an impact on effectiveness in this Project are: design revision, choice and reliance on targeting mechanisms and identification of most vulnerable and the poor. The short implementation period corresponding to the objectives make it unrealistic and difficult to comment on effectiveness *per se* rather this aspect is discussed in the section on connectedness and sustainability of the interventions.

Impact

The Project has used diversified livelihood strategies used to maximise outreach and impact, e.g. support to families and small businesses such as woodcutting machines, poultry farming, goat rearing, provision of sewing machines, business investment, cows (part contribution) and farming tools/seeds. The beneficiaries are generally those who were already skilled/self-employed and who have a greater capacity for sustenance. The spin-off benefits from the livelihood support are: community mobilised and triggered "innovative self help initiatives," e.g. gravity flow schemes, electrification, link road construction etc. The initial targeting approach—house-to-house proved to be an effective tool for maximising outreach to most vulnerable.

Uniting for a Cause: Construction of Link Road Project through Motivation

The village Bandi Tagyan (Langarpura/Muzaffarabad) was cut off with the rest of the area because the 3 km long road that links the village with main Langarpura-Muzaffarabad road was fully demolished in the earthquake. Bandi Tagyan is amongst the poorest village of Langarpura UC and SC-UK's livelihood assessment identified 68% of households eligible for support under its criteria. A livelihoods focus group with the community identified the construction of the link road as the top priority. Villagers were not only endangering their lives reaching the main roads through slippery tracks but also paying extra money on transportation of food items and construction materials. Teachers were usually absent for the same reason. The livelihoods team sensitised the community on the self-help approach and motivated them to organize themselves for this cause. The community contributed Rs 1,200 per household and hired a bulldozer (Rs 1,500/ hour) and constructed their road without any external support. Now the community enjoys: reduced transportation costs of food items and building materials; access to towns for daily laborers; increased attendance of local and outside teachers

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The cash support is and it is difficult to about "livelihoods recovery" as yet. There yet, little evidence that indicates a tangible of the livelihood given in increased or income generation the beneficiaries or harmful coping There are findings from month cash (DFID) monitoring that 75-85% of

are using assistance appropriately. In addition, there is anecdotal evidence that indicates an increasing inclination of families to send their children to school.

Child labour persists in these areas and it is hoped that long term integration of the Programme response and careful targeting and monitoring will allow for a good basis and link from relief to recovery, self-help and sustainable long term development of the beneficiaries. In terms of support given, the livelihood support for asset replacement (stocking, equipment etc..) was a good option and appropriate response. Livestock restocking was also facilitated as a key livelihood recovery strategy. The results, however, are somewhat mixed and it appears that the important issue arising here is that of (i) effective targeting (ii) identification of the poor and vulnerable (iii) choice/flexibility in terms of menu of options offered. Instances of cash injection are revealing good impact in the sense of fulfilling needs for domestic consumption e.g. livestock.

In case of some of the beneficiaries supported, it is not, as yet clear what the implications are for maintenance and sale of assets as a key livelihood and coping strategy. The collapse of local credit markets and erosion of social safety nets can lead to exploitation. Migration and remittances are common strategies and poorer groups may be left out. Experience demonstrates that cash distribution involves elements of conflict and this has also been one of the constraints in this Project where community grievances or complaints run high. This is attributable also to the strict criteria applied for determining eligibility as opposed to the blanket coverage provided for other relief activities.

The criteria was revised to extend outreach but given the time constraints and the choice of the targeting mechanism (LSC) the criteria is being questioned by the communities largely due to unawareness or also because some deserving cases have indeed been left out (Hadala Padr/Bagh, Mir Jali/Muzaffarabad). Lastly, the recovery from customers, inability of shopkeepers to afford high rents and very low purchasing power of the communities are some of the real threats to the sustainability and impact of the livelihood support.

There are certain instances where in terms of the support given seems to raise concerns regarding timing rather than the economic or financial viability of the enterprise in question. For instance support extended for "high risk" enterprises such as poultry in Mir Jali/Langarpura, Muzaffaraabad. Labour and capital investment required for stocking, feed, infrastructure and maintenance impose a high cost for the beneficiary and there is understandably greater risk involved and resistance from intended beneficiary. Similarly,

support in kind (in certain instances) may not yield the desired results e.g. shopkeepers who have also been provided with sewing machines that are displayed but not actually in use (Bees Bagla/Bagh and Mir Jali/Muzaffarabad).

