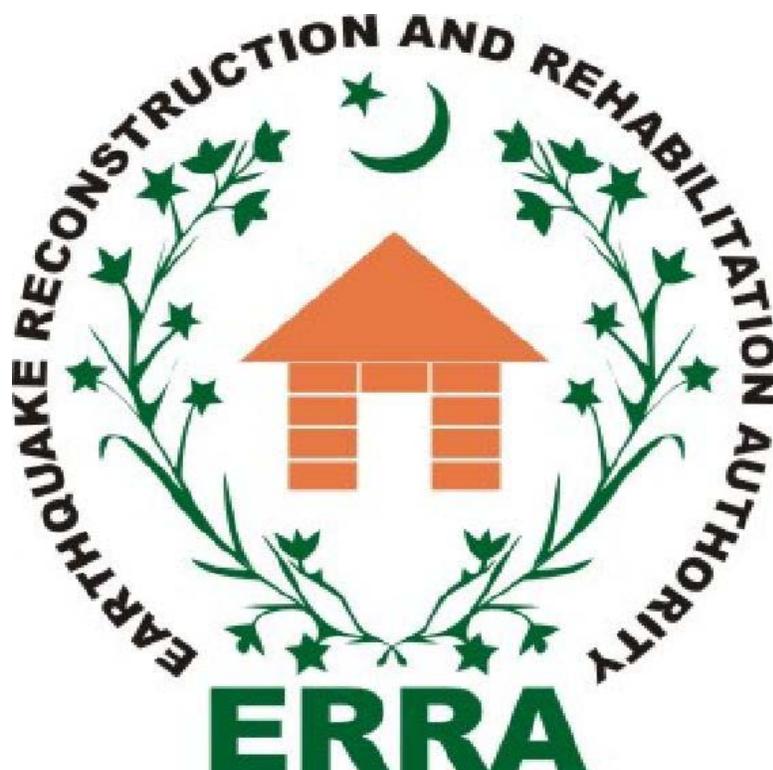


**“BUILD BACK BETTER”  
LIVELIHOOD REHABILITATION  
STRATEGY**



**Earthquake Reconstruction  
&  
Rehabilitation Authority  
Government of Pakistan  
(ERRA)**

## **ACRONYMS**

ADB	Asian Development Bank
AJK	Azad Jammu & Kashmir
CBOs	Community Based Organizations
CIF	Community Investments Fund
CLRP	Community Livelihood Rehabilitation Plan
CO	Community Organisation
DFID	Department for International Development, UK
DRU	District Reconstruction Unit
ERRA	Earthquake Reconstruction and Rehabilitation Authority
FAO	Food & Agriculture Organization of UN
IDPs	Internally Displaced Persons
IFAD	International Fund for Agriculture Development
INGO	International Non-Governmental Organization
LCU	Livelihoods Coordination Unit
LWC	Livelihoods Working Committee of DRU
M&E	Monitoring & Evaluation
NGO	Non-Governmental Organization
NWFP	Northwest Frontier Province
PERRA	Provincial Earthquake Reconstruction and Rehabilitation Authority, NWFP
SERRA	State Earthquake Reconstruction and Rehabilitation Authority, AJK.
UN	United Nations
WB	World Bank
WFP	World Food Programme of UN

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# CHAPTER I

## ***INTRODUCTION***

- 1.1 The lives of tens of thousands have been drastically affected by the earthquake. People have lost family and friends, homes and the means of making a living. Many are traumatized and suffering from disabilities. This document outlines ERRA's<sup>1</sup> vision, principles, strategy, objectives and specific actions to be taken regarding the livelihood rehabilitation of these survivors in both rural and urban areas.
- 1.2 Livelihoods consist of the capabilities, assets – both material and social resources – and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stresses and shocks, maintain or enhance its capabilities and assets, and provide net benefits to other livelihoods locally and more widely, both now and in the future, while not undermining the natural resource base.
- 1.3 The challenge, and opportunity, now exists to facilitate earthquake affected people – male and female, young and old – not only to restore their livelihoods but to ensure that these are sustainable.
- 1.4 A set of clear principles regarding sustainable livelihoods has been developed by a range of donor bodies and NGOs over the last decade. They have arisen, to a large extent, from experience gained over more than twenty years in demand-driven development. These form the foundation of this strategy, informing its vision, specific principles, objectives and action. The sustainable livelihood approach:
  - Is people-centred
  - Is holistic/interdisciplinary
  - Seeks sustainability
  - Ensures micro-macro links
  - Builds on strengths
  - Is committed to poverty reduction
  - Is flexible/dynamic
  - Encourages partnerships
- 1.5 These principles are embedded in the “Build Back Better” livelihood rehabilitation strategy of ERRA. Rehabilitation will be demand-driven and holistic, with community rehabilitation plans forming the basis of all activity at community level. In practice, the rehabilitation process will build on the existing experience and strength of the communities and implementing agencies operating in each district. Institutional mechanisms will be such that a coordinated, holistic and interdisciplinary approach to planning and implementation is taken. Coordination at all levels, led by District Reconstruction Units, will be a critical activity to ensure that the livelihoods of all those affected are

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<sup>1</sup> Technical Assistance to ERRA staff and advisers for the formulation of this strategy was provided by FAO Pakistan Representation staff, ILO, and international and national consultants.

rehabilitated giving priority to those most affected first, across all districts.

- 1.6. The strategy's "Build Back Better" policy requires that extension services and other implementing agencies will become accountable to their farming clients. Sufficient resources will be made available to critical public sector support services – both in terms of rebuilding damaged infrastructure and capacity building of extension staff, to be able to respond to the post-disaster context. Similarly, micro-macro links will be strengthened so that community needs, and policies and strategies at state, provincial and district levels are compatible with and support each other. The strategy is built on partnerships at all levels – within communities; those between communities, implementing agencies, and ERRA; and those between the public and private sectors. Overarching all is an emphasis on ensuring that rehabilitated community livelihoods are sustainable. This document outlines the practical ways in which these livelihood principles underlie ERRAs livelihood rehabilitation strategy.
- 1.7. Strategy development has been informed by lessons learned from previous earthquakes in Afghanistan, Turkey, Gujarat and Bam. A briefing paper prepared specifically for those involved in relief, recovery and rehabilitation of the affected people in NWFP and AJK2 provided a distillation of learning from previous quakes. Several of the lessons have been taken into account in preparing these strategies. These lessons concern needs assessments and working with communities; targeting, monitoring, gender equality and protection, and coordination and partnerships.
- 1.8. Development of this ERRA strategy has involved consultation with a range of stakeholders – NGOs working in livelihood rehabilitation in the earthquake affected areas, donor bodies, line departments, UN agencies, district line departments, local government officers and DRU, PERRA and SERRA staff. This participatory development of critical elements of the strategy has ensured that guidelines for initiating and coordinating community based livelihood rehabilitation planning are realistic and practicable.
- 1.9. Further, the strategy is a flexible and dynamic working document in that it will be revisited, revised and updated in the spring of 2007 on the basis of the outcomes of the community livelihood rehabilitation process. At that stage more details regarding planned livelihood rehabilitation activities in AJK and NWFP in 2007-2009 will be included. Flexibility is built into the two-stage strategy to allow the diverse range of community needs to be identified and addressed realistically.

## ***COMPARATIVE ANALYSIS OF THE EXTENT OF DAMAGE***

- 1.10. The affected areas do not have a significant industrial base and most of the people are employed in agriculture and related service

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<sup>2</sup> PROVENTION/ALNAP South Asia Earthquake 2005. Learning from previous earthquake relief operations.

sectors. Limited income earning capacity has been a major factor pushing people to seek off-farm employment resulting in large scale out-migration both within the country and overseas. For much of the year, farms are dominated by old men, women and children, with women being responsible for a large range of crop and livestock management activities. Remittances provide substantial cash inflow into the area and allow many farm families to purchase food, as their needs cannot be met by their own production. The earthquake has negatively affected the income generating activity of most households through deaths and disability, thus increasing their vulnerability.

1.11. The area is geologically fragile and is increasingly subject to degradation and erosion due to a host of stress factors. There has been a very high population growth rate and, despite emigration, pressure on land and natural resources is increasing. There has also been substantial uncontrolled logging in the forested area resulting in a rapid decline in the forest cover. The area was impoverished even before the earthquake. Income level per person varied from US\$150 to US\$200 as compared to US\$480 in the rest of the country. In AJK and NWFP, 34 percent and 43 percent respectively of the population were below the poverty line<sup>3</sup>.

1.12. The table below indicates original estimates of damages and losses in AJK and NWFP with regard to livestock, crops and irrigation.

Table 1.1: Estimates of Damages and Losses in AJK and NWFP<sup>4</sup>

	Direct Damages	Indirect Losses	Total Losses	Direct Damages	Indirect Losses	Total Losses
	Rs. Billion			US\$ Million		
<b>AJK</b>						
Livestock	8.3	3.6	11.9	137.7	60.0	197.7
Crop	4.3	0.3	4.6	72.1	5.0	77.1
Irrigation	0.2	0.0	0.2	4.0	-	4.0
<b>Total</b>	<b>12.8</b>	<b>3.9</b>	<b>16.7</b>	<b>213.8</b>	<b>65.0</b>	<b>278.8</b>
<b>NWFP</b>						
Livestock	3.9	2.4	6.3	64.7	39.5	104.2
Crop	1.3	0.2	1.5	21.7	3.0	24.7
Irrigation	0.1	0.0	0.1	1.3	-	1.3
<b>Total</b>	<b>5.3</b>	<b>2.6</b>	<b>7.8</b>	<b>87.6</b>	<b>42.5</b>	<b>130.2</b>
<b>AJK+NWFP</b>						
Livestock	12.1	6.0	18.1	202.4	99.5	301.9
Crop	5.6	0.5	6.1	93.8	8.1	101.8
Irrigation	0.3	0.0	0.3	5.3	-	5.3
<b>Total</b>	<b>18.1</b>	<b>6.5</b>	<b>24.5</b>	<b>301.4</b>	<b>107.6</b>	<b>409.0</b>

### a) Crops and Irrigation

1.13. Rehabilitation of crop production involves replacement of the factors of production, land, labour, seed, tools etc. It is estimated that the value of crops and irrigation mechanisms lost in the earthquake total

<sup>3</sup> MINFAL/FAO (2005) post earthquake early recovery, rehabilitation and reconstruction programme for the agriculture and livestock sector

<sup>4</sup> MINFAL/FAO (2005) post earthquake early recovery, rehabilitation and reconstruction programme for the agriculture and livestock sector

\$107.1 million, with \$81.10 million of this being for AJK, and \$26 million for NWFP<sup>5</sup>. The losses need to be assessed in more detail at the micro level to come up with a more realistic picture.

- 1.14. Stocks of seeds for rabi 2005 season were destroyed due to collapse of houses and stores. The acreage under wheat – the main crop in the rabi season – sharply declined; consequently the straw availability for livestock feeding also fell. Harvesting of kharif crop was underway when the earthquake struck. That part of the crop which was already harvested has been buried under collapsed houses or stores, or has rotted when left unattended in the fields. Standing crops rotted or were eaten by the nomadic flocks on their way back from upland pastures. Harvesting of rice and grasses for fodder were similarly lost. Estimated losses of crops in the affected areas range from 30 to 75 percent. Critically, agricultural tools and equipment were lost to a large extent, especially amongst those with two to three storey homes where all such materials were commonly kept on the ground floor.
- 1.15. Most households had fruit trees, with a high proportion of soft fruit at lower altitudes. Much of the fruit already harvested was destroyed. In some cases the trees have been destroyed due to landslides or cracks in the soils. Some damage has also been done to the fodder and timber trees planted on farm lands. Root damage in geomorphologic sensitive areas has been considerable.
- 1.16. The affected area is heavily dependent on infrastructure in terms of field bunds and terraces for rainwater harvesting and channels for irrigation. In some cases deep cracks have formed and in others terraces and retaining walls have fallen and collapsed over long stretches. Land slippage has caused shifting of entire ledges of soil, in effect creating entirely new terraces but these have not been stabilized yet. The slope of the land has in some cases changed, giving rise to new slopes that on irrigated lands will require re-grading. Water distribution systems will have to be completely re-aligned in many places or replaced with pipes. Many natural springs and water sources have dried up or shifted down-slope, creating problems not only regarding drinking water supplies and sanitation for both humans and animals but for crops and irrigation also.
- 1.17. On-farm structures such as bunds (5 percent damage), irrigation diversions (50 percent), water channels/canals (50 percent), water lifting devices (25 percent) and water spillways (up to 100 percent) have been severely damaged in AJK. In NWFP, it is estimated that 50 to 60 percent of the irrigation structures have been damaged<sup>6</sup>. In some of the hardest hit areas of AJK and NWFP, entire fields have been lost due to slides, particularly in the steeper valleys.

## **b) Livestock**

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<sup>5</sup> FAO (2006) Working Paper 1: Crop Production

<sup>6</sup> Data for both NWFP and AJK from FAO (2006) Working paper 1: Crop Production.

1.18. Livestock population was reduced through death, distress sales, and abandonment due to death of those caring for them. Lack of shelter for remaining livestock (the earthquake destroyed up to 95% of the livestock shelters in some areas), further cut down stock size. Chances of any rapid stock build up in the near future are minimized due to loss of breeding capacity, abortions and lamb and kid mortality. Back yard poultry and semi-commercial small farms were wiped out. Both standing crops and stores of livestock feed were also destroyed and pastures were eroded by land slides. Post-earthquake exploitation of the forest for housing and fuel may further damage grazing sites.

### **c) Public Infrastructure**

1.19. Agriculture and livestock support facilities such as veterinary dispensaries, hospitals, AI centres, Agricultural Research Centres, laboratories, training centres and extension centres collapsed or suffered severe damage due to the earthquake. The physical infrastructure has almost collapsed in all the affected areas of AJK & NWFP, resulting in an unprecedented impact on the livelihood of the poor community of the affected areas.

1.20. There was, pre-earthquake, a substantial lack of the resources needed to provide support services to communities, especially at the field level. Line departments also require urgent rehabilitation support and resources to play a full role in the rehabilitation of livelihoods.

### **d) Commerce and Trade**

1.21. Little has been tabulated on damage to non-agricultural livelihoods. Most industrial activities were cottage industries and micro and small-scale agro-processing establishments (there were no major factories in the two affected areas). The earthquake caused wide-spread destruction within both the formal and the informal sector. It is relatively easy to assess and support the businesses associated with the formal sector. However, it is more difficult to determine the extent of loss in the informal sector. In Muzaffarabad about 80% of the shops have collapsed with the destruction of the famous central Bazaar.

1.22. All kinds of businesses have been destroyed: petrol stations, banks, hotels, restaurants, markets and the facilities for numerous industrial, construction and craft activities. Food and agro-products processing, small and micro businesses units, wood-manufacturing, handicrafts for house furnishings and tourism, have all suffered major destruction.