Despite provisions in the criteria, it seems that there were limited options and opportunities for targeting vulnerable groups such as poor women. Although, the design is strong on identification of certain more vulnerable groups such as widows and disabled people, the Mission observed that the positive discrimination may not yield the desired results (e.g. an invalid and a widow supported but chances for self sustenance are limited as in Kalachi Topi/Bagh or a mentally ill widow in Hadala Padr/Bagh). The reason is again attributable to the reliance of the Project on the local power structures and the deeply entrenched gender inequalities and discriminatory structures prevalent in these areas.

A Unique Case: Bees Bagla (Thub/Bagh)

The Project has supported (a 120 shop) market rehabilitation through cash support to market owners and cash grants to shopkeepers and traders for reconstruction of 52 destroyed shops. The community shows early signs of market economy getting revived. The targeting of the beneficiaries and the concentration of the local notables in the LSC raise concerns regarding elite capture and retrenchment of inequitable power structures. Careful and constant monitoring may be required to check decision-making, market distortions and monopoly (rent setting, collections etc). Examples exist where widows (landladies owning 14 plus shops) are supported but the local power dynamics make it difficult for women to exercise any meaningful control over key decisions. In addition, there are individuals (shopkeepers) have been supported who receive regular remittances or shopkeepers (general stores) who have been given sewing machines but little evidence was found as to the demand or effective utilisation.

Sustainability and Connectedness

Sustainability and prospects for the livelihoods component is discussed with reference to lessons learned, based on the project implementation and available or likely impact.

In the absence of broad based community organisations, the Project had limited options for targeting its support; the only options available for targeting were: the government; the elected representatives or by forming community based (representative) institutions. The shift to forming LSCs thus explains this compulsion as the only feasible targeting mechanism available. As in similar experiences, wherever a project has had to rely on existing power structures within a community, there are bound to be problems with respect to correct identification of the vulnerable and the poorest of the poor. The only long-term option for the Project lies in investing towards building it's own capacity for correct targeting; identification and verification of beneficiaries. This, of course, has cost implications and will depend on the strategy that is finalised for livelihood support.

The important point in sustainability is that as a matter of strategy, Save UK is now in a better position to assess what can be addressed more realistically in a short and long-term development programme. Regarding livelihoods, Save UK may wish to consider very carefully how it wishes to position itself and the niche that it wishes to create *vis a vis* entering into livelihood support. This question then has implications for the structure, resources as well as benefits accrued; what is the overall objective for the livelihood component—support for core initiatives or to achieve demonstrable and significant impact on livelihoods recovery and regeneration? Without a clear answer it is difficult to talk about effectiveness, impact or sustainability. The other questions and issues arising in terms of sustainability are:

- Restrictive criteria, shift to representative community institutions such as LSC and implications on inclusiveness and participation.
- Managing community expectations¹¹. One time distribution has its advantages but operating through smaller groups makes for increased transparency and impact.
- Shift in approaches and impact on incentives/motivation to spend effectively (Panjkot).
- Targeting limited support—focus on quality or quantity?
- Identifying permanent cost effective arrangements for food and income security monitoring and forging key institutional partnerships for long-term sustainability.
- Greater integrated planning and coordination within Project¹²—careful assessment of which direct support can provide greatest impact on broader recovery e.g. in terms of geographic and sectoral focus?
- Ensuring genuine participation, decision-making and community contribution while avoiding elite capture and identification of the most vulnerable?

¹¹ In view of the short time period, it was observed that the community is largely unclear about terms and conditions of the livelihood support and are unclear about the community contributions, savings pool etc.

¹² The Mission observed that in certain instances, responses focusing on one sector, e.g. livelihoods tend to miss connections with related interventions such as child protection and vice versa.

3. PROMOTING GOOD PRACTICES AND OVERARCHING FACTORS

3.1 Coordination and Linkages of SCF-UK

During the post earthquake emergency phase, SCF-UK Pakistan was at the forefront in providing relief and immediate assistance to the earthquake affectees in general, and, as the leading international “child focused” and “protection” organisation, in particular. The interaction of the Mission with the beneficiaries and the government counterparts as well as with the donor organisations indicate that Save UK has an established edge and niche in advocating for and protecting children’s rights.