### **e) Employment Losses**

1.23. Employment by sector for the affected districts of AJK and NWFP prior to the earthquake is indicated in Table 1.2.

1.24. The International Labor Organization estimates that 1.1 million jobs were lost<sup>7</sup>. The breakdown between the main employment sectors is broadly summarised in Table 1.3

1.25 Each employed person prior to the earthquake was supporting more than two further dependents, equivalent in total to an additional 2.4 million persons, over half of whom were estimated to be under the age of 15. Women and youth in the affected provinces have traditionally found it difficult to find decent employment opportunities and to secure a life out of poverty. The situation is exacerbated by the already vulnerable position of children, many of whom in the wake of the disaster may be orphaned, homeless and out of school, which may force them to seek alternative forms of support.

Table 1.2: Employment by sectors for affected districts in AJK and NWFP<sup>8</sup>

	AJK		NWFP	
	No. of Employed	% of total employed	No. of employed	% of total employed
Agriculture & Forestry	117,672	33.6	359,110	46.6
Mining	51	0.0	2,933	0.4
Manufacturing	16,200	4.6	14,515	1.9
Utility	1,222	0.3	6,050	0.8
Construction	39,506	11.3	73,292	9.5
Trade	29,350	8.4	59,482	7.7
Transport etc	12,722	3.6	40,590	5.3
Finance & Business	1,487	0.4	3,752	0.5
Services & Public Adm	123,156	35.2	188,876	24.5
Others	8,330	2.4	22,406	2.9
<b>Total Employed</b>	<b>349,696</b>	<b>100</b>	<b>771,006</b>	<b>100</b>

<sup>7</sup> Provisional estimates by the ILO immediately after the earthquake indicated that up to 1.1 million people may have lost their livelihoods in the 13 districts around the earthquake epicenter. This is equivalent to around 0.95 million people in the 10 districts most directly affected by the earthquake.

<sup>8</sup> District Census Reports (1998) for relevant districts. The numbers have been adjusted upwards from 1998, at the rate of average population growth for Pakistan between 1998 and 2005.

Table 1.3: NWFP and AJK: Estimated employment baseline and change, post-earthquake<sup>9</sup>

<b>Employment by sector</b>	<b>Employment 2005 pre earthquake</b>	<b>Employment loss due to earthquake</b>	<b>% change</b>
Agriculture and livestock	1,380,000	580,000	-42%
Industry (mining, manufacturing & construction)	230,000	150,000	-65%
Services (mainly informal)	730,000	380,000	-52%
Other	40,000	20,000	-50%
<b>Total</b>	<b>2,380,000</b>	<b>1,130,000</b>	<b>-47%</b>

1.26 Most of the jobs in the affected provinces are in the less productive sectors, particularly in agriculture and services. Much of this employment is in the informal sector, without social safety nets, and is supplemented by secondary income sources (such as off-farm jobs) and by remittances, but which still do not provide opportunities for savings and only afford sufficient income for survival. Thus, the loss of employment, even for a short period of time, is likely to precipitate a fall into conditions of extreme poverty for many families.

1.27 Reviving the rural economy where most people in the affected areas live and work is both urgent and challenging. Prior to the earthquake nearly 1.4 million workers in the area were engaged in agricultural activities, an estimated 40 per cent or more of whom are now without work as indicated in Table 4.

1.28 The medium- and small-sized towns in the area which provided jobs and incomes to almost a third of the population lie in ruin. Even the informal economy where most people worked in the urban areas needs a basic level of support infrastructure to operate. This too has been destroyed. As indicated in Table 1.3. The ILO estimates that around 730,000 workers were employed in the service sector (many in the informal economy), while 230,000 worked in industry (comprised of construction, manufacturing, utilities and mining)

## ***CRITICAL CHALLENGES AND OPPORTUNITIES***

1.29 Critical challenges are clear from the above. In sum, land; standing and stored crops, and crop production infrastructure including irrigation, machinery and tools; livestock, livestock shelter, grazing areas and stored fodder; and forests have all been lost or damaged. Extension support for crop and livestock production has been greatly

<sup>9</sup> ILO & FAO (2006) Working Paper 4: Trade, Commerce and Employment

reduced. In the non-agricultural sector, business infrastructure and materials (such as buildings, vehicles, stores and equipment) have been lost. Identity cards and records, cash reserves (saved as money or in kind) have been lost in collapsed buildings. Human capacity has been traumatized and weakened by death, injury and out-migration.

1.30 In addition to the above there exists a more general process challenge – that of ensuring that those actors continuing to assist in the earthquake affected areas in the recovery and rehabilitation phases work in coordination. This strategy document presents a mechanism that will enable this coordination and ensure that resources are channelled to where they are needed in a systematic and clear manner.

### **KEY POST-DISASTER LIVELIHOOD REHABILITATION PRINCIPLES**

1.31 The guiding principles set out below reflect the overall rehabilitation and reconstruction principles set out by the President and the Prime Minister as well as experience in Pakistan and other countries in the region regarding agricultural reconstruction and rehabilitation after a natural disaster. The guiding principles are:

- **Focus on Poverty Reduction and Sustainable Livelihoods:** The rehabilitation and reconstruction efforts must contribute towards an equitable society and ensure adequate access to natural resources and assets, particularly land and capital. There will be a need to ensure that vulnerable individuals, families and groups, such as the poorer members, widows and one or no parent families are not deprived of their rights and can participate in income generating activities. This will also entail closer public-private partnerships in new investments that should be undertaken to stimulate the local economy and create employment.
- **Create A Leading Role For Local People And Their Organizations:** Communities will play a central role in planning and shaping their future livelihoods. Communities and groups/households need to be empowered so they can discuss options for rehabilitation and reconstruction, as well as demand accountability from those handling public resources. Wherever technically and economically feasible, their preferred options will be recognised. No realistic damage assessment is possible without the involvement of the community. Moreover the extent to which the damaged factors of production need to be replaced may not be the same as losses (where, for example, a farmer is no longer active due to loss of land, injury or death).
- **Allow Markets to Lead Recovery:** Markets must be allowed to play a key role in guiding existing and renewed productive patterns. This will be essential to ensure that the reconstruction activities are:  
(i) built on the natural and entrepreneurial assets of the affected

areas; and (ii) that they are sustainable beyond the period that special assistance is being provided.

- **Environmental Sustainability:** Both AJK and the affected areas of NWFP are environmentally fragile areas where poor land and water management can lead to rapid resource degradation. Demonstration of the importance and enforcement of regulatory guidelines on the use of land and pesticides, on logging, and on the use of water and the disposal of wastes and effluent, are needed. Given the widespread destruction that has occurred the opportunity will be taken to introduce and disseminate appropriate technologies; modern land management practices; and appropriate varieties of trees, crops and livestock.
- **Build on Past and On-Going Projects and Programmes:** The affected areas of AJK and NWFP have benefited from a long series of project and programme interventions stretching over 20 years and supported by donors such as the ADB, IFAD, UNDP and the World Bank. The projects, most of which have taken a community based approach, have proved generally successful and have resulted in a strong network of Community Based Organizations, and good implementation capacity in the Government.

1.32 How these rehabilitation principles correspond with established principles of sustainable livelihoods is indicated in the Table below.

Table 1.4: Relation between ERRA livelihood rehabilitation principles and established sustainable livelihood principles

<b>Key post-disaster livelihood rehabilitation principles</b>	<b>Established sustainable livelihood principles</b>
Focus on Poverty Reduction and Sustainable Livelihoods	Commitment to poverty reduction Sustainability Holistic/interdisciplinary
Create a Leading Role for Local People and Their Organizations	People-centred/participation/ownership Encouraging partnerships Develop/use micro/macro linkages
Allow Markets to Lead Recovery	Develop/use micro/macro links Encouraging partnerships Flexible/dynamic
Environmental Sustainability	Sustainability
Build on Past and On-Going Projects and Programmes	Building on strengths Flexible/dynamic

### **CROSS-CUTTING CONSIDERATIONS**

1.33 **Community empowerment:** Social capital and community cohesion have been greatly affected by the earthquake and the events that followed it though short and long term migration, change in the socio-economic status of families, loss of livelihoods, and large scale relief work. It is important that local communities should be mobilized and

involved in the livelihood recovery process. It is essential to preserve existing social networks that form the basis of support among affected households and to keep in mind the most vulnerable groups for instance people living in remote areas which are not easily accessible, women headed households, orphans, disabled persons and asset-less households. Strategy implementation involves building the capacity of communities and CBOs so that they themselves can take more control in planning, implementing, resource management and monitoring livelihood rehabilitation.

1.34 **Gender integration:** Women are more vulnerable during disasters than men because they have less access to resources, are victims of the gendered division of labour and are the primary caregivers to children, the elderly and the disabled. Women's gender roles in the house and their restricted mobility due to seclusion, culture and custom make it likely that more women than men were killed inside their homes. Women are also less able to mobilize resources for rehabilitation, more likely to be unemployed following the disaster and overburdened with domestic responsibilities leaving them with less freedom to pursue sources of income to alleviate their economic burden. On the other hand, experience in previous disasters elsewhere indicate that women may also take the lead in accessing the natural resource base, rebuilding houses, caring for children or relatives, and working in community groups.<sup>10</sup> Specific interventions would address gender issues taking into account that there are a number of specific local cultural and religious dimensions. A two pronged approach will be needed: (i) to mainstream gender throughout the recovery and rehabilitation programme; and (ii) implement gender-specific activities to ensure equal opportunities for women and men in the various programmes. Community based livelihood rehabilitation planning should involve the collection of gender-disaggregated data, and gender analysis is critical when planning subsequent rehabilitation programmes.

1.35 The engagement of civil society and the private sector: Civil society and the private sector will be effectively engaged in the community livelihood rehabilitation process as this involves partnerships between various civil society bodies (CBOs, community organizations, NGOs) alongside governmental (line departments, DRUs). Further, the needs of all those involved in the private sector within communities, such as traders and suppliers, will be taken into account in the community livelihood rehabilitation process. Finally, rehabilitation options open to communities will draw on opportunities provided by the private sector (such as banks and local entrepreneurs).

Children and sustainable livelihoods: Though this strategy supports the rehabilitation of income generation activities and generation of new income generation activities, it is essential that child rights are kept in mind. This is particularly so in situations where schools have yet to be

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<sup>10</sup> ALNAP/PROVENTION CONSORTIUM. South Asia Workshop. Learning from previous earthquake relief operations. ([www.proventionconsortium.org](http://www.proventionconsortium.org))

rebuilt, teachers have yet to be recruited/replaced, and where income generation/replacement has increased in urgency. When seeking to assist all those affected by the earthquake, income generation activities that do not call on child labour should be supported. This issue is covered extensively in the ERRA Social Protection strategy.

**1.36 Environmental issues:** Sustainable livelihoods are those which do not undermine the natural resource base. In much of NWFP and AJK, the major activities of the rural people before the earthquake were based on forest and vegetation for their livestock, and in certain areas crops. They were dependent on these resources for their livelihoods, and damage to any one impacts negatively on the others. The natural resource base has indeed been severely damaged. Terraces, land, trees, crops and animals, all of which are inter-dependent, have been lost. The land itself is, in many places, unstable and devoid of sufficient protective cover. Any efforts to rehabilitate agricultural and livestock activities in this context must take into consideration the environmental impact of each activity. The environmental impact of restocking livestock must be given particular attention. It is recommended that where there is a choice, those activities which at the same time will stabilize and enhance the natural resource base be given priority. Social forestry and involvement of communities in reforestation for long term planning of rehabilitation will enhance the livelihoods of returnees and resettlements. Environmental concerns are being addressed extensively in the ERRA Environmental Strategy.

### ***ON-GOING REHABILITATION ACTIVITIES***

1.37 This section outlines the present livelihoods rehabilitation activities taking place in the earthquake affected areas.

#### **The ERRA-UN Early Recovery Plan**

1.38 The following extract concerning livelihood-related activities is taken from the executive summary of the ERRA-UN Early Recovery Plan<sup>11</sup>, which covers the twelve month period from May 2006:

Income-generating activities are immediately needed to restore pre-earthquake standards of living and reduce dependency on relief aid. Temporary jobs will be created through rehabilitation of infrastructure and cash- or food-for-work programmes. Skills training of both men and women will help to restore agricultural and livestock activities and small businesses. Access to finance and management of natural resources will be supported. Food aid will be targeted to the most vulnerable households. These interventions will be undertaken in all affected areas including remote villages and hamlets. The special needs of vulnerable groups such as female-headed households, widows, and the disabled will be accommodated. Activities and programmes will be community-based in partnership with line departments and local NGOs.

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<sup>11</sup> ERRA & IASC Country Team (2006) ERRA-UN Early Recovery Plan, May 2006

1.39 The total cost of these interventions was planned at \$84,523,933 of which \$48,005,933 was available and the remainder (\$36,518,000) was to be realized from donor pledges. Three objectives were given:

Skills development and essential economic services to restore income generating activities of affected populations, especially women and vulnerable groups.

Implement community- based and gender sensitive livelihood recovery programmes, including access to finance.

Restore livelihoods of farm families by enhancing farm production, family nutrition and rural incomes.

1.40 The interventions are being carried out by a range of UN and NGO bodies with a number of projects identified for each objective above.

Other livelihood rehabilitation activities

1.41 In addition to the activities covered by the ERRA-UN Early Recovery Plan, there is a range of livelihood rehabilitation activities being implemented by NGOs during the six-month recovery phase, which for most of the organizations started in March 2006. These activities range from agriculture, small scale manufacturing, enterprise development and infrastructural rehabilitation and reconstruction. There is considerable variation in the scope of these projects depending on size, expertise and geographical coverage of the local and international NGOs, many of whom had already been active prior to the earthquake. In some cases partnerships between local and international NGOs have been developed. Training is an integral part of the economic empowerment of the affected population and is in the process of development through capacity building on the community level to vocational training in towns.

### **Pre-earthquake livelihood programmes**

1.42 A number of community centered area development and sector specific projects were being implemented in the affected areas at the time of earthquake. These included ADB & IFAD funded Barani Areas Development Project Phase II in Abbottabad, Mansehra and Battagram, DFID funded Water Supply & Sanitation Project in Mansehra and IFAD funded Neelum-Jhelum Community Development Project in AJK. All the projects involved community participation and establishment of CBOs as key implementing principle. Following the earthquake, all the projects have undergone review to respond to new emerging needs of the affected populations and most of the remaining resources have been repositioned to restore livelihoods, including reconstruction of village and agriculture infrastructure. In addition, ADB has reviewed its entire NWFP portfolio and, with concurrence of NWFP government, reallocated the non-performing loans for the rehabilitation of earthquake affected areas, particularly livelihoods.

## **ERRA livelihoods cash-grants**

1.43 ERRA is managing a \$85 million cash-grant programme for the most vulnerable earthquake-affected families. These are identified as those headed by a woman who is not currently married, families with disabled members, families taking care of orphans, and those with a large number of dependents. The number of potential beneficiaries is 250,000 families. Every family is receiving a monthly cash grant of 3000 rupees over a six month period. The process involves targeting and enrolment of eligible families at patwar circle level.