Partner¹³ interviews revealed that SCF-UK is looked upon as the most prominent and pro-active advocate of child protection and advocating the community care based model for child protection of vulnerable (orphan) children. In addition, there were clear indications that SCF-UK has proven itself to be the strongest actor within the alliance members operating in Pakistan such as SCF Sweden and SCF US (working in the North West Frontier Province of Pakistan as the other major region neighbouring Kashmir that has been affected on a large scale by the earthquake) in terms of advocating an active and consistent child rights’ agenda and lobbying with stakeholders for policy dialogue and influence.

SCF-UK Pakistan enjoys a very healthy relationship with the Federal government of Pakistan, particularly, the Social Welfare Ministry, who claims to have benefited hugely from SCF-UK’s consistent and clear policy position and inputs in policy formulation. As stated earlier, policy impact, however, is constrained by a number of other macro factors relating to the operating environment in Pakistan¹⁴. These relate mostly to the absence of a clear policy framework as well as leadership on protection issues as well as the absence of a regulatory framework for community based and institutional care. The ambiguity and conflict arising out of ERRA’s engagement with protection issues—an authority constituted mostly to look at build reconstruction and coordinating roles—is also viewed as a serious factor impeding policy impact of SCF-UK and other actors advocating for community based care model.

The final draft on social protection formulated by ERRA propagates institutionalised care of orphans and is currently in the process of being reviewed and finalised. It is to be noted, however, that the proposed strategy is being widely questioned and criticised by civil society organisations and other national and international organisations and it remains to be seen how ERRA responds to the concerns being raised as to the validity and (lack of) consultative processes employed for formulating the strategy.

SCF-UK’s role in the UN clusters that were evolved as a model for coordination post earthquake is also found to be active. SCF-UK is an active member of the protection and education cluster and is leading the cluster on livelihoods. Field interaction in Muzaffarabad district indicated that SCF-UK enjoys a high profile in the livelihoods cluster—now reshaped as a working group. This is attributable to the wealth of experience that SCF-UK has gained in the initial emergency phase where it undertook detailed house-to-house surveys/assessment for constructing a baseline. At the district levels, the representation of SCF-UK national and field

¹³ Meeting with Senior Advisor Child Protection, UNICEF. Islamabad.

¹⁴ Based on discussions with Programme and Project staff, another issue of concern relates to the legitimacy of SCF-UK’s advocacy position *vis a vis* lack of empirical evidence and experience gained through working with children in community-based care—an area that requires further attention and strengthening.

staff in child protection was particularly consistent and proactive. SCF-UK also enjoys confidence of DFID arising the “effective” role it played DFID funded cash distribution project¹⁵. Another institutional donor of SCF-ECHO that expressed its satisfaction with the implementation of its emergency relief assistance by ECHO. Discussions with concerned personnel, however, reveal that minor discrepancies in financial reporting and under spending of money had arisen as concerns in the first phase but were rectified later on¹⁶.

Compliance Noted with Humanitarian Principles & RC Code of Conduct:	
→	Primacy of the humanitarian imperative
→	Impartiality of aid given
→	Aid not driven by any agenda
→	Not act as instruments of government foreign policy
→	Respecting local culture and customs
→	Attempt to build disaster response on local capacities
→	Involving programme beneficiaries in management of relief aid
→	Aid directed at reducing vulnerability & meeting basic needs
→	Accountability
→	Recognising victims as humans and not as passive recipients

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3.2 Humanitarian Accountability: Minimum Standards & Code of Conduct

Commenting on the adherence to and compliance with the Red Cross and Red Crescent movement Codes of Conduct for Humanitarian agencies during emergencies has proven to be far more complex in practice as opposed to the theory. This is attributable to the complex operating environment and the intricacies of maintaining impartiality, neutrality whilst managing multiple accountabilities that remain an overwhelming challenge for all actors across the humanitarian sector. The Mission noted the Project to be consistent and in compliance with the humanitarian principles and Red Crescent Code of Conduct, albeit in varying degrees.

SCF-UK’s earthquake response indicates that the organisation has achieved satisfactory levels of consideration and compliance with principles 5, 6, 7 and 9. Principle 1, however, relating to the humanitarian imperative enshrined within the codes of conduct though visible at the SCF-UK field office, becomes somewhat complex given the nature of the sectoral interventions and the emergency phase, e.g. where principle 5 on local customs and culture intersect with child protection. Other constraints arise in cases where for example cash injection support has targeted women shop owners—in a male dominated and conservative setting—which can translate into cases where such positive discrimination may actually lead to exploitation of children such as child labour. Corollary to such estimates, the high degree of satisfaction expressed by the beneficiaries, despite the time constraints and difficult terrain conditions under which the Project operated—merits consideration.

With regard to Sphere Project and guidelines, SCF-UK intervention in WATSAN achieved by coordination with Oxfam in Muzaffarabad district, is of high quality. The emergency education and safe play areas also reflect attention to quality standards as do the monitoring of semi-permanent structures construction in terms of compliance with quality standards and community consultation in design. It was evident that discrepancies in design and construction are being addressed through well-established processes and complains such as

¹⁵ Meeting of the Mission with DFID was not possible (CHASE team had also departed) Pakistan but the available documentation and monitoring reports of the DFID provide ample evidence of DFID’s support and satisfaction with SCF-UK implemented livelihoods and cash injection initiatives in both districts.

¹⁶ Mission meeting with Technical Assistant, European Commission, ECHO, Pakistan Field Office.

rook leakages are being registered and rectified. It is pointed out, however, that the Project could have benefited more if the technical limitations and specifications of materials and construction guidelines are continually shared with the communities to avoid unnecessary or misplaced concerns raised by the community. Lack of clear communication appeared to be a problem in the case of interventions such as the lack of clarity and communication in the livelihoods programme (within the organisation and in field staff's interaction with the community). This is considered as negatively impacting compliance with the Sphere project guidelines in terms of creating confusion amongst the project staff creating false community expectations¹⁷.

On the whole, there appeared to be limited awareness amongst the field teams of the Sphere project guidelines, which is a common phenomenon amongst emergency personnel in general and is explained in a statement by SCF-UK¹⁸ as, "such principles and codes of conduct as not as readily transferable for staff to incorporate into the relief effort contexts." This is echoed on a macro scale where by research illustrates that generally knowledge of the contents of the codes of conduct and their applicability remains limited. The commitment of SCF-UK, however, to engage in reviewing and learning from experiences demonstrates its commitment to increase its operational knowledge as well as adherence to humanitarian accountability standards.

SCF-UK has also recently become a member of the Humanitarian Accountability Partnership International (HAPI) – Pakistan that is expected to positively impact SCF-UKs' credibility and commitment to humanitarian accountability and good practices¹⁹. HAPI-Pakistan Programme has successfully engaged other organisations such as Tearfund, Medair and WorldVision in pilot initiatives for beneficiary accountability through formalization of community complaints procedures and practices.

3.3 Gender Assessment of the AJK Project

Gender analysis is not an explicit evaluation objective in the ToRs for the Evaluation. Good practices for evaluation, however, require that gender is looked as a cross cutting concern across all categories of impact domain. This report, however, provides a broad assessment in terms of attention to gender in design and implementation.

Vulnerability analysis is reflected in the project strategy as well as in the implementation of components. What is lacking, however, is a gender-vulnerability nexus (with reference to gender inequalities) in project design, implementation and M&E arrangements. Most of the project interventions are gender neutral, while some are designed with a specific focus on women as primary target group. Others have very little women's involvement in planning and implementation. On the whole, the nature of the humanitarian assistance response and the implementation of the Project have little to show by way of analysis that relates gender roles to Project interventions.

¹⁷ The livelihoods field staff conceded that there was lack of consultation and clarity in case of the livelihoods and cash injection component. In another case, comments from the Bagh Education Officer were that, "*we had to do away with quality during the emergency, and only keep minimum as a guiding term in mind when disbursing*".

¹⁸ Programme Director, Save the Children UK. Pakistan Programme Office.

¹⁹ As consequence, SCF-UK Pakistan programme director and field office staff in Bagh had been invited to take part in workshop in Bagh district.

While gender inclusiveness and impact (on vulnerable women and girls) are implicit in objectives and target group, the absence of relevant gender analysis and gender sensitive indicators across the sectoral and thematic interventions of the Project make it difficult to analyse gender sensitivity. In terms of Project specific examples, with the exception of the SPAs and the CCs, there is limited evidence of how women are participating and involved in decision making in the community level institutions such as SMCs, CPCs, LSCs.