## **The vulnerable**

1.44 The process of livelihood rehabilitation relates to all those affected by the earthquake, but special attention is to be given to those least able to re-build their lives. These include the vulnerable – single mothers, the elderly, orphans and the disabled. This livelihood rehabilitation strategy seeks to prioritise these stakeholders. In addition, however, the ERRA-UN Early Recovery Plan, the ERRA Social Protection Strategy, and the National Plan of Action for the rehabilitation of the most vulnerable population in earthquake-affected areas in Pakistan, outline ways in which additional assistance will be provided to these most vulnerable groups.

## **The ERRA Environment Strategy**

1.45 The ERRA environmental strategy addresses the impact of the earthquake on the physical, biological and socio-economic environment. In relation to the socio-economic environment, the strategy acknowledges that rehabilitation activities, including those related to livelihoods, may seriously impact on the physical and natural environment through increased use of water, construction waste generation, increased transportation of construction material and dumping of debris. The strategy also seeks to address aspects of the natural resource base relevant to rural livelihood rehabilitation, through natural resource management, restoration of forests and slope stabilization. Watershed management, wildlife, and water resources management all fall within its remit. Sustainable livelihoods rehabilitation inherently takes the environment into account, and it is expected that there will be some synergy between NR related activities falling in each of the environmental and livelihood rehabilitation strategies.

1.46 It is recognized that despite the various interventions outlined above, there remain some communities which have had little if any assistance due to gaps in coverage by implementing agencies, and a shortage of resources amongst relevant line departments. This strategy provides a means by which such gaps will be identified and then covered.

## **CHAPTER II**

### ***VISION, OBJECTIVES AND KEY ACTIVITY AREAS***

2.1 The purpose of this strategy is to rehabilitate the livelihoods of the rural and urban populations in the earthquake affected areas in support of the overall government policy of "Build Back Better". The vision for the livelihood rehabilitation process is "a revitalized and strengthened livelihood support system with an inclusive community based approach"

### ***OBJECTIVES***

- 2.2 The livelihood rehabilitation strategy has four key objectives:
- To restore the livelihoods of the earthquake affected population to, at least, pre earthquake conditions.
  - To effectively coordinate the livelihood rehabilitation activities in the earthquake affected areas, preventing duplication of activities and ensuring equitable coverage by implementing agencies.
  - To strengthen community based organizations (CBOs) and committee in planning, implementing, monitoring and evaluating community livelihood rehabilitation plans.
  - To restore and enhance the capacities and capabilities of livelihood related line departments.

### ***KEY INPUTS***

- 2.3 The following are the key inputs
- Establishment of Livelihood Coordination Units (LCUs) at all levels and Livelihood Working Committees (LWCs) for planning & coordination
  - Provision of specified vehicles, equipment and materials
  - Training and orientation for the LCU, line agencies and NGO staff in participatory needs assessment and village planning
  - Community Investment Fund to finance community identified priorities in rehabilitation and reconstruction

### ***IMPLEMENTATION ARRANGEMENTS***

2.4 These objectives will be realized through the following implementation arrangements.

**(a) Establish institutional systems for effective coordination of activities:** Livelihood coordination units (LCUs) will be established in ERRA, PERRA, SERRA and each DRU. The LCU of each DRU will establish a livelihood working committee (LWC) comprised of all the agencies (line departments, I/NGOs, local government) supporting livelihood

rehabilitation in the district. Together these bodies will agree on which agencies will support which communities to draw up their community livelihood rehabilitation plans (CLRPs) for 2007-2009, ensuring that no areas are omitted. The LCU and LWC will have ongoing coordination, networking and data management responsibilities.

**(b) Capacity building of DRU, PERRA, SERRA, line departments and NGOs:** Capacity building in both process and technical aspects will be provided not only to the staff of the Livelihood Coordination Units at all levels, but also to line departments, and, where appropriate, NGOs. Process aspects will include areas such as how to work with CBOs, how to identify CBOs, how to identify and strengthen other committees where there are no CBOs present and how to assist communities to draw up CLRPs. Technical aspects will include the application of sustainable livelihood approaches and analysis in the livelihood rehabilitation process as well as capacity building in topics such as agriculture, irrigation, livestock management. Capacity building in these technical areas is important for two main reasons – first those already trained and experienced in some areas such as line department staff are facing unprecedented professional challenges arising from the earthquake impact on the natural resource base. Second, some of the NGOs assisting in livelihood rehabilitation do not necessarily have a strong technical background in all areas.

**(c) Establish needs at community level as community livelihood rehabilitation plans (CLRPs):** The process of community livelihood rehabilitation planning will be conducted through community development partnerships between CBOs, line departments and NGOs. Capacity of LCU staff will be built so that they can provide support to the agencies and line departments in the CLRP process. Plans will be recorded following a standard format so as ease consolidation.

**(d) Consolidate community plans into district and PERRA/SERRA plans covering all livelihood areas:** Each LCU will consolidate the CLRPs to provide a district wide overview of the planned livelihood rehabilitation activities. At this stage gaps in coverage in terms of support to the full range of livelihood activities will be identified and addressed, and sectoral analysis will take place so that each line department will be aware of the range and extent of planned activities. Livelihood rehabilitation needs that lie outside the activity areas being coordinated by the LCUs will be passed on to the appropriate DRU sector heads and line departments (i.e. plans regarding water and sanitation, health etc). Consolidated plans will then be passed on to PERRA/SERRA, consolidated again then passed on to ERRA. In addition to the above process, NGOs that have assisted communities to draw up CLRPs will draw on these to prepare their own project proposals.

**(e) Community Investment Funds (CIFs):** A flexible funding mechanism would be established through provision of community controlled and operated Community Investment Funds to respond to the needs emerging from CLRPs. Based on historic evidence from

participatory rural development projects and similar initiatives in other rehabilitation projects, an indicative allocation of Rs.750,000 is being made for each village. Actual allocation will depend on village size, extent of damage and investments from other sources like NGOs, on-going projects etc. CIFs have been elaborated in annex 2

**(f) Assist the regeneration of on-farm as well as off-farm income generation activities (IGAs) for the affected population:**

Livelihood rehabilitation activities being pursued presently and envisaged for 2007-2009 in response to the CLRP process include rehabilitation of livestock production activities, cereal, fruit and vegetable production activities; replacement/repair of damaged traditional irrigation systems; restoration of small access roads; establishment/re-establishment of emergency employment centres and micro-finance facilities. The community livelihood rehabilitation planning process (c & d above) will inform an update of the ERRA livelihood rehabilitation strategy in June 2007 which will detail the range and types of rehabilitation activities to be pursued from 2007-2009 by communities with assistance from NGOs, line departments and other agencies.

**(g) Reconstruct all livelihood related damaged line department offices/houses and other buildings.**

Funds have been allocated for the reconstruction/repair of line department buildings and replacement/augmentation of damaged equipment and vehicles. Line departments at district level will identify the priority infrastructure.

## **OVERALL STRATEGIES**

2.5 The following key strategic actions have been identified<sup>12</sup>:

- To empower communities and CBOs to take a leading role in the planning, implementation and management of their livelihood rehabilitation.
- To restart the rural economy by helping production to recover and markets to start functioning.
- To introduce appropriate technologies and extension services.
- To invest in enabling and facilitating infrastructure.
- To create support services which are efficient and responsive to the needs of the people,
- To invest in community involvement in moving into economic activities which are economically and financially viable, create employment opportunities and are environmentally sustainable; and
- To establish accountable efficient and transparent coordination and regulatory mechanisms.

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<sup>12</sup> MINFAL/FAO (November 2005:17) Post-earthquake early recovery, rehabilitation and reconstruction programme for the agricultural and livestock sectors.

## **KEY ACTIVITY AREAS**

2.6 As mentioned above, some of the following activities are already being undertaken in the earthquake affected areas. The livelihood survey conducted from May to June 2006, and accompanying this strategy, provides details on which organizations are doing what livelihood rehabilitation activities in which villages. This may be through the ERRA-UN Early Recovery Plan, other NGO recovery programmes, or on-going multilateral and bilateral projects/programmes. These activities include agriculture (crops, livestock, forestry), enterprise development, infrastructural rehabilitation (terrace and irrigation repairs/reconstruction, especially where water sources have shifted, and repair of access roads and paths) and vocational training (i.e. in earthquake related construction techniques and in enterprise development). Chapter III provides more detail on the livelihood survey and how the database will be updated and maintained so as to facilitate coordination of activities and coverage. The activity areas considered critical for livelihood rehabilitation for rural and urban people in the earthquake affected areas are discussed below:

**2.7 Rehabilitation of livestock production activities:** Livestock are an integral part of the agricultural sector in earthquake affected areas. Rural communities rely heavily on both large and small ruminants, plus back yard poultry for food production and livelihoods. Livestock also provide fuel, farm yard manure, draught power and act as pack animal in difficult terrain. Under conditions where resources are difficult to access farmers, particularly women, take a lot of pride and solace out of the ownership of animals and provide a degree of security in the event of an emergency or crop failure.

2.8 Any livestock initiative implemented during the recovery phase of an emergency programme must recognise that the livestock package involves three key elements namely animals, feed and shelter. All three elements must be addressed in a balanced manner. The indicative assessment undertaken to address issues relating to the short term recovery phase of the emergency programme would suggest that while acknowledging the limitations of the available data base it is suggested that the available feed resource is, in many areas, under pressure. It is therefore important to focus on the existing herds and flocks that have survived the emergency, to ensure their survival once their survival is ensured then production from the local herds and flocks must be optimized.

2.9 To achieve these objectives, issues relating to animal feed and shelter must be addressed with the emphasis on the period of greatest short term vulnerability i.e. the winter of 2006/07.

2.10 Regarding restocking, any distribution of livestock package should be commensurate to the availability of feed and natural resources and the presence of least some institutional support. Agro-climatic factors must also be taken into consideration – for high altitudes with difficult topography, goats and cows may be the best intervention, whereas for

comparatively low lands and valley bottoms buffalo and sheep are good options. Backyard poultry have a place and the restocking of poultry will be reconsidered once the risk of an avian influenza epidemic has passed. Choice of restocking will also depend on the type of livestock production system. For sedentary systems all classes of livestock are suitable but for nomadic and transhumant systems small ruminants and cattle are more suited.

2.11 Agencies planning to restock must adopt a unified approach involving all stakeholders. Service providers in AJK (Animal Husbandry Department) and NWFP (Livestock and Dairy Development Department) should have a pivotal role in identification of target beneficiaries.

2.12 With regard to targeting, clear criteria must be agreed upon to select the most needy and vulnerable households. In addition, labour availability, access to feeding, watering, livestock shelter and income status could be used as indicators for selection of beneficiaries.

2.13 Phasing for restocking is critical. People living in high altitudes should be given priority as they have fewer alternate livelihood options. Also, depending on the resources available restocking of small ruminants may be taken up as the first intervention. Zoning for each category should be worked out thoroughly and in consultation with line departments. Ideally most households amongst the 230,000 affected by the earthquake would deserve assistance concerning restocking, and still every beneficiary household should be able to choose what form of restocking it prefers. As it is, obvious budgetary and timing constraints call for a more realistic approach. It is suggested to split the main restocking activities in three main stages:<sup>13</sup>

- Immediate restocking with milking animals (crossbred cows or goats, depending on households preference as well as water and feeding availability) to most destitute households in selected highland earthquake affected communities (before the coming winter if possible)
- Restocking animals with a community-added value such as ploughing oxen, donkeys/mules and/or breeding buffaloes or cattle to needy communities (by spring 2007); these animals will be handed over to households that can guarantee proper management, not necessarily the most vulnerable ones.
- Support to community restocking efforts in other areas, through cost sharing or micro-credit mechanisms (before winter 2007-9), and assist in rehabilitating and strengthening livestock sales and marketing in the whole area.

2.14 Livestock can be sourced from a range of outlets. Buffaloes from Punjab are regularly brought for sale at several outlets in AJK and NWFP. The cost of these animals is higher compared to the one directly purchased in Punjab markets. However, the advantage is that the buyer

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<sup>13</sup> Nori, M. and Hanjra, SH (2006) Buffalo Hills: Rehabilitating livestock-based livelihoods in earthquake affected areas of Pakistan. Draft report for FAO, May 2006.

can observe the production over 2-3 milkings before buying. The traders have a well organized system and connections in all the major markets in the country. They also know the ideal types and time for purchase. The small ruminants and oxen can be purchased from several town markets such as Chakwal, Taxilla, Gondal and others.

2.15 Presently a range of restocking initiatives is being undertaken, both within the ERRA-UN Early Recovery Plan and by other agencies conducting livelihood activities in the six month recovery phase. Livestock rehabilitation activities for 2007-2009 will derive from the community based livelihood rehabilitation plans, assessed and prioritized by technical experts from the relevant line departments and PERRA/SERRA, keeping in mind the recommendations above. Agencies carrying out livelihood rehabilitation activities and requiring specialist advice will be provided linkages with the relevant institutions through the DRUs.

**2.16 Rehabilitation of cereal, fruit and vegetable production activities:** A range of agricultural activities are included in the NGO six month livelihood recovery programmes and the ERRA-UN Early Recovery Action Plan. These include distribution of cereal and vegetable seeds, fertilizer and tools distribution. Meanwhile activities for 2007-2009 will become clear from the consolidated CLRPs. Some possible activities are:

- Introduction of kharif fodder where more soil moisture is available due to monsoons or snow melt
- Introduction of sorghum or millet in certain pockets to grow more residues for winter feeding. There could be intercropping with beans. These are not new crops but farmers may need help in accessing the seeds. The sowing season covers June and July.
- It must be kept in mind that farmers need support for tillage, particularly now that there is a shortage of bullocks.
- It may be appropriate to focus more on rain-fed crops including maize and wheat.
- Planting of more trees (both for fruit and fodder) should be given priority. This will stabilize the bunds, water channels and ensure continued supply of fodder. Ipil Ipil and some other leguminous plants have special merit. Establishment of fruit and tree nurseries would be useful in this regard.
- Where there are small shops, it would be very useful to link them with quality input supply services. Presently such shops have no connections to suppliers.

**2.17 Replacement/repair of damaged/lost traditional irrigation systems and terraces:** There is currently little if any scope for irrigation channels and other structures to be repaired as the environment is still extremely fragile. Only small piped structures can be recommended. Large structures must be thoroughly surveyed before taking up any intervention. However replacement/repair of damaged or lost irrigation systems may be feasible in 2007-2009. By that stage the land should have stabilized somewhat, and the CLRPs should provide a comprehensive picture of what is required in this area across AJK and NWFP. The cost of

rehabilitation of irrigation systems can be assessed against the agricultural opportunities and market outlets for resulting products.

2.18 Regarding terraces, where the damage is minor, these can be rebuilt and stabilisation measures put in place. This can be achieved with community labour with the advantage that it creates employment and feeds cash into the local economy. The second option is to convert the land into orchards or forest without levelling. Only limited areas will be suitable for orchards however and afforestation will benefit the community rather than the individual. Further, where orchards are planted other income generating activities will be needed to cover the period to second harvest, typically at least five years.

2.19 **Restoration of community access infrastructure:** Although programmes are in place for the rehabilitation of major roads there is also a pressing need for the reconstruction of local link roads, and associated infrastructure such as culverts, small bridges, embankments, drainage channels, slope protection measures. These local link roads and paths serve the scattered villages and hamlets in mountainous areas and provide the essential access to local services, such as schools and health facilities and to produce markets. Annex 2 provides details on how community Investment Funds will be managed to support such activities. In defining programmes of community infrastructure rehabilitation the following factors need to be considered:

- The work will need to be identified and prioritized as a part of the local community planning process.
- If funds are limited, priority will be given to works that have a multiple-purpose, such as linking communities to each other or re-establishing links to important service centres.
- Local partners (I/NGOs or CBOs and local authorities) already involved with the social mobilisation of the communities will be identified to implement the activities in collaboration with the communities.
- With local link roads the greatest priority will be placed on the rehabilitation of existing infrastructure rather than the construction of new infrastructure.
- The community should be willing to make some form of nominal beneficiary contribution (usually in the form of voluntary labour- up to 20% of the overall value of the works).
- Ideally, the most appropriate method of implementation of these works is through the use of labour-intensive methods<sup>14</sup>. Such methods can deliver infrastructure that is of comparable quality to machine-based/intensive methods but also provide greater

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<sup>14</sup> This form of employment should replace the cash for work, employment used in the early recovery phase. Employment conditions should conform to the guidelines for cash-for-work and employment intensive projects prepared by ILO in conjunction with the Ministry of Labour. These guidelines cover: Labour Standards, Policies and Practices; Contracting and Procurement Guidelines; and Engineering Methods and Procedures.

employment opportunities for local labour and make maximum use of local materials.

- Implementation can be through private contractors or using community-contracting methods. The latter may have the additional benefit of promoting sustainable local skills.
- The community should be willing to make an undertaking that the facility will be properly maintained.

**2.20 Re-establishment of the labour market:** In the recovery period it is likely that the job market will be different than in the pre-earthquake period. It is therefore necessary to ensure that employment and human resources form a key focus of the recovery process. The role of human resources will be even more critical, as the prospects for employment generation may change and become more uncertain in the transition from relief and rehabilitation, to recovery. The demand for jobs and the nature of jobs will change considerably and will put the local labour market under pressure during the reconstruction. Employment and human resources policies and programmes need to be anchored in well functioning local public and private institutions, capable of interacting and collectively contributing to the design and running of employment-friendly programmes.

2.21 In particular, there will be a need for thousands of semi-skilled and skilled workers to participate in the construction effort, e.g. in reconstructing local roads, social buildings and other public facilities. Before the earthquake, a considerable part of the male population was working outside the affected area and these persons returned to home to protect and support their families. Though there are no exact figures available about the scale of this part of the population, there are indications that it exceeds 150,000 workers. In consequence many different groups need employment and training assistance to re-establish themselves in their local communities.

- Experience in other disaster situations has shown that there is need, particularly in the urban areas, to establish mechanisms that will facilitate linking individual job seekers with potential sources of employment. These potential sources may include jobs with contractors, with local industry and traders or with community contracting organisations.
- The most effective mechanism is to create help desk or emergency employment service centres. These will initially be temporary in nature and later become centres of a wider range of employment services that evolve and are gradually reintegrated into the functions of local government agencies or local chambers of commerce.
- It is intended that centres evolve into local business development services, providing support to local economic development through a mix of public-private partnerships.

- Emergency Employment Information Centres in the earthquake-affected areas will be operated by motivated and well-trained staff, which is able to provide services to targeted groups of job seekers.
- Centres will initially operate at district level, with the possibility of extending services down to tehsil level if there is sufficient demand.
- The role of the centres will be to identify and register disaster affected population who have lost their livelihoods; record and classify job-seekers and match them to job opportunities.
- The centres will also assist in determining training needs and in placing job seekers in training facilities to enable them to effectively participate in the reconstruction effort.
- The centres will operate inclusively and include provision for targeting women and disabled persons.

2.22 **Providing skills training:** Capacity building of various individuals and organisations is needed over a wide range of activities, including construction trades, vehicle repair, handicrafts, food processing and other service trades and industries. In this regard, a network of training providers capable of delivering a flexible system of formal and non-formal skills and enterprise training will be provided. The critical factors to be considered in providing training facilities are:

- The training programme to be based on profiles compiled from comprehensive training needs assessments and from surveys of the local labour market – initially derived from the local community participatory planning process.
- Experience in Pakistan has demonstrated that effective training programmes can complement local economic development strategies that define, through consensus building, the potential investments that are needed to promote community re-generation.
- Programmes will be carefully targeted to address market opportunities. To avoid saturating the job market the training will be related to a realistic assessment of the types of skills that employers will need.
- Training for new types of skills will only be offered if there is a reasonable possibility of market demand or when they can be combined with specific programmes for promoting income-generating activities.
- Training programmes will be inclusive and, in particular, target members of women-headed households, youth, disabled and others with special needs.
- Where the skills' training being offered is of a vocational nature it will conform to nationally recognised standards.
- Training programmes will be based around existing public and private sector training institutions. Where appropriate, partner organisations will be identified that can collaborate in providing the training.
- Duplication of training programmes should be avoided.

- Where there are cultural and physical constraints to providing training (e.g. women traveling outside their communities) consideration will be given to providing mobile training (possibly located in local schools or homes).

**2.23 Establishment/re-establishment of financial services:** Prior to the earthquake, microfinance services were available through different organizations - predominately administered by NGOs and to a limited extent by banks (such as SRSP, NRSP, Sungi and Khushhali bank and some smaller NGOs). These organizations have lost much of their portfolios and in the immediate aftermath of earthquake it is not easy to re-start microfinance programmes as people are expecting grants from the Government, and from, national and international NGOs. However, as the cash economy recovers, access to financial services is the key to laying the foundation for sustainable socio economic reintegration and for long-term employment creation in the crisis-affected areas. Key features are:

- Facilitating access to micro-finance for those micro-entrepreneurs and other individuals with low income who do not have access to formal commercial financial service providers will be a priority.
- This will include targeting women and other groups with special needs.
- Careful programme design will be needed to make them inclusive, including the use of methods such as group lending schemes to facilitate situations where individuals may lack financial or physical collateral.
- Micro-finance services need to be provided in a sustainable way (including the use of a combination of sources, including savings, micro-insurance, micro leasing, and remittances/micro-money transfers).
- Information on potential sources of micro-finance can be provided through Emergency Employment Information Centres, chambers of commerce and by project offices.
- Beneficiaries will be sensitised to what micro-finance is i.e. it is not a grant for relief purposes. Rather, there is cost associated with taking out the loan and that they will need to repay the sum lent.
- Partners involved with providing financial services should have a successful and sound track record in the area and be likely to continue their activities on a long-term basis.
- Sustainability may mean that a one-off loan is not appropriate – helping people out of poverty is likely to require a series of steadily increasing loans, combined with mechanisms for saving.
- It is preferable if the access to financial services is combined with the promotion of business development services in order to offer potential entrepreneurs formal and informal non-financial services, such as: training, consulting, marketing support, business

information, access to technology, advocacy, business linkages, infrastructure development and other non-financial services.

2.24 To kick start commercial activities the establishment of small business development funds, grants for small enterprises and business activities and, in the longer term, credit lines and other microfinance services may be considered. Such programmes will be carefully designed so as not to conflict or compete with other sources of finance.

**2.25 Reconstruction of Public Support Service Infrastructure:**

ERRA is cognizant of the fact that early reconstruction and rehabilitation of government offices of the line departments holds the key to full scale resumption of service delivery and would be necessary for implementation of long term livelihood solutions. ERRA therefore attaches great importance to swift restoration of buildings, and other infrastructure related to field and extension services. In this context ERRA plans to rehabilitate and reconstruct the damaged buildings, provide equipment and logistics lost in the wake of the earthquake, and build the lost capacity of government departments to effectively cope with the enormous challenges of livelihood rehabilitation.

2.26 All damaged or destroyed public offices/houses included will be rehabilitated and reconstructed on the basis of the following priority criteria:

- Population served by facility
- Extent of damages
- Accessibility
- Lack of alternative facilities
- Service delivery departments must be given top priority.

2.27 Guiding principles are as follows:

- Governments of NWFP and AJK and concerned implementing departments will have the overall responsibility for smooth implementation of reconstruction and rehabilitation work together with PERRA/SERRA and DRUs.
- ERRA will be the overall planning and coordinating agency
- Consultation with all stakeholders during planning, strategy formulation and implementation
- ERRA shall be the fund manager for all reconstruction and rehabilitation activities
- Accountability for all, at all levels (through clarity of roles and responsibilities, close monitoring, internal and external auditing, reporting and analysis of reports and third party evaluations).

2.28 Office buildings/houses will be built better and for disaster preparedness and mitigation. This will be achieved through the following measures:

- Partially damaged structures and buildings will be retrofitted to ensure seismic resistance.

- Structures will be designed to comply with the hazard-resistant construction standards/designs and building codes prepared by ERRA nominated agency.
- Partly damaged projects will be upgraded keeping in view the un-served or under-served population.
- Replacement schemes will be properly sited and designed with due consideration, among others, to the current and anticipated future needs.

2.29 The strategy will be implemented over a period of three years (2006-2009) by the DRU and the line departments. The following general implementation arrangements will be used for reconstruction and rehabilitation of government buildings:

- Detailed assessments, planning, designing and implementation in line with the provisions of this Strategy and procedures and policies of ERRA
- Preparation of project proposal (PC-I) as per ERRA's format and submission to DRU / District Reconstruction Advisory Committee / PERRA / SERRA / ERRA for approval
- Execution of civil works through registered and qualified contractors
- Supervision and monitoring by the concerned Provincial/State department, development partners, PERRA/SERRA and ERRA

2.30 Public buildings to be reconstructed/rehabilitated will be packaged preferably on geographical basis in such a manner that it encourages construction companies of national and international level to participate in the tendering.

2.31 For reconstruction work, construction guidelines prepared by ERRA's consultants will be followed. Designing shall be the responsibility of the line department in consultation with the consultant hired for this purpose by ERRA.

### Recurrent Costs

2.32 Staff salary, costs of repair and maintenance of buildings, furniture and equipment are assumed to be provided on regular basis as per current norms i.e. from the regular budget of concerned departments. ERRA will provide some additional funding to support the line agencies in preparation of CLRPs in villages where no NGO or other partner organization exists and for supervising/monitoring the implementation of CLRPs.

2.33 Quality of supplies and works will also be ensured through standardization and third-party supervision, respectively.

2.34 Project Proposals for all Schemes will be prepared by the departments entrusted with reconstruction and maintenance of respective public buildings in consultation with the respective DRUs, on the ERRA specified format and will be approved in accordance with the procedures prescribed by ERRA.

2.35 All projects will be implemented by the line departments in coordination with the respective DRUs in accordance with the rules/ procedures laid down by ERRA.

## **CHAPTER III**

### ***FORMULATION AND IMPLEMENTATION OF COMMUNITY LIVELIHOODS REHABILITATION PLANS***

3.1 Given the range and complexity of processes and activities involved in the implementation of this strategy, and given the range of actors involved, an appropriate institutional mechanism for planning, coordination, implementation and monitoring is very essential. This chapter explains the institutional mechanism proposed for the implementation of this strategy. It first describes the institutional mechanisms that will be set up, and then provides guidelines for line departments and NGOs assisting communities to draw up their community livelihood rehabilitation plans. Third, how these plans will be consolidated and approved is outlined. Last, ERRAs strategy for capacity building of Livelihood Coordination Unit staff, relevant line department staff and NGOs in livelihood related activities is outlined.

#### **Livelihood Coordination Units**

3.2 Livelihood Coordination Units (LCUs) are to be established in each of ERRA, PERRA, SERRA and all nine DRUs. These units will be staffed both by ERRA itself and with donor funded TA. The LCU in each DRU will have two staff: a Livelihood Management Coordinator (TA) and a Livelihood Officer (DRU). The LCUs in each of PERRA and SERRA will have four staff: three TA and a government provided Livelihood Officer. Finally within ERRA itself the LCU will be staffed with two TA positions (an international Livelihood Coordinator and a national Senior Employment Adviser) working with two full time ERRA livelihood deputy directors. There is also some provision for short-term technical assistance inputs as and when required.

3.3 The LCUs at each level will be primarily responsible for planning, coordination and implementation of activities. They will be responsible to the heads of their respective units at each level. The LCUs will establish Livelihoods Working Committees (LWCs) at their respective levels consisting of all the actors involved in livelihoods related activities in their respective jurisdiction. These Committees will meet at regular intervals and shall be the primary forum for all planning and coordination as well as for deciding equitable coverage and distribution of resources – geographically and sector-wise. LCUs will also establish a communication and reporting system for effective, efficient and timely horizontal and vertical flow of information among partners and management hierarchy. The system will consist of individual work plans, CLRP preparation and submission, monthly and quarterly progress reports etc. Appropriate computing and communication equipment will be provided to each LCU for this purpose.