3.4 Humanitarian Trends and Implications for SCF-UK

According to DAC statistics, the global policy shift towards responding to an increasing numbers of natural disasters and complex political emergencies are evident in the growth of the global humanitarian aid budgets amongst the OECD members. At over \$5.5 billion per year during 1999-2001 this sum of humanitarian aid allocation accounts for over ten percent of the total Official Development Assistance of the OECD nations. There are however certain problems with the ways in which the international humanitarian aid system functions. Firstly, the contours of this humanitarian aid landscape are determined by political fault lines as evident in the allocation of humanitarian aid to primarily complex political emergencies and/or those emergencies as apposed to those geographic locations where natural disasters strike that are of nominal geo-political and strategic concern. Humanitarian aid response and its financial and tangible scales are also determined by the extent to which they capture the attention of the media as well as analysts and policy makers across the globe. The two contrasting examples are that of the 2004 tsunami as apposed to the 2005 Asian earthquake where it is widely argued too little too late was received by those most vulnerable.

In contrast the aid agencies have been flooded with financial resources in the aftermath of the tsunami of 2004 to such an extent whereby many question the absorptive and disbursement capacities *vis vis* compliance with humanitarian accountability and transparency minimum standards. The highly politicised context globally, within which the humanitarian aid system exists, and the complex array of value, infrastructure and resource based conflict dynamics within which the humanitarian responses take place cannot be underestimated. As Kent advocates (Kent, HPN, 2004:12): *"In the future, we will need a paradigm shift that understands disasters and emergencies not as unfortunate occurrences that take place at the margins of human existence, but as reflections of the ways that human beings live their 'normal lives', and hence the ways that they structure their societies and allocate their resources. This paradigm shift will challenge some of the fundamental assumptions that underpin the humanitarian project as currently conceived."* Kent's assertion becomes all the more relevant when one considers that the Asian earthquake of October 2005 was as much of an institutional and infrastructural disaster as it was a natural calamity.

Despite the positive shifts and the ongoing restructuring, clearly a lot more remains to be done before SCF-UK is fully equipped and prepared to respond to critical issues such as regional development of trained and experienced human resources for disaster planning and preparedness, deployment of emergency personnel and clarity on 'stand down policy' of country staff in case of emergencies so that effective and timely relief efforts can be mounted²⁰. For SCF-UK, much remains to be done before the humanitarian emergencies department does not feel over stretched in terms of financial and human resources and in responding to multiple emergencies across the globe. A prerequisite is to have adequately

²⁰ These structural and strategic policy shifts are indicated from data gathered from head office interviews with emergencies department personnel, country and field office staff as well as documentation. Certain ambiguities surrounding line management during emergencies between head office emergencies department and country office management were indicated.

trained national personnel to takeover and maintain the quality of work and momentum gained by the international, regional and national emergency response personnel. More importantly, a culture of embracing organizational change and institutional evolution, albeit uneven, needs to be achieved at a measurable level. Furthermore, the dynamism with which humanitarian emergency personnel and department must respond requires the presence of a strong senior management culture that provides an enabling environment for effective and efficient humanitarian action and response.

4. RECOMMENDATIONS

Goals and Objectives

- Goals, purpose, objectives and outcomes need to be stated in a more explicit, realistic and attainable form.
- There is a need to align vulnerability analysis with project/programme interventions, wherever possible, introduce and clarify interventions for identifiable groups of the vulnerable, poor and for women.
- Focus needs to be sharpened in terms of gender and socio-economic analysis (e.g., more affected district, lowest versus highest quintile, literacy, livelihood sources etc.) gender dimensions of poverty should be introduced in planning, implementation and M&E
- Greater synergy and coordination needs to be introduced between the objectives and implementation mechanisms for the project components (thematic and supporting)