3.4 A dedicated database shall be established to manage the data related to implementing partners, individual areas of coverage in terms of

activities and geographical spread, CLRPs, implementation gaps etc. A dedicated data management team shall be provided to each LCU to manage the database. The current coverage data, as included in the livelihood survey results/matrix included in this strategy shall serve as the starting point for the database and shall be regularly updated as new information comes through the LCU and LWC. (see matrix)

3.5 The main functions of the DRU LCUs are as follows:

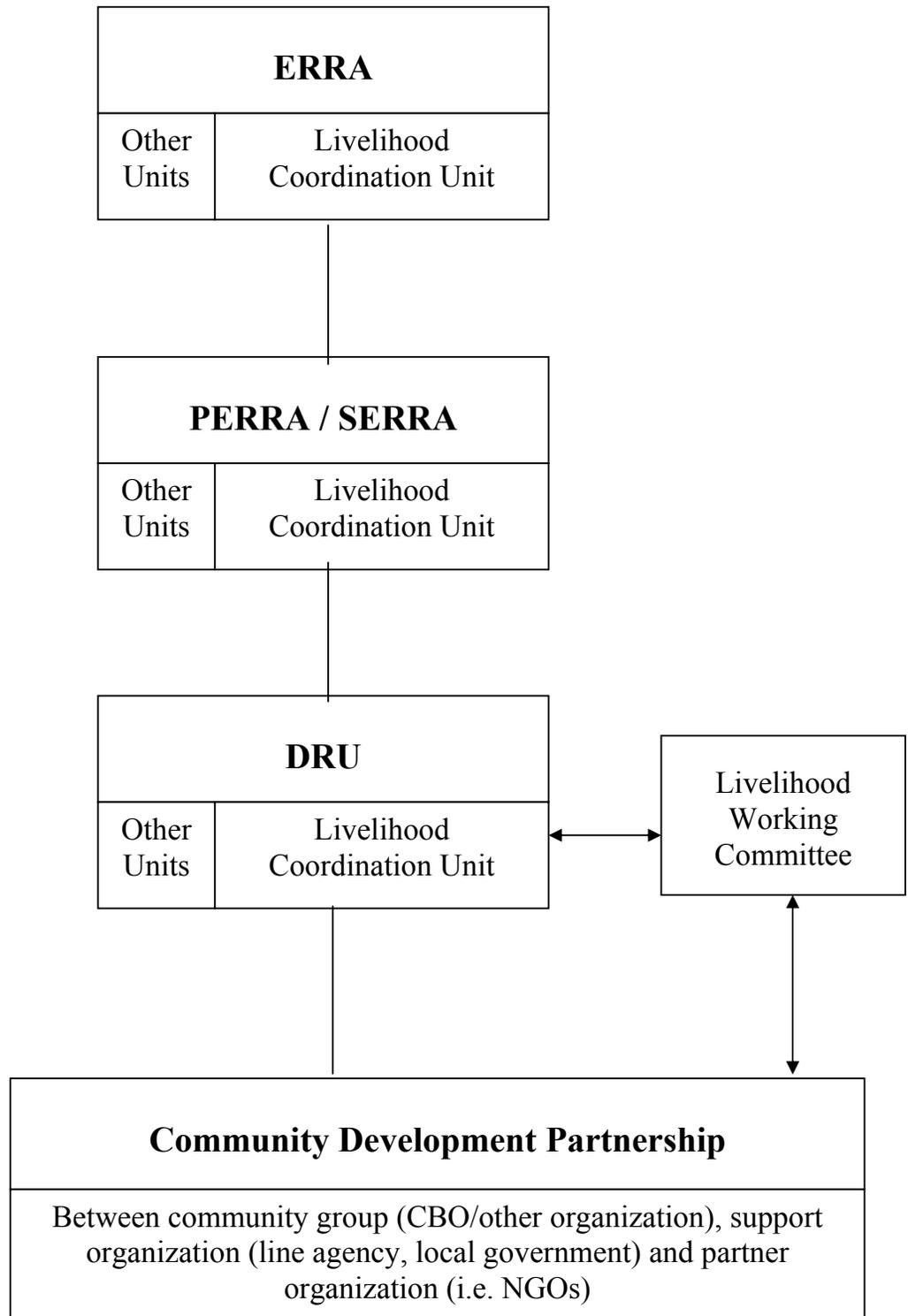
- To establish the LWC
- Together with the LWC, ensure that all planned and implemented livelihood rehabilitation activities in the district are coordinated. Specifically this coordination will
- Ensure that there is no duplication of activities caused by the presence of more than one funded implementing agency in any one area
- Ensure that gaps in coverage are identified and addressed
- Ensure that there is consistency in approach to the various livelihood rehabilitation activities across the range of agencies working in the district
- With the LWC, identify and list existing CBOs
- Through implementing agencies, support the strengthening of CBOs and, where there are no CBOs, village committees, towards effective livelihood rehabilitation planning
- To maintain a database of who is doing what where with regard to livelihood rehabilitation activities
- To support line departments, NGOs and others in their partnerships with CBOs and/or village committees in drawing up the CLRPs, through provision of training and information exchange
- To ensure linkages with the relevant line departments at district level
- To review and collate the CLRPs
- To review, approve and provide funding from CIF for the schemes identified in CLRPs sponsored by government agencies
- To review, approve and provide funding for CLRPs sponsored by those NGOs who have been tasked by DRU to cover specified Union Councils/villages

3.6 The Livelihood Working Committee (LWC), established by the LCU in each district, will be composed of all agencies (line departments, INGOs, NGOs, local government others) involved in livelihood rehabilitation in the district. This committee will provide the main forum for information exchange and coordination of activities and approaches. Gaps in coverage identified in this forum will also be addressed by the forum as described

below. Further, agreement will be reached in this forum as to the most appropriate way to go about specific livelihood rehabilitation activities so that there are no major disparities in approach between union councils where different agencies are operating. The LWC will also provide a forum for discussion of different CLRPs, their feasibility and what is given priority. Finally regular sharing of who is doing what where, will ensure that the livelihood database is kept up to date.

3.7 LCUs at PERRA/SERRA and ERRA levels will provide support, guidance, capacity building and mentoring to the LCUs at DRU level. Technical staff posted at the PERRA/SERRA LCUs will provide technical backstopping to the agencies and line departments planning programmes in response to the CLRPs. The relationship between the LCUs at different levels, between each district LCU and LWC, and how the community development partnerships involved in assisting communities draw up their CLRPs, relate to the the LCU and LWC, is indicated in the Figure below:

Figure 3.1: Operational structure of livelihood coordination units within ERRA, PERRA and the DRUs



## **PROCESS FOR COMMUNITY LIVELIHOOD REHABILITATION PLANS (CLRPS)**

3.8 The short-term plans for the recovery process are clearance of debris, restoration of lifelines and infrastructure, while the long-term objective is to build a safer and sustainable livelihood. Past experiences in other disaster recovery programs show that these efforts are sustainable only with community-government partnership, while the role of NGOs and international organizations is reduced after a certain period. Building of this pivotal partnership is possible through formulation of community livelihood rehabilitation plans (CLRPs), which should support communities' access to resources where they set priorities, conceptualize, plan, implement and evaluate development initiatives.

3.9 CLRPs emphasis would be placed on the following features:

- Recognising the community's needs,
- Prioritization of needs as per the available resources, and
- Translating needs into appropriate action jointly with the community.

3.10 CLRPs prepared by April 2007 may be for that year or for 2007-2009. Whichever the case, communities will have the opportunity to review, revise and their plans for the third year (2008-2009), through a repeat planning process in 2007-2008. The projects under the CLRPs, if not already being carried out by the NGOs and partner organisations working in the areas will be funded by the Community Investment Funds (Annex II).

3.11 Some key principles that would be followed in formulating the community plans are:

- People-centered: An effective community-based plan requires a people centered approach, ensuring long-term beneficial impacts on disadvantaged and marginalized groups, such as the poor.
- Consensus on long-term vision: Planning frameworks are more likely to be successful when they have a long-term vision with a clear timeframe upon which all stakeholders agree.
- Comprehensive and integrated: Livelihood plans need to integrate and cut across all other sectors like health, education, protection and environmental objectives.
- Targeted with clear budgetary priorities: The plans need to be fully integrated into the budget mechanism to ensure that plans have the financial resources to achieve their objectives, and do not only represent "wish list" of the local community. Intended outcomes need to be realistic, area-appropriate and time bound with clear budget lines.
- Incorporate monitoring, learning and improvement: Clear mechanisms of monitoring based on specific indicators need to be built into the plan to steer processes, track progress, distill and capture lessons, and signal when a change of direction is necessary.

- High-level government commitment to bottom-up planning: Such commitment is essential if policy and institutional changes are to occur. There needs to be a definitive change in attitude of partner agencies (NGOs, line departments) towards local communities, where communication and information mechanisms need to be transparent and mutually accountable.
- Develop and build on existing capacity: At the outset of the planning process, it is important to assess the political, human, social and financial capacity available with the particular community. Where needed, provisions should be made to develop and enhance the necessary capacity.
- Community Development Partnership: A representative body that should comprise of staff from line agencies, NGOs, community members, local councillors should be formed at each village level that is able to exercise the powers required to formulate CLRPs, achieve consensus on its scope and content, and monitor its development, implementation and impacts.
- Supporting local government: CLRPs formulation process should include local government representatives as key actors so that their constitutional obligations are achieved with regard to service delivery and the promotion of social and economic development.
- Choosing the local actors: The social cohesion within groups is often based upon the hierarchical structures dictated by caste, religion and language. Leadership within the community is spread across social systems, and caste groups, and within occupational groups, hamlets and households. Within these structures collaborative action is weak and often imposed. Some community-based groups exist but these are often in name only or dominated by the local elites. In a number of cases, a village has more than one operational CBO that claims true representation of all villagers above others. In this case, a village's CBOs need to be quantified against pre-defined criteria, with preference for CLRP formulation given to the most mature CBO.

## ***OUTLINE IMPLEMENTATION PLAN***

### **Step I: Awareness Raising**

3.12 A clear and sustained information, education and communication (IEC) campaign will promote stakeholder participation and facilitate social mobilization –taking into account isolated or marginalized groups. The key to success is transparency and accountability at all levels. A good dissemination strategy will ensure rules are clear and understood by all at various levels and communities knows what to expect and what not to expect.

## **Step 2: Identification of CBOs**

3.13 Local level community organizations per village would be the basic medium for carrying out all planning and implementation of rehabilitation initiatives. There are already a large number of existing organizations in the target villages so there may not be a need to create additional ones. The possibility of using existing ones (e.g. formed by NRSP, SRSP, Sungi, SPO, etc) and establishing coordination mechanisms with their sponsoring institutions should be explored as a first step.

3.14 For villages that have no established CBO, the respective support NGO will create awareness, work with communities and help organize community groups as the "building blocks" of community development partnerships, leading to functional CBOs in time. Newly formed CBOs cannot be expected to formulate the CLRPs as soon as they are formed. Younger organizations would begin their process with basic skills like accounting, book-keeping, community management and local level resource mobilization mechanisms like credit, savings and other extension support.

3.15 Where no support NGO is available for organizing the communities, the task will be undertaken by line agencies like Agriculture Extension or Livestock Department and such villages shall be identified at the earliest by the LWC. The priority task in these villages would be to identify the village reconstruction priorities and establish an acceptable mechanism for, and level of, community participation.

3.16 Where an existing NGO or Rural Support Programme is covering a number of villages and some in the same geographical area remain uncovered, the DRU may enter into a contract with the same NGO/RSP to cover the remaining villages in terms of needs assessment, formulation of CLRPs and implementation of CLRPs through a contract. Up to 10% of the total investment costs estimated in such villages could be paid by DRU to the support organization as its overheads.

## **Step 3: Classification and Capacity Building of CBOs and village committees**

3.17 For villages where more than one CBO exists, the implementing agency operating there could identify the level of "maturity" of existing and new CBOs and work with the most mature, though a database of other CBOs could be kept by the agency so that other local institutions can be invited and merged with the lead CBO at time of CLRP formulation to maximize participation.

## **Step 4: Identification of the most vulnerable in Village**

3.18 While immediate disaster impacts are felt across social groups, the poor are disadvantaged in recovery, by limited access to resources, and fewer options for recovery. Recovery programming often does not introduce mechanisms to systematically track the vulnerable. Some of these vulnerable groups can be women-headed households, landless,

tenants and the handicapped, and their effective inclusion would require specific focus in CLRPs

**Step 5: Community Development Partnerships**

3.19 Partnerships are needed with the local government and organized private sector, and also internally between local community organizations. Effective facilitation and technical assistance is needed to develop planning and implementation capacity at the local level. The table 3.1 depicts the three key players of the proposed strategic structure and their key roles. Local level government agencies would be providing the technical guidance while the NGO would facilitate the CO in participatory planning.

3.20 At the village level, it is also crucial to foster improved services coordination and to forge strong local partnerships among civil society organizations with complementary skills spanning agriculture, health, education, social protection, and so on. In a single village, organizations with complementary skills can build upon the expertise of others.

Table 3.1: Key players and their roles

COMMUNITY GROUP(I.E., VILLAGE LEVEL COMMUNITY ORGANIZATION)	SUPPORT ORGANIZATION (I.E., CENTRAL AGENCY, AGENCIES, GOVT. PERRA/SERRA)	PARTNER ORGANIZATION(I.E., NGOS, CONSULTANTS)
Forms a collective group to prepare CLRP. Ensures inclusion of at least 60% participation of village members in this collective group. Ensures equitable participation and inclusion of women’s and vulnerable groups’ perspective in planning process.	Provides technical support to community throughout community rehabilitation planning process. Also would be responsible for providing key material inputs. Role shifts from being implementer to a facilitator.	Would be contracted by the DRU to facilitate communities and provide planning support. Will maintain a database, which would outline respective CBO’s capacity development needs, types of interventions and track the course of the CBO towards meeting their planned rehabilitation objectives.

## **Step 6: Establishing Clear Roles and Responsibilities, Terms of Partnership**

3.21 In order to ensure maximum participation and inclusion of all key stakeholders in the planning process, it is essential to address mechanisms that would ensure accountability and transparency. For this, clearly outlined roles and responsibilities of each stakeholder per each initiative are essential. One option of making all processes visible and clearly demarcated would be to formulate Terms of Partnership for each initiative undertaken through this CLRP.

3.22 Terms of partnership should cover and clearly outline the following aspects:

- Scope of activities to be covered/timeframe
- Estimated amount to be contributed by Support Organization
- Estimated community contribution
- Reporting requirements (financial/physical progress)
- Terms and conditions of payments
- Financial Management requirements
- Simple procurement plan
- Roles and responsibilities of all parties
- Dispute resolution/cancellation procedures

## **Step 7: Community Livelihood Rehabilitation Plans**

3.23 Step 7 involves the community livelihood rehabilitation planning process in which village members collectively discuss, define, plan and decide upon rehabilitation initiatives and projects over specific time duration. It is essential to ensure that there is a participatory needs assessment and planning, and flexibility in community choice of project design, organization, rules and activities. As across a district a range of implementing agencies will be facilitating the identification of CLRPs, a standard template is provided as indicated in Annex 1. All line departments and other implementing agencies should endeavour to insert the plans into this template, creating sub-headings as appropriate. This will ease later consolidation and prioritization of plans at district level.

3.24 CLRPs will be the basic building block for all LCU work plans related to village/community based activities. For the villages covered by NGOs and other development partners, the needs identification will be done by those partners through the standard template annexed to this strategy and completed templates will be handed over to the LCU in accordance with a schedule agreed in the LWC. For the remaining villages, the LCU, in consultation with the line departments (Agriculture Extension, Agriculture Research, and Livestock Department) will apportion the villages among these departments for completion of CLRP templates

3.25 It is accepted that communities are likely to draw up comprehensive holistic plans, which will most likely go beyond plans related to agricultural and non-agricultural income generation activities. For example communities may include activities related to water and

sanitation, health or education. All such information is valid, and though this strategy is not supporting activities in these areas, all such information will be made available to the relevant sectors at DRU level, in this way providing community-based information useful for those sectors and related line departments.

### **Step 8: Monitoring Planning Mechanisms**

3.26 An efficient regulatory framework to professionalize government organizations, NGOs, and the village level organizations is essential. In case of CBOs, necessary regulating mechanisms like community election, electoral awareness, record keeping and monitoring through interviews of community members need to be established by partner organization on a regular periodic basis. For NGOs and line departments, established mechanisms on self-monitoring along with checks and balances are needed. This will be ensured by the M&E staff posted at each DRU. For information flow, there should be a mechanism for systematic upward, downward and lateral communication.

### **3.27 CONSOLIDATION OF PLANS AT DRU AND SERRA/PERRA LEVELS**

The process of consolidation and prioritization of CLRPs at DRU level (to be submitted to PERRA/SERRA by 1st April 2007)

3.28 It is envisaged that there will be either 2 or 3 levels of consolidation. In the first instance, where one implementing agency is assisting more than one village, and indeed in many cases more than one union council, to develop CLRPs, they will then be in a position to collate these plans. Within the Community Development Partnership for each village some degree of targeting, and prioritization over time, will have taken place. Then the NGO or other implementing agency may well need to prioritise again according to budget availability. The implementing agency will then bring to the DRU:

- All the CLRPs (recorded on the standard template)
- The NGOs consolidated plan for the villages covered

3.29 The next stage will involve the DRU and its Livelihood Coordination Unit, with assistance from the livelihood working committee, in

- Collating all the CLRP templates to provide a comprehensive picture of livelihood rehabilitation plans across a district.
- Collating all the agency coverage and activities, this revealing geographical areas, and livelihood activities, not covered
- Setting priorities regarding both activities and phasing of these.