Management and Coordination

- Genuine and persistent problems in human resource management and financial management need to be addressed resolutely
- Orientation in child protection and social mobilisation needs to be given to all staff and *staff induction training with reference to clear job descriptions* to be given.
- Phase out or scale up the small components (livelihoods as a sub-project)
- Coordination issues need to be revisited and streamlined at various levels, e.g., practical needs for coordination between country and field offices, synergised and coordinated response in project activities, objectives, integrated work planning and implementation
- Clear downward feedback/communication regarding basis for staff appraisal, monitoring and performance assessment for considering promotions, demotions, transfers or termination
- Monitoring officers identified for specific purposes like programme management, assessments and M&E., would require additional training and capacity development in project management skills, data collection, analysis, research methodologies, gender sensitisation and especially report writing

Strategy and Operations

- Save-UK to invest time in deciding as a matter of strategy, what can and cannot be included in short to medium term relief and rehabilitation operations and longer term development programmes, if optimal use of resources is desired. Consider, in particular: development of staff capacity; water and sanitation schemes; health initiatives; policy advocacy and women empowerment and/or enterprise development.
- In order to sustain project impact, reliability and long-term presence in the area, it is evident that long-term (institutional) partnerships will need to be forged with the existing government agencies and NGOs in AJK.
- Consider in particular, partnerships for augmenting existing programme components, e.g. WATSAN; health and hygiene training/good practices; enterprise development and vocational skills.
- The value of investing time and resources in updating and consolidating of the baseline data collected for different interventions is clearly indicated. *A baseline needs to be formed (with all relevant indicators) against which progress can be measured.*

- Need for capacity and credibility assessments of potential partner organisations, strengthening and agreements related to benefits, work specifications etc., for partner organisations.
- Monitoring is a particular area in which improved policies and procedures could be introduced as a matter of priority, especially with reference to: (i) a system for continuous monitoring (ii) gender differentiated reporting
- Integrated and multi-sectoral planning: Greater integrated planning and coordination within organisation/project required—careful assessment of which direct support can provide greatest impact on broader recovery.
- Broader outreach and dialogue needed, however, in supporting informed participation of women (particularly poor women) in certain interventions, e.g. shelter, construction and eligibility for support.
- Strengthen policy advocacy efforts by creating a platform for like-minded organisations for scaling up efforts in “operationalising” the community based care model and strengthening relevant support structures at the community level.
- Invest additional time and resources into awareness raising and developing/disseminating cost benefit of institutional versus community based care.

Emergency Planning and Preparedness

Recent calamities have demonstrated the value of investment in capacity building for disaster management, preparedness and risk reduction. The immediate considerations for SC-UK involve:

- Future plans for strengthening and/or contributing towards national disaster management planning, risks assessments; avoiding ‘re-building’ vulnerability and integration with long term development programming (livelihoods).
- Continue progress towards a dynamic and adaptive regionalized set of strategies, structures and practices for regionalized emergency response resource capacity as integral part of emergency planning.
- Development of multi-skilled personnel who straddle between the uneven and uncertain contours of disaster, conflict and development continuum.
- Provision of an enabling professional environment which seeks to expose staff to diverse transnational experience and as human resource capacity may be harnessed.
- Support for capacity building (at community level) for local level risk reduction and preparedness efforts.
- Obtaining specific inputs (thematic and sectoral) from field offices and elaborate consultative arrangements for finalising and preparing final plan; outlining detail to operational policies and procedures, structure, resources and implementing and financing partners.
- Identifying, training and investing in capacity building of core emergency response team.
- Compiling, disseminating and discussing with relevant stakeholders the lessons learned and implications for future, based on SC-UK’s experience of implementing the earthquake response.
- Building linkages and identifying strengths and weaknesses *vis a vis* other organisations (including Alliance members) for emergency planning and preparedness.

Annex I: Summarised Version of the Terms of Reference For the External Evaluation

The Purpose of the evaluation

SCF-UK is particularly interested in looking at its emergency response through the eyes of the beneficiaries and particularly through the eyes of children. Therefore it is planned that this evaluation will look particularly at the impact on the programmes on children and how children's lives have been impacted by the various interventions.

Objectives of the evaluation

- 1) Consider the emergency planning process and determine how useful preparedness activities were in the initiation and development of the emergency response. Develop recommendations concerning preparedness planning for the future
- 2) Consider the development and implementation of the programmes and determine whether the choice of programme areas was appropriate in the light of the needs highlighted through the various needs assessments and whether the quality of the programme adhered to SPHERE standards
- 3) Consider the management of the programmes including management support from the region and the UK office emergency section in the light of the new regionalised structures.
- 4) Consider the role of the beneficiaries, particularly children, in all stages of the planning and implementation processes to determine whether or not SC has been participatory in its work in Pakistan in response to the October 8th earthquake.
- 5) Consider the impact of the programmes particularly on the lives of the most vulnerable children.
- 6) Consider the role of SCF-UK as a leader in emergency education and children protection and how effective the programmes teams have been in working in co-ordination with other organisations and also promoting best practices in these key areas of our work.
- 7) Taking into account the operating environment the teams were working in, consider how effective SC has been in actualising its humanitarian principles and working within the Red Cross and Red Crescent Code of Conduct despite working within extremely insecure and politically sensitive environments

Annex II: Schedule of Meetings For The Evaluation Mission

A: Field Work Itinerary

Proposed Itinerary ²¹ for External Evaluation (July – August 2006)			
Date	Time	Activity	Participants
20/7/06	0800 hrs	Departure for Bagh	Naeem, Mahe Nau, Raza
20/7/06	1230 hrs	Arrival at Bagh	Naeem, Mahe Nau, Raza
20/7/06	1300 hrs	Lunch	
20/7/06	1400 hrs	Meeting with PMO ²² and field team (Finalization of schedule for evaluation visits)	Naeem, Mahe Nau, Adeel (PMO), Team Members by PMO Bagh, Raza
21/7/06 to 24/7/06		Field Office Visit/ Field Visits	Emily, Naeem, Mahe Nau, Team Members by PMO Bagh, Raza
24/7/06	1330 hrs	Departure for Muzaffarabad	Emily, Naeem, Mahe Nau, Raza
24/7/06	1800 hrs	Arrival at Muzaffarabad	Emily, Naeem, Mahe Nau, Raza
24/7/06		Meeting with PMO and field team (Finalization of schedule for evaluation visits)	Emily, Naeem, Mahe Nau, Francesca (PMO), Team Members nominated by PMO Muzaffarabad, Raza
25/7/06 to 27/7/06	1400 hrs	Field Office Visit/ Field Visits	Emily, Naeem, Mahe Nau, Team Members nominated by PMO Muzaffarabad, Raza
28/7/06	0800 hrs	Departure for Islamabad	Naeem, Mahe Nau, Raza
28/7/06	1300 hrs	Arrival at Islamabad and guest house check-in for Naeem	Naeem, Mahe Nau, Raza
<i>(as per the availability and agreed date and time)</i>		Meetings with DFID, UNICEF, ECHO, OCHA, UNHCR <i>(as per the availability and agreed date and time)</i>	Naeem, Mahe Nau <i>(Hussain to arrange transportation for meetings)</i>
		Meetings with DFID, UNICEF, ECHO, OCHA, UNHCR <i>(as per the availability and agreed date and time)</i>	Naeem, Mahe Nau <i>(Hussain to arrange transportation for meetings)</i>
		Debriefing with DO ²³	Naeem, Mahe Nau, Tahira
		Debriefing Session with SMT and field PMOs	Naeem, Mahe Nau, SMT and others as nominated by Mandy, (Kashif being the focal person), Adeel, Francesca
<i>(as per revised travel plan)</i>		Departure of Naeem for UK	Hussain to arrange transportation

B: Meetings with Donors and Other Partners

²¹ This is the revised (19 July 2006) itinerary that was largely followed by the Evaluation Mission with some variations. Field itineraries for Bagh and Muzaffarabad had greater variations and are not included separately but location specific examples are given in the main text. The third consultant Emily Coinco could not join the mission.

²² Programme Manager Operations

²³ Director Operations

Joelle Goire, ECHO, Islamabad, Pakistan

Jens Mathes, Senior Child Protection Advisor, Islamabad, Pakistan

Humanitarian Accountability Partnership-international, Islamabad, Pakistan

Department of Education, Bagh District, Kashmir

Department of Education, Muzaffarabad District, Kashmir

Deputy Commissioner & ERRA Representative, Bagh District, Kashmir

Deputy Director, Department of Social Welfare, Bagh District, Kashmir

Deputy Director, Ministry of Social Welfare and Special Education, Federal Government of Pakistan, Islamabad, Pakistan

Annex III: List of Documents Reviewed

A. Project Related

SC-UK. Pakistan Earthquake Emergency Response 2005-2006. Save the Children UK. Pakistan Programme Office. Islamabad.