3.30 The above information will allow for analysis of the CLRP templates to identify any gaps, duplications and complementarities. Based on this analysis, a consolidated DRU Plan for livelihoods shall be prepared for approval of LWC and onward submission to PERRA/SERRA. It will also allow for sectoral analysis, so that livestock, crop, irrigation, terrace

repair, community access infrastructure, employment and training can all be drawn out. This will assist the DRU in budgeting for and coordinating livelihood rehabilitation. Before approving the plans the DRUs will get an annual budget for the implementation of CLRPs approved by the District Reconstruction Advisory Committee (DRAC).

**Collation at PERRA/SERRA level (to be submitted to ERRR by 1<sup>st</sup> May 2007)**

3.31 The LCU at PERRA/SERRA shall analyse and consolidate plans received from all the districts and send them to ERRR.

**Addressing gaps – spring 2007**

3.32 For this stage (2006-2007), the livelihood survey database (matrix) accompanying this strategy document will assist DRUs to identify earthquake- affected communities that are presently not receiving any livelihood rehabilitation support. The DRUs will then seek to ensure these communities are not left out. They will invite NGOs working in neighbouring communities to assist. Where no NGOs can assist, the capacity and resources of the relevant line departments in the area will be enhanced to ensure that they can assist. The identification of gaps will also take place in spring 2007 whilst consolidating plans, and again these gaps will be addressed in the same way.

**CAPACITY BUILDING OF DRU, PERRA, SERRA, LINE DEPARTMENTS AND NGOS**

3.33 As mentioned in chapter II, capacity building will be provided in both process and technical aspects to DRU, PERRA and SERRA staff, relevant Government of Pakistan line departments, NGOs and private sector organisations. A rapid training need assessment will be conducted prior to detailed planning of capacity building programmes for all stakeholders so as to establish priority training needs of the various stakeholders.

3.34 Capacity building activities shall be largely front-loaded. It is envisaged that, with regard to process aspects, DRU LCU staff and LWC members, line departments and other implementing agencies will be provided orientation and training in the following:

- Working with communities
- Community extension
- Sustainable livelihoods concepts, approaches and uses in planning, implementing, monitoring and evaluating rehabilitation programmes
- Participatory planning and needs assessment training
- CBO/Village committee formation and participation:
- Use of the CLRP template:
- Criteria for and use of Village Investment Funds

3.35 Technical capacity building will primarily be made available to line department staff, particularly those extension, agricultural and/or livestock officers working at tehsil and union council levels. It will also be

made available to those NGOs which, though supporting certain livelihood rehabilitation activities may not have a strong technical background in these areas. It is envisaged that such training may concern how to address livestock and agricultural activities within the post-earthquake context, new and innovative income generation activities, and other areas to be defined.

3.38 Training methods will include workshops; exchange visits/study tours, on-the-job training and mentoring.

### **MONITORING AND EVALUATION**

3.39 Livelihood rehabilitation is a holistic process involving many partners – communities, various line departments, a range of implementing agencies, the private sector. Good coordination, communication and timely effective action are all critical. A monitoring and evaluation system will be established that provides quick relevant feedback on the implementation process and progress. This system will be set up by monitoring and evaluation units in each DRU, assisted by LCUs, with guidance from M&E wings at SERRA/PERRA and ERRA. Of prime importance is the monitoring of the process by which implementing agencies are both planning and coordinating their activities within the district level livelihood working committees and implementing the work at the community level.

3.40 The Following performance indicators shall be used for measuring the progress against the targets sets under this strategy:

#### **Institutional and CLRPs:**

- LCU established and staffed at DRU level
- LCU established in PERRA/SERRA and staffed and provisioned
- LCU established in ERRA, staffed and provisioned
- No of CBOs identified and selected as partners
- No of village committees identified/established where no CBOs exist
- Total number of villages to be covered by NGOs and the number actually covered.
- Total number of villages to be covered by government line departments and number actually covered.
- No of CLRPs completed by NGOs
- No of CLRPs completed by government line departments
- No of CLRPs approved by DRU/DRAC and PERRA and total amount involved
- No of MOUs signed with CBOs/Village Committees and number of CLRPs gone into formal implementation along with value

#### **Schemes/Projects**

- Number of schemes (by type) initiated at the village level along with value
- No of schemes completed and amount of funds utilized

- No of beneficiaries for each type of scheme and total number of beneficiaries in the district
- Training/Capacity Building
- Number of equipment, vehicles and materials provided to LCUs and line agencies;
- No of training/orientation sessions held for government, NGOs and LCU staff and number of persons trained.
- Capacity Restoration of Public Service Providers
- No of public departments' buildings identified for reconstruction;
- Number identified for repair
- No of buildings surveyed, and designs and cost estimated prepared
- Number of PC-Is prepared and approved
- Number of contracts processed, signed and work started
- Number of buildings completed and handed over to department.

## CHAPTER IV

### **FINANCE, BUDGET AND STAFFING**

4.1 The costs envisaged under this strategy consist of the costs for the infrastructure reconstruction; provision for the process of formulation of the CLRPs; capacity building; and, implementation of the village plans. The budget also contains allocation of the macro level initiatives that will be planned after the receipt of feedback by through the villages. As has been explained at length earlier also the strategy will be revised after feedback from the villages. The budget also will require revision in accordance with the revisions in the strategy.

<sup>15</sup>Table 4.1: Total budget

<b>TOTAL BUDGET</b>						
		Rupees in thousands				USD in thousands
	<b>Lumpsum costs</b>	<b>FY 1</b>	<b>FY 2</b>	<b>FY 3</b>	<b>Total in Pak Rs</b>	<b>Total in US\$</b>
<b>CLRP formulation costs</b>	-	<b>103,808</b>	<b>60,655</b>	<b>59,455</b>	<b>223,917</b>	<b>3,732</b>
DRUs		29,806	4,885	4,885	39,575	660
PERRA/SERRA		47,412	35,930	35,930	119,272	1,988
ERRA		14,490	14,490	14,490	43,470	725
TA		14,490	14,490	14,490	43,470	725
Capacity Building (TA)	-	12,100	5,350	4,150	21,600	360
<b>Implementation of CLRPs</b>	<b>1,267,500</b>				<b>1,267,500</b>	<b>21,125</b>
<b>Reconstruction of Infrastructure of Line Departments</b>					<b>1,500,000</b>	<b>25,000</b>
<b>Macro interventions</b>			<b>120,000</b>		<b>120,000</b>	<b>2,000</b>
<b>Grand Total</b>	<b>1,267,500</b>	<b>103,808</b>	<b>180,655</b>	<b>59,455</b>	<b>3,154,617</b>	<b>51,857</b>

4.2 The allocations in this strategy may look small when compared to the reconstruction and rehabilitation costs estimated in the preliminary damage and need assessments by the donor agencies. This is so for a range of reasons. First, the absorption capacity of the villages is limited. Experience of past CBO based projects in the earthquake affected areas indicates that the villages may not be able to consume huge sums in the span of three years during which time many will be busy in debris

removal and housing reconstruction. Second, the livelihood cash grants distributed under a World Bank funded programme has already injected US\$ 85 million into the economy of the affected areas. Third, the Early Recovery Plan of the UN is also funding interventions worth US\$88 million. This fund, due to be spent in one year, may realistically speaking continue into the second or third year. Fourth, the ongoing large ADB & IFAD funded area development projects in the affected area have also repositioned resources to focus on rehabilitation of livelihoods.

### **COMMUNITY LIVELIHOOD REHABILITATION PLANS FORMULATION COSTS**

4.3 This section presents the total costs required for the implementation of the strategy (including Technical Assistance) except the implementation cost of the reconstruction of the infrastructure of the line departments. This budget has further been divided into the following heads

#### **Budget for the DRUs**

4.4 This includes the capital, recurrent and staffing costs of the DRUs as detailed in the tables below

Table 4.2: Staffing costs for DRUs

<b>STAFFING COSTS (PAY AND ALLOWANCES)</b>					
	<b>No</b>	<b>Monthly</b>	<b>Annual</b>	<b>Rs. in thousands</b>	<b>USD in thousands</b>
Livelihood officer	1	64.76	777	2,331	38.86
TA/DA			40	120	2.00
Drivers	1	10	120	360	6.00
Office Clerk	1	15	180	540	9.00
Peon	1	10	120	360	6.00
Total		100	1,237	3,711	61.86
<b>Total for 9 DRUs</b>		<b>898</b>	<b>11,134</b>	<b>33,403</b>	<b>556.71</b>

4.5 The livelihoods officer is going to coordinate all the work under the strategy with the help of the Livelihood management coordinator (funded by TA as per the Table 4.3)

4.6 Ancillary staff has been kept at the minimum as the DRUs are going to have full fledged monitoring and evaluation people that are being planned by the Monitoring and Evaluation Wing of ERRA.

Table 4.3: Budget for DRU TA positions

<b>BUDGET FOR TA POSITIONS IN DRUS</b>					
				<b>Rs in thousands</b>	
	<b>No.</b>	<b>Monthly</b>	<b>Annual</b>	<b>Total for three years</b>	<b>USD in thousands</b>
Livelihood Management Coordinator (TA), National	1	81	972	2,916	49
TA/DA			156	467	8
Total		81	1,128	3,383	56
<b>Total for 9 DRUs</b>	<b>1</b>	<b>729</b>	<b>8,748</b>	<b>2,187</b>	<b>36</b>

Table 4.4: Capital costs include the vehicles and office equipment

<b>DRU CAPITAL COSTS</b>				
			<b>Rupees in thousands</b>	
<b>Item</b>	<b>No</b>	<b>Unit Cost</b>	<b>Total Cost</b>	<b>USD in thousands</b>
Computers	2	40	80	1
Printers	2	20	40	1
Fax	1	30	30	1
Vehicles	1	2,500	2,500	42
Furniture				-
Chairs	12	2	24	0.40
Tables	4	15	60	1
Cabinets	5	7	35	1
Total for one DRUs			2,769	46
<b>Total For 9 DRUs</b>			<b>24,921</b>	<b>415</b>

4.7 The recurrent expenditure (Table 4.5) does not include the salaries which have been given in Table 4.5.

Table 4.5: Recurrent expenditure for DRUs

<b>RECURRENT EXPENDITURE FOR DRUS</b>				
			<b>Rupees in thousands</b>	
	<b>Per month</b>	<b>Annual</b>	<b>Total for three years</b>	<b>USD in thousands</b>
Stationary	4	48	144	2.4
Maintenance of equipment		12	36	0.6
Maintenance of vehicles		40	120	2
POL	12	144	432	7.2
Miscellaneous	3	36	108	1.8
Total Recurrent Expenditure	19	280	840	14
<b>Total Recurrent Expenditure for 9 DRUs</b>	<b>171</b>	<b>2,520</b>	<b>7,560</b>	<b>126</b>

#### **Budget for PERRA/SERRA**

4.8 This includes the capital, recurrent and staffing costs of PERRA/SERRA as detailed in the tables below.

Table 4.6: Pay and Allowances for PERRA/SERRA

<b>PAY AND ALLOWANCES</b>					
			<b>Rupees in thousand</b>		
	<b>No.</b>	<b>Per month</b>	<b>Per Annum</b>	<b>Three years</b>	<b>USD in thousands</b>
Livelihood Officer	1	86.25	1,035	3,105	51.75
TA/DA			60	180	3
Drivers	2	10	120	360	6
Office Clerk	2	15	180	540	9
Peon	2	10	120	360	6
Total		121	1,515	4,545	75.75
<b>Total for PERRA/SERRA</b>		<b>242</b>	<b>3,030</b>	<b>9,090</b>	<b>151.50</b>

4.9 The TA positions are mostly concentrated in PERRA and SERRA as technical input would be required once the CLRPs are formulated and are consolidated. The CLRPs would require professional analysis by the experts. The technical experts would also help in planning any macro intervention that may be required based on the needs the surface upon the analysis of the CLRPs.

Table 4.7: Budget for TA positions in PERRA/SERRA

<b>BUDGET FOR TA POSITIONS IN PERRA/SERRA</b>					
<b>Designation</b>		<b>Per Month</b>	<b>Rupees in thousands</b>		<b>USD in thousands</b>
			<b>Annual</b>	<b>Total for three years</b>	
Livelihood Coordinator (TA)	National	102	1,224	3,672	61
Agriculture/livestock specialist	National	90	1,080	3,240	54
LED Adviser (TA)	National	90	1,080	3,240	54
Specialist livestock input	International		2,250	6,750	113
Specialist agriculture input	International		2,250	6,750	113
Other specialist TA	International		2,250	6,750	113
TA/DA			5,600	16,800	280
Total		282	15,734	47,202	787
<b>Total for PERRA/SERRA</b>		<b>564</b>	<b>31,468</b>	<b>94,404</b>	<b>1,573</b>

4.10 The Livelihood Coordinator shall be responsible for the collation and compilation of all the CLRPs. He would also assist and supervise the working of the Livelihood Coordination Units. The specialists in livestock and agriculture would be required to review the data and then see if the interventions proposed are technically possible, environmental friendly and sustainable. On the basis of the data from all the CLRPs the experts would also see if any new crop, breed or technology can be introduced to increase returns on investments. Such interventions would be funded by allocation for this purpose for both AJK and NWFP separately, that is one million US dollars for each (see table 4.1). The Local economic advisor would assist the experts in arriving at the economically viable decisions. He would also check the viability of the projects proposed by the CLRPs and would suggest improvements.

Table 4.8; Capital budget includes the costs of vehicles and office equipment.

<b>CAPITAL COSTS PERRA/SERRA</b>				
			Rupees in thousands	
Item	No	Unit Cost	Total Cost	USD in thousands
Computers	8	40	320	5.33
Printers	2	60	120	2
Fax	1	30	30	0.5
Vehicles	2	2,500	5,000	83.33
Furniture				0
Chairs	36	2	72	1.2
Tables	10	15	150	2.5
Cabinets	7	7	49	0.82
Total			5,741	96
<b>Total For PERRA/SERRA</b>			<b>11,482</b>	<b>191.37</b>

4.11 The recurrent expenditure does not include the salaries that have already been given in Table 4.6

Table 4.9: Recurrent budget for PERRA/SERRA

<b>RECURRENT EXPENDITURE PERRA/SERRA</b>				
			in Rupees in thousands	
	Per month	Annual	Total for three years	USD in thousands
Stationary	12	144	432	7.20
Maintenance of equipment		60	180	3.00
Maintenance of Vehicles		80	240	4.00
POL	24	288	864	14.40
Miscellaneous	12	144	432	7.20
Total	48	716	2,148	35.80
<b>Total for PERRA/SERRA</b>	<b>96</b>	<b>1,432</b>	<b>4,296</b>	<b>71.60</b>

### **Budget for ERRRA**

4.12 The budget for the ERRRA headquarters at Islamabad only reflects the TA positions that would be required in the headquarters to monitor,

coordinate, guide and steer the implementation of the strategy. A dedicated team of officers and staff is already working in ERRA (funded by the ERRA's establishment budget) to look after the activities in the livelihoods sector.