SC-UK. Strategy Paper: Rehabilitation and Development of Kashmir. Save the Children UK, Pakistan Programme Office. Islamabad.

SC-UK. Pakistan Emergency Programme: Monthly Report. Pakistan Kashmir Team. March 2006. Islamabad.

SC-UK. Citizen's Action Forum on Child Protection: Terms of Reference. *Draft. Project Office*, Save the Children UK. Muzaffarabad.

SC-UK. Brief Activity Report: Education Programme Muzaffarabad District. Save the Children UK. January–April 2006. Muzaffarabad.

SC-UK. Kashmir Programme Update. No. 38/29.05.06. Reporting Period: 13 May to 26 May 2006. Save the Children UK, Islamabad.

SC-UK. Strategy Paper: Pakistan Earthquake. A Family-Community-Based-Care System for Children. Save the Children, UK.

SC-UK. Financial Overview for the Period 2005/2006. Islamabad.

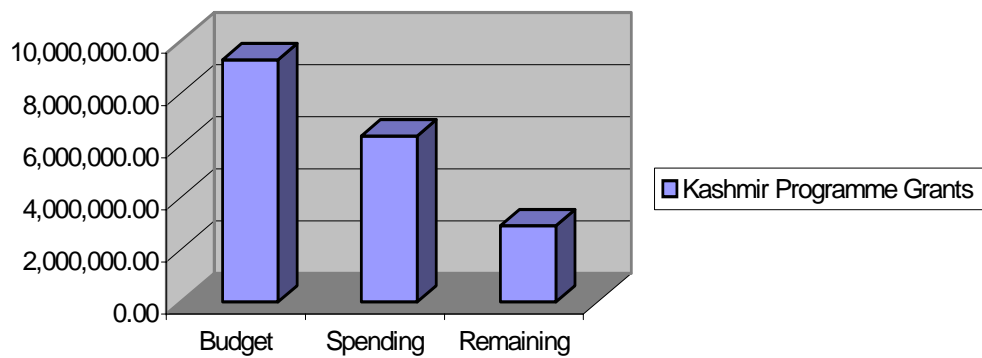
B. Other Literature Reviewed

Global Impact Monitoring (GIM) Guidelines. Save UK, Head Office. 2004.

**Annex IV:
Overview of Save the Children UK's Finances (2005/06)**

(IV a) Total Kashmir Portfolio for 2005/2006			
Description	Budget	Spending	Remaining
Kashmir Programme Grants	9,279,869.00	6,362,053.00	2,917,816.00

(IV b) Kashmir Programme Grants



(IV c) Save the Children UK Kashmir Programme Donors Information for 2005/2006

Donor	No.	Funds	Spending	Remaining	Funds Percentages
ECHO	2	£813,464.00	£741,473.00	£71,991.00	9%
UK Govt	3	£1,787,861.00	£1,168,107.00	£619,754.00	19%
SC Alliance	14	£1,476,327.00	£925,437.00	£550,890.00	16%
UNICEF	1	£214,853.00	£42,368.00	£172,485.00	2%
Other	4	£502,188.00	£97,634.00	£404,554.00	5%
URF	1	£685,988.00	£214,633.00	£471,355.00	7%
DEC	1	£3,799,188.00	£3,172,401.00	£626,787.00	41%
TOTAL	26	£9,279,869.00	£6,362,053.00	£2,917,816.00	100%

(IV d) Thematic Area/Main Activities Wise Expenditure 2005/2006

	Kashmir Programme		Total
	DEC	Grants	
Education	£1,089,767.00	£130,239.00	£3,862,935.00
Emerg. Prepard.			£18,609.00
Livelihood		£317,879.00	£317,879.00
Shelter/NFI'S	£1,768,281.00	£2,436,931.00	£4,205,212.
Child Protection	£250,987.00	£89,870.00	£959,962.00
Health	£63,366.00		£79,690.00
Gap Analysis & CC			£116,371.00
Other URF (ICR)	£214,633.00		£260,112.00
Total	£3,387,034.00	£2,974,919.00	£9,820,770.00

(IV e) Quarterly Spending during Financial year 2005/2006

Quarterly Spending Disbursement