Table 4.10: ERRA TA positions

<b>BUDGET FOR TA POSITIONS</b>					
				<b>Rupees in thousand</b>	
<b>Designation</b>		<b>Per month</b>	<b>Annual</b>	<b>Total for three years</b>	<b>USD in thousands</b>
Livelihood Coordinator (TA)	International		10,800	32,400	540
Livelihood diversification advisor	National	120	1,440	4,320	72
Livelihood Adviser (TA) (short-term)	International	1,500	2,250	6,750	113
TA/DA			420	1,260	21
Vehicles	2				
<b>Total</b>		<b>1,620</b>	<b>14,490</b>	<b>43,470</b>	<b>725</b>

## **Capacity building**

### **DRU training**

4.13 It is intended to provide for the training of five people from each DRU in the first year, three in the second year and two in the third year. Key personnel to be trained every year are the TA Livelihood Management Coordinator and the DRU Livelihood Officer. Additional people planned for in years one and two are the DRU head or DRU staff working closely with the LCU. More training is provided early on to build the capacity of the LCUs. Depending on the training needs assessment, it is expected that topics like coordination and information management skills, database management including the updating of the "who, what, where" matrix enclosed with this strategy, networking, local economy and livelihood opportunities and constraints, and technical information.

### **Training of line department field staff**

4.14 More emphasis is given on training in the earlier years. This training is for field level staff i.e. those at union council level and below to ensure that they can effectively work in the community development partnerships, especially where there is no NGO presence so they have to

take the lead in assisting communities to draw up their CLRPs. It is in the latter context that much of this training will be given.

Table 4.11: Budget for Training

<b>BUDGET FOR TRAINING</b>												
		<b>FY 1</b>			<b>FY2</b>			<b>FY 3</b>				
										<b>Rs in thousands</b>		
	<b>cost/day/person</b>	<b>No of Persons</b>	<b>No of Days</b>	<b>Cost</b>	<b>No of Persons</b>	<b>No of Days</b>	<b>Cost</b>	<b>No of Persons</b>	<b>No of Days</b>	<b>Cost</b>	<b>Total</b>	<b>USD in thousands</b>
DRU training	1	45	10	450	27	10	270	18	5	90	810	14
Training of line department field staff	1	250	10	2,500	250	6	1,500	100	5	500	4,500	75
Training of the officers of the line departments	2	-	-	-	25	10	500	50	10	1,000	1,500	25
Training of the NGOs	2	80	3	480	60	6	720	40	10	800	2,000	33
Training of community organisations	0.5	200	3	300	200	3	300	200	3	300	900	15
<b>Total</b>	<b>7</b>	<b>575</b>	<b>26</b>	<b>3,730</b>	<b>562</b>	<b>35</b>	<b>3,290</b>	<b>408</b>	<b>33</b>	<b>2,690</b>	<b>9,710</b>	<b>162</b>

#### **Training of line department officers**

4.15 Unlike the preceding budget lines, training for line department officers increases over time. It is envisaged that the CLRPs will lead to specific requirements for support that the line department officers may need training in, particularly if they are connected with innovative measures. As the topics may be increasingly technical, during the third year provision is made to train fewer staff but to a greater depth.

#### **Training of NGOs**

4.16 It is envisaged that though NGOs may have sufficient expertise in initiating and supporting community based planning, they may still need support on technical issues particularly those related to agriculture, livestock and related areas. Further, NGO staff will need initial capacity building on how their work should support the CLRP process and fit into the work of the LCUs.

### Training of community organisations

4.17 It is envisaged that the training of community organisations (i.e. those organisations which are not as yet recognised as CBOs, but, due to the absence of CBOs may take on the responsibility of CLR process within the CDPs) will first be in how to come up with the CLRP but later would focus on areas that will strengthen them so that they can move towards becoming CBOs. Such training may be in bookkeeping, leadership, keeping records etc.

4.18 It is acknowledged that there will be far more than 200 members of CBOs and community organisations involved in the community livelihood rehabilitation process but it is envisaged that much of the required support and training would be given by the NGOs working already in many of the communities. Further, in many areas there are well established CBOs with the competence to manage the CLR process.

### Workshops

#### Awareness raising and coordination workshops

4.19 For each of PERRA and SERRA three workshops are planned for the first year, and two for each of the following two years. The workshops envisaged this year are:

Table 4.12: Budget for Workshops

WORKSHOPS									
	Cost per unit	No of workshops			Cost			Rupee in thousand	USD in thousands
		FY1	FY2	FY3	FY1	FY2	FY3	Total	
TNA	lumpsum				1,500			1,500	25
Awareness raising and Coordination workshops	240	6	4	4	1,440	960	960	3,360	56
Public private partnership (networks, forums etc)	lumpsum				2,400			2,400	40
Study tours	lumpsum	3	-	-	1,080	-	-	1,080	18
<b>Total</b>					<b>6,420</b>	<b>960</b>	<b>960</b>	<b>8,340</b>	<b>139</b>

**Inaugural/introductory/awareness raising workshop:** This would follow on from the first training of the newly appointed DRU LCU and other staff. A one day workshop to which PERRA/SERRA staff, decision makers, people from relevant line departments and private sector institutions would be invited, both to raise their awareness re the role of the LCU in the DRUs and to help the newly recruited DRU staff network.

**CLRP process review workshop:** Two months after the CLRP process has been initiated, DRU LCU to come together at PERRA/SERRA level to share how the process is going, what difficulties they are facing, how they are overcoming them, followed by capacity building on the process

**Workshop regarding consolidation of the CLRPs:** When each DRU LCU is gathering together the CLRPs, a workshop would be held on the consolidation process

4.20 In subsequent years workshops will focus on sharing experience sharing and learning from each other re supporting the implementation of the CLRPs, how to ensure all NGO and other initiatives are coordinated, and if appropriate, on relevant new livelihood interventions. Two per PERRA/SERRA per year.

#### **Training needs assessment**

4.21 A national or international consultant will be recruited as soon as LCU staff is appointed to identify training needs of LCU staff, NGOs, and line department field and officer staff.

#### **Study tours**

4.22 Three study tours are planned for the first year. These are primarily for LCU staff plus key members of the LWCs to have exchange visits between and within NWFP and AJK to learn from each others experiences in coordinating implementing agencies and supporting the gathering of CLRPs.

#### **Public/private partnerships**

4.23 Though some public/private partnerships may arise naturally at village level through the CDPs and CLRPs (for instance retailers, traders, transporters etc living in the village contributing to the rehabilitation planning process) this budget line allows for more proactive support to partnerships perhaps at union council, district or state/provincial level.

4.24 The nature of these partnerships will depend on what comes out of the consolidation of the CLRPs and the drawing up of stage 2 of the strategy based on these. It is likely that the holding of multiple-stakeholder forums, or the establishment of networks enabling greater synergy between the public and

private sectors may be useful. Such partnerships may be particularly useful for any new livelihood initiatives arising from the CLRP process.

Table 4.13: Materials required for CLRP planning and implementation

<b>MATERIALS FOR COMMUNITY LIVELIHOOD PLANNING AND IMPLEMENTATION</b>					
				<b>Rupee in thousand</b>	<b>USD In thousands</b>
	<b>Cost</b>			<b>Total cost</b>	
	<b>FY 1</b>	<b>FY 2</b>	<b>FY 3</b>		
Printing and publication of training material	500	300	100	900	15
Printing and publication of awareness literature including pamphlets, posters and brochures	750	500	200	1,450	24
Stationery and other facilities for community action planning and extension	700	300	200	1,200	20
<b>Total Printing and Publication</b>	<b>1,950</b>	<b>1,100</b>	<b>500</b>	<b>3,550</b>	<b>59</b>

## ***RECONSTRUCTION OF INFRASTRUCTURE OF LINE DEPARTMENTS***

4.25 The largest block of allocation has been budgeted for the reconstruction of the infrastructure of the line departments, livestock and agriculture. It is crucial that this infrastructure is rebuilt so as to enable the line departments to revive the research and extension services. The allocation is a result of the estimates received from Azad Kashmir and NWFP. However, this figure will be firmed up after a detailed survey and costing.

### Implementation of CLRPs

4.26 Another major allocation is \$ 22 million which has been allocated for funding the implementation costs of the Community Livelihoods Rehabilitation Plans (CLRPs). This money will be spent by the CBOs

themselves in accordance with the plans that they come up with in the first stage of the strategy.

4.27 Most Community Based projects working in the area have a total funding ranging from Rs.450, 000 to 700,000 for village investments through CBOs during a project life (usually 6 to 7 years). Given the special circumstances in the target villages in the aftermath of earthquake, the following factors have been considered in deciding suggested allocations for restoration of livelihoods in a village:

- Reduced absorption capacity due to problems resulting from the loss of life and injuries.
- Difficulties in accessibility and institutional limitations.
- Target population preoccupied with other activities related to reconstruction of damaged housing, debris removal etc.
- Many of the needs would have already been met through early recovery programs.
- NGOs/UN Agencies have selected 139 Union Councils, out of total 298 affected Union Councils, for Early Recovery in livelihoods sector which, in their opinion, are most affected. It is anticipated that another about 30 Union Councils may also qualify for this programme based on the severity of damage to livelihoods.

4.28 Based on the above factors, this strategy proposes that a lump sum amount of Rs.750, 000 would be available for the livelihoods related activities in a target village in the form of a Community Investment Fund. Average number of villages per Union Council is 10 thus an average allocation of Rs. 7,500,000 would be available for each Union Council over the life of ERRA. This is only an indicative figure for planning purposes. The actual allocation will be done according to the extent of damage, financial status of the majority households and village size. This assessment will be done by the Livelihoods Coordinator in consultation with the Line Departments and in the light of careful assessment of actual needs and priorities of a village. This would inter alia mean that some of the villages may end up with larger allocations than indicated above while others would qualify for smaller allocations.

4.29 From above factors the total allocation for village based livelihoods projects is estimated to be around US\$ 22 million (169 UCs x 10 villages x Rs. 750,000). Annex 2 covers the use and management of Community Investment Fund in detail.

### ***MACRO LEVEL INTERVENTIONS***

4.29 It is realized that long term livelihood improvement may require augmentation of research and extension capacities of the provincial and/or district governments. Funding may therefore be required for

introduction of new crops, or new methods of cultivation, breed improvement and the like.

4.30 For this purpose a lump sum allocation of US\$ 1 million each is being made for the Government of Azad Jammu and Kashmir and NWFP. This amount will be spent on the basis of a viable project proposals received from the concerned research institutions duly approved/vetted by PERRA/SERRA and ERRRA.

# ANNEX 1

**Figure 1. - LIVELIHOOD REHABILITATION PLAN FOR....**

<b>District:</b>	<b>Union Council:</b>
<b>Total Population of the village</b>	
<b>Total number of Households in the village:</b>	<b>Number of households represented in the plan:</b>
<b>Number of Hamlets in the village</b>	<b>Proportion of vulnerable/effectees in the village</b> <b>Female Headed..... Disabled.....</b> <b>Displaced ..... other.....</b>

<b>Demographic Data of the Village</b>							
<b>Geographical Spread:</b> (Proportion of privately owned land, farmable land, guzara and state forest)							
<b>Number of Hamlets</b>				<b>Number of households per Hamlet</b>			
<b>Infrastructure/Facilities available:</b> (electricity, road (kachi/pakki), telephone, water supply, primary and secondary schools (girls/boys), BHUs, community centre)							
<b>Damage to Infrastructure/Facilities</b> (details of all above areas given)							
<b>Social/Economic Trends:</b> Mortality rate and the dynamics (changes) of the population post EQ Ethnic composition of population; Power dynamics and decision making at village level (influential /marginalized <i>biradries</i> ) Economically active income generating trends Immigrations and remittances percentage Structure of the population according to the size and type of the human settlements, rural and urban characteristics and distribution							
<b>Situation Analysis of available resources through social mapping:</b> Infrastructure, human and natural resources							
<b>Action Plan of Livelihoods Rehabilitation for the Year 2007- 09</b>							
<b>Sector</b>	<b>Activity</b>	<b>Inputs required</b>	<b>Funds needed</b>	<b>Time frame</b>	<b>Lead Role</b>	<b>Community Contribution</b>	<b>Partnerships/ Linkages developed</b>
<b>Agriculture</b>							
Crops							
Terracing							
Soil conservation							
<b>Livestock</b>							
(sub-headings)							
<b>Irrigation</b>							
(sub-headings)							
<b>Small businesses</b>							
(sub-headings)							
<b>Microfinance</b>							
(sub-headings)							

<b>Infrastructure</b>							
(sub-headings)							
<b>Training and skills development</b>							
<b>CFW and others</b>							
(sub-headings)							
<b>Terms of Partnerships developed and signed:</b>							

## **ANNEX II**

### **COMMUNITY INVESTMENT FUNDS**

#### **INTRODUCTION**

1. The Community Investment Fund (CIF) is a flexible financial allocation for all villages and wards (in towns) affected in the 9 districts of NWFP and AJK. The fund would provide a maximum of Rs. 750,000 per village on the basis of the Community Livelihood Rehabilitation Plan (CLRP) duly approved by DRU. The fund is meant to reconstruct/rehabilitate the economic and social infrastructure damaged in October 2005 earthquake. The fund can also be utilized by the target communities for collective green sector activities and/or as a revolving credit fund to provide small loans to the CBO members. The target village communities will identify the needs themselves with the assistance of a partner NGO or assigned extension departments. Utilization of CIF would entail the following range of activities:

- Establishment of a CIF with each DRU to finance the infrastructure, and credit needs as identified by the communities in each affected village.
  - Preparation of Community Livelihoods Rehabilitation Plans through village based participatory exercises.
  - Preparation of CIF investment plans, on the basis of CLRPs, preparation of feasibility, design and cost estimates by partner NGOs and/or relevant district agencies, and implementation of plans under the supervision of DRUs, relevant NGOs, district departments and CBOs.
  - Institutional strengthening at the district level through provision of appropriate training on technical aspects and participatory processes, and provision of incremental manpower, technical assistance, essential equipment and transport.
  - Formation of user groups at the village level and their training in needs assessment, construction techniques and scheme O&M.
2. Based on the results of initial damage assessments carried out in the affected areas, and the workshops involving district agencies, NGOs and ERRA/DRU staff, the majority of villages and wards are likely to prioritise one or more of the following investments:
- Rehabilitation of damaged village access Roads/tracks
  - Road support structures like culverts & small bridges
  - Rehabilitation of micro-irrigation schemes
  - Rehabilitation of damaged terraces and bunds
  - Rehabilitation of domestic water supply schemes

- Revolving credit fund to finance needs for animal restocking, purchase of agriculture tools and inputs, purchase of draught and/or milch cattle.
- Rehabilitation of forest areas or communal grazing grounds and plantation of fruit trees on damaged terraces that can not be rehabilitated.

## **IMPLEMENTATION ARRANGEMENTS**

### **A: Institutional Framework**

**ERRA Level:** A Livelihoods Coordination Unit will be established in ERRA which will be overall responsible for providing the lead in all activities under the Livelihoods rehabilitation Strategy including the Community Investment Funds. The unit will be assisted by an International Advisor.

**Provincial/State Level:** A LCU will be established in PERRA and SERRA and staffed with both regular government staff and consultants. They will provide the overall lead in their respective areas for this sector.

**District Level:** At district level, each DRU will have two staff; a Livelihoods Management Coordinator (funded through TA) and a Livelihood Officer. Under the overall supervision of DRU Programme Manager, these officials will coordinate all activities in Livelihoods sector in the district through Livelihoods Working Committees consisting of all concerned government departments, projects and NGOs working in livelihoods sector. They will also coordinate all inputs under CIF.

**Village/Ward Level:** A broad based community organization/CBO will be responsible for need identification to liaising with technical staff for preparation of feasibility, design and cost estimates and mobilization of labour and other community contributions. CBO will also be responsible for establishment of user groups and making appropriate arrangements for future maintenance of the completed schemes. Where no existing CBO is available, the partner NGO covering that area or a specifically assigned extension agency (agriculture or livestock) will establish a broad based community organization to represent the village for activities in this sector including CIF.

### **B: Village/Ward Allocations**

Each village/ward will be eligible for a one time grant of up to Rs. 750,000. Actual allocation would be determined on the basis of outcome/findings of CLRP and the existing financing available to a village/ward from other sources like NGOs, donor-funded projects and local government. In all villages where a NGO or other government funded project is already providing coverage in this sector, the allocation would be made only to cover any remaining gaps. This would mean that

many of the villages and wards may get less than the maximum available. Similarly, some of the villages and wards which may not have received funding from any other source and may have much greater reconstruction and rehabilitation needs, would be eligible for additional funding but not exceeding Rs.1000,000. All such cases however would be referred to PERRA/SERRA, with justification, for approval.

### **C: Planning, Coordination & Implementation**

**Annual Work Plan/Budget:** Annual Work Plan/Budget of DRUs and PERRA/SERRA will be the instrument for provision of funds and phasing of CIF activities in the target villages. Umbrella funding will be provided for CIF activities based on the estimated prepared by DRUs, during the PY 1 to cover the funding needs of village identified schemes in the course of first year implementation. In the subsequent years, the allocations will follow the findings of the CLRPs carried out in the target villages.

**Targeting of Villages/Wards:** LCUs, in consultation with the Livelihood Working Committees, will prepare a list of target villages for a three year programme. Targeting will be based on extent of physical damage and number of dead and injured reported from each village. Villages which suffered most will get first priority.

**Implementation Roles:** Once the lists are finalized, the LCU will identify the villages which are already covered by other partners like NGOs and on-going area development projects funded by bilateral and multi-lateral donors. The CIF related activities in these villages will be financed and implemented by these partners. There may be villages where a NGO already has on-going activities but doesn't have the financing available for CIF related activities. The DRU may enter into an agreement with such NGOs for implementation of the CIF activities whereby NGO would provide the staff and technical support to the CBO for CIF implementation and funding for the CIF would be provided by DRU. Remaining villages and wards that are neither being covered by a NGO or by any project, the DRU would cover such villages through the government extension departments for entire range of activities under Livelihoods strategy including CIF. The overhead costs of the government departments will be covered as per norms mentioned in these guidelines.

**CLRP Exercise:** All village level needs assessment will be carried out through the involvement of the CBO with active participation of all the members. It will be mandatory to include the poor households and women for needs assessment and prioritizing. A standardized template will be used for the formulation of CLRP (see Annex 1) and this template will be issued by DRU to all NGOs and implementing agencies/partners. The responsible line department will also do a preliminary assessment to

determine the feasibility of prioritized schemes in technical terms as well as available funding for each village.

**Review of CLRP and Approval:** All CLRPs for the villages that are being covered through DRU/government funding will be submitted to DRU and examined by the LCU. LCU will submit these CLRPs in the LWC meeting with its comments for approval. The approval will entail approval of the overall scheme portfolio, estimated cost, phasing and allocation. Once approved, an appropriate line department would be appointed as the lead implementing agency and shall be responsible for the implementation of approved CLRP. Any coordination required with government agencies would be facilitated by DRU and LCU.

**Allocation of CIF Funds and Approval of Prioritized Schemes:** Based on approved CLRP, the DRU will formally intimate the lead implementation agency and the concerned village/CBO about the approval of plan and the schemes therein and request the village/CBO for the opening of a joint account (operated by CBO president and secretary) for the management of funds. If the CBO/Village has an existing joint account, the same should suffice for the purpose of CIF.

**Survey & design:** The Lead implementing agency shall be responsible for mobilizing the technical support for survey and design of the approved schemes and preparation of cost estimates as per norms given in Attachment 1. Formation of User Groups will also commence parallel to survey & design, so that they are sufficiently oriented for the implementation of scheme once the design phase is over, and also get an opportunity to provide their suggestions and inputs to the designers. The lead implementing agency will engage surveyors & para engineers from the government departments or market against payment of honorarium/fee for survey and design work. The cost for this activity will be met from the overhead charges paid to the lead agency.

**Approval & Implementation:** The design and cost estimates will be submitted to the DRU for appraisal and approval. DRU Engineer and LCU will appraise the proposed designs and costs and advise DRU for release of funds to the account of concerned CBO/Village Organization. The funds will be released in three tranches of 40:50:10, each tranche following a recommendation from the lead implementing agency. As almost all schemes are expected to be small and simple structures, the CBO/Village Organization will execute the schemes itself through scheme implementation committees. Prior to start of construction, an agreement will be signed between the lead agency (on behalf of DRU) and CBO for the community implemented schemes, specifying the total cost, completion period, and responsibilities of the two parties. For complex schemes, lead agency will be the executing agency and will hire a contractor through competitive bidding. Funds for such schemes will be transferred by DRU to the lead agency in the shape of work deposit.

**Procurement Procedures and Costing Norms for Community Implemented Schemes:** The prevalent roster of standard as adopted by the Local Government Department/District Government each year will be the basis for cost-estimation and subsequent purchases of materials and payment of wages for the community implemented schemes. DRU will provide a copy of price roster every year to each lead agency.

**Community Contribution:** For all infrastructure works, the villagers will have to make a mandatory in-kind contribution of a minimum of 10% of the total cost. They would be free to contribute more and utilize the resultant savings for an additional scheme. The villagers may decide to do the construction at a subsidized rate, too. Usage of labor-intensive techniques will be mandatory for most of the items (items will be identified by the designers) and will be stipulated in the construction contract. Efforts will be made to create wage-labor opportunities for the beneficiaries and poorest households will be given priority in provision of wage-labor.

**User Groups and Scheme O&M:** Formation of user groups for identified schemes will be initiated as soon as CLRP is approved by the DRU. User Groups will be encouraged to remain closely involved with the design and cost estimation process. The users will also be assisted in developing fee and use norms for the scheme for its future maintenance and operation.

**Accounts & Acquittal of Expenditure:** DRU will be the custodian of all CIF funds and the same will be maintained as per ERRA guidelines. Releases for the schemes will be made upon approval of scheme and a separate ledger would be maintained in DRU to keep track of releases against each approved CLRP. CBOs/Village Organizations will maintain a simple single entry ledger for receipts and expenditures and submit final account for each scheme upon completion to the DRU through the concerned lead agency. Any savings accruing to a CBO/VO against the approved scheme cost would be allowed to stay with the CBO for utilization against any other mutually agreed work which has communal orientation.

**Flow of Funds:** Once a scheme has been designed and approved by DRU, the DRU will release of funds to the account of concerned CBO/VO. Transfer of funds from DRU to CBO/VO will be staggered in three installments of 40%, 50% and 10%. Second installment will be released on the submission of brief physical and financial progress account by CBO, duly certified by lead agency and, if needed, a physical inspection by DRU/LCU. Last installment of 10% will be paid to CBO on the completion of scheme and final evaluation so as to ensure that it has been completed in accordance with the design and quality requirements.

**Preparation, Design & Evaluation Fees:** Keeping in view the small size of the schemes, it is anticipated that the majority of the schemes can

be appraised, designed and supervised through local surveyors and para-engineers working privately or with various government line agencies. The fees permitted under these norms will be lower than the usual government rates keeping in view the small size of the schemes and reduced scope of design and evaluation work. To keep the process simple and time efficient, a lump sum 10% of the total approved CIF schemes will be provided to lead agency/partner NGO for engaging the required technical manpower for survey, design, cost estimation and periodic supervision. This 10% will come out of the overall allocation of Rs. 750,000 for each village/ward. Lead agency/NGO would be required to only furnish proof for the engagement of required manpower and would not be required to render detailed account for expenses. This fee will also cover the travel expenses and other miscellaneous expenses of lead agency/NGO related to execution of CIF schemes.

#### KEY MONITORING INDICATORS

OUTPUT	KEY MONITORING INDICATORS
Need prioritization in villages	No. of proposals submitted to DPCU and approved
Investment Reports	No. of requests for investment reports/feasibility submitted and approved
Survey & design	No. of requests submitted for survey & design No. of survey & designs completed & approved
Construction	No. of schemes approved for construction No. of schemes completed Value of schemes completed
Final Scheme Evaluation	No. of requests sent for final evaluation. No. of final evaluations carried out.
User Groups	No. of user groups formed No. of groups trained in scheme implementation
Operation & Maintenance	No. of user groups trained in O&M No. of groups functioning according to the group constitution on fee collection etc.
Training	No. District level officials trained No. of commune level officials trained

## **Attachment 1**

### **SCHEME SELECTION & DESIGN CRITERIA, COSTING AND IMPLEMENTATION GUIDELINES**

1. All CIF sponsored schemes will be executed on the principle of community ownership i.e. from identification to implementation of schemes, community will have the dominant say. Community commitment will be secured through contribution of 10% of the estimated cost of an identified scheme in the form of labor, materials or land. Over and above this, all labor for the schemes will be paid with priority given to the poorest households in accordance with the strategy's emphasis on re-establishing the labour market. Assistance in feasibility, designing, costing and technical supervision will be obtained by the lead agency/NGO from the market against a lump sum overhead fee available to them. Schemes will be contracted out only in case of a complicated design, which is considered beyond the implementation capability of beneficiaries. Guidelines for the selection and implementation of the most commonly identified needs are given as follows:

#### **Reconstruction/Rehabilitation of Roads/Tracks**

2. CIF will sponsor only the small dirt/shingle roads linking villages with the main roads. Rehabilitation of side-drains and necessary stabilizing structures would also be included. The recommended specifications are given below:
  - width of carriage way = 3.0 m
  - maximum slope = 15 %
  - dimension of side drains = 30 cm x 30 cm (minimum); side slope of drains will be= 1 vertical to 1 horizontal.
  - the road shall mostly follow the existing / track except in few stretches where re-alignment is absolutely necessary for any reason.
  - in saddles or streams, culverts should be provided.
  - in high embankments, rubble pitching (with out using cement mortar), or plant protection should be done.
3. Since these roads will follow existing tracks, no comprehensive survey and design is necessary. Instead, a field inspection and a quick design in the field to realign steep slopes to 15%, calculation of cut/fill volumes and design of culverts will be good enough. Simple measurements using a measuring tape and a level instrument will be good enough to do this design. The total technical package of services will include, but not limited to, the following.
  - identifying the stretches where reconstruction is necessary,
  - deciding whether realignment is necessary in any stretch,
  - doing the realignment if necessary, by setting out,

- deciding on the nature of works, such as excavation in earth, filling earth, rock excavation,
- making simple measurements and calculating the volume of such works,
- teaching the villagers simple techniques such as pulling a rope to excavate the side drains and to make the roads by demarcating the carriage way to the required width, demarcating the depths of required excavation or fills in the required places, preparing templates for excavating side drains, etc.
- maintaining a safe slope for the embankment,
- selection of locations for culverts, designing of culverts and setting out of culverts.
- organization of labour in the field and the extent of labour requirement etc.
- identifying any stretches with unsuitable earth, which has to be replaced with suitable earth or gravel,
- compaction of fills,
- identification of risky embankments, where protection by stone pitching is necessary

#### **Road structures (culverts, small bridges)**

4. The project will sponsor construction damaged and, wherever necessary new culverts and small bridges on the roads selected for rehabilitation.

#### **Rehabilitation of Small-scale irrigation schemes**

5. No scheme with a command area of more than 10 ha would be eligible for CIF funding. Larger schemes will be left for Irrigation Department to rehabilitate.
6. The schemes may also cover restoration/reconstruction of existing damaged head works and/or reconstruction/rehabilitation of the canal. However, the project will only undertake weirs, which are less than 3 meters in height. Canal lining with concrete/bricks will be allowed only in the following cases,
  - in stretches where the side embankments are too steep and are susceptible for landslides,
  - in stretches where the percolation is too high and water availability is limited from the stream. These stretches could be lined with stone masonry, concrete or bricks, whichever is more cost effective in the given locality.

The weirs could be one of the following;

- traditional timber logs
- gabion
- stone masonry

- concrete
7. The cost of the schemes can vary depending on the topography of the area, and other natural features such as the width and the discharge of the stream, and the distance of the field from the weir. In order to make the investment economical, the project will undertake the scheme only if the cost per hectare is less than Rs. 60,000.

#### **Rehabilitation of Terraces**

8. The project will support this the cost ceiling for reclamation is less than Rs. 40,000 per hectare. If there are a few households whose plots of land are contiguous, they will form a group and plan as to how to execute this. Beneficiary households will provide all the labour and the Lead agency/NGO will supervise the work and provide technical assistance.

#### **Water supply schemes**

9. Since fetching water is a women's activity, the project will pursue this activity through women. Wherever water supply has been prioritized, women's user groups will be formed and the project will interact with this group for planning and constructing the schemes. The project will basically follow the technical specifications and criteria developed by the UNICEF schemes. The project will support the rehabilitation of dug-wells (with hand-pumps or pulleys), small gravity water supply schemes, rainwater collectors (tanks) and any other model, which is economically and technically viable. In the case of dug-wells and rainwater collectors, the villagers could opt for the facility to be shared by a small group.
10. The following cost ceilings will be followed.<sup>16</sup>
- The cost ceiling for dug well with hand-pump will be Rs. 1000/m depth
  - The cost ceiling for dug well with pulley will be Rs. 500 /m depth
  - The cost ceiling for small gravity supply scheme will be Rs. 600/person (consumer)
  - The cost ceiling for rainwater collector 'tank' scheme will be Rs. 40,000/tank of 4cu.m.

#### **Others**

11. For all other schemes not listed here, the cost norms/ceilings as prevalent in the Local Government regulations would be followed both in terms of unit costs as well as over all ceilings and economic feasibility.