

Kashmir Relief and Recovery Operation

Diakonie 
Katastrophenhilfe

STUDIES



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Impact evaluation report

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ACT	Action by Churches Together
AFM	Assistant Finance Manager
AJK	Azad Jammu & Kashmir
CBDRM	Community Based Disaster Risk Management
CGI	Corrugated Galvanized Iron
CO	Community Organization
DKH	Diakonie Katastrophenhilfe
DMC	Disaster Management Committee
DP	Disaster Preparedness
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DRU	District Reconstruction Unit
ECHO	European Community Humanitarian Aid Office
EKD	Evangelische Kirche in Deutschland (Evangelical Church in Germany)
ERRA	Earthquake Reconstruction and Rehabilitation Authority
FAM	Finance & Admin Manager
FAO	Food and Agriculture Organization
FFW	Food for Work
HCVA	Hazard Capacity and Vulnerability Assessment
HDP	High Density Polyethylene
HR	Human Resources
HRDS	Human Resource Development Society
HSS	Health Safety and Security
HQ	Headquarters
IDP	Internally Displaced Person
JD	Job Description
KAP	Knowledge Attitudes and Practices
LoC	Line of Control
LGRDD	Local Government and Rural Development Department
M&E	Monitoring and Evaluation
MoE	Ministry of Education
NDMA	National Disaster Management Authority
NESPAK	National Engineering Services Pakistan
NGO	Non-Governmental Organization
NRSP	National Rural Support Program
NOC	No Objection Certificate
NWFP	North Western Frontier Province
PE	Poly Ethylene
PLA	Participatory Learning and Action
RCC	Reinforced Concrete Cement
SDMA	State Disaster Management Authority
SPHERE	Sphere Humanitarian Charter and Minimum Standards in Disaster Response
SMC	School Management Committee
SSHE	School Sanitation and Hygiene Education
STL	Support to Life
TEVTA	Technical Education and Vocational Training Authority
ToR	Terms of Reference
ToT	Training of Trainers
UC	Union Council
VTC	Vocational Training Center
WATSAN	Water and Sanitation
WFS	Women Friendly Spaces
WMC	Water Management Committee
WHO	World Health Organization
WSS	Water Supply Scheme

The earthquake in Kashmir 2005 brought tremendous suffering to the population. The widespread devastation of houses and infrastructure raised fears that many victims of the disaster might not survive the winter. But thanks to the joint efforts of many this “second disaster” could be prevented. Diakonie Katastrophenhilfe, Support to Life (STL) and their partner National Rural Support Program (NRSP) started relief immediately after the disaster and stayed on for years, working through the whole cycle from rehabilitation to disaster risk reduction.

Four years later, Kashmir is again a thriving and active region, but it has not just returned to what it was before the earthquake. Both the disaster and the reconstruction efforts have changed the minds of people.

Diakonie Katastrophenhilfe and its partners are committed to be learning organizations. Since relief work often takes place under great pressure and with limited resources, it is essential to ensure that our operations are effective and well-targeted. Therefore we have to continuously review and improve our concepts and operations and adapt them to new challenges. Hence, this evaluation set out to explore if our joint relief and recovery operation achieved the best possible quality of helping the affected people help themselves: Did our aid really reach those most in need? Did the interventions meet the basic needs of the communities? And were they sustainable? Thanks to the results of this study we can analyse carefully what worked well and where we should strive to improve our work in the future. Looking at its findings, we have reason to think that our work supported the local population in surviving in dignity, rebuilding their livelihoods and reducing the risks of possible future disasters.

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I hope that this documentation may also be of interest to other members of our worldwide network “Action by Churches Together” (ACT) as well as to others involved in the field of humanitarian aid.

Volker Gerdesmeier
Head of Department
Diakonie Katastrophenhilfe

Executive Summary

Diakonie Katastrophenhilfe (DKH) Pakistan and its partner organization, Support to Life (STL) started their emergency relief operation in AJK right after the devastating earthquake on 8 October 2005. The assistance was provided in the two union councils of Chikar and Salmia in three phases: relief, rehabilitation and disaster prevention. The assistance to the affected communities was facilitated through local partner NGOs, National Rural Support Program (NRSP) and Sungi. Towards the end of the program, Diakonie Katastrophenhilfe conducted a program evaluation-appreciative inquiry through a team of four consultants. The evaluation was carried out through document review, visits to target areas and communities, meetings with relevant stakeholders.

Diakonie Katastrophenhilfe's decision to respond to the earthquake has created a good will among communities, and helped build capacity not only of Diakonie Katastrophenhilfe and STL but also their implementing partners on the ground. The immediate impact of the program reveals positive results; however, assistance in physical infrastructure such as water supply schemes has left a deeper impression on the beneficiaries' minds compared to softer components such as hygiene promotion as changes in attitudes require long periods of time and continuous follow-up. All interventions implemented under the program were relevant and appropriate as they met the changing needs of the communities. The participatory approach to relief and recovery and the focus on depth instead of spread has made the interventions effective. Moreover, various components, implemented at different times created synergies, and hence the entire program was highly effective. However, interventions implemented under a proper planning and strategy proved to be more effective than one-time interventions.

It is very common for humanitarian organizations to aim at long term results with a short-term strategy, thus ending interventions abruptly without a clear-cut exit strategy. The exit strategy of Diakonie Katastrophenhilfe's program has been very clear: providing relief and recovery and then handing over to a long-term developmental agency i.e. NRSP. The transition from relief to development has

been very well thought through and smooth with the phasing out of Diakonie Katastrophenhilfe as a relief agency and phasing in of NRSP as a developmental agency with a long-term commitment to stay in the area. Nevertheless, long-term sustainability of interventions depends upon strengthening community organizations and institutional links.

The emergency response and winterization interventions and process to access community members were appropriate and relevant. However, mechanisms to address women members need to be further developed.

In the education sector hard and soft components have contributed to strengthening the education program and contributed to improving enrollment rates. However, follow up and strengthening of these schools (permanent and transitional) depends on institutional links with the education department of AJK.

Interventions of livelihood development and psychosocial support were much appreciated by the local communities, particularly the establishment of vocational centers. However, government certification of vocational trainings would add further value to trainings and increase the employment opportunities of training graduates. Support in the agricultural sector helped the resumption of livelihoods of the local communities. However, lack of strategic timing for innovative interventions such as strawberry cultivation and mushroom farming did not lead to sustainable results.

The water and sanitation interventions have left deep imprints not only on the minds of people but also on their lives. There have been positive intended as well as unintended impacts of the WATSAN component. Evaluation results indicate that individual assets such as water supply and latrines to households were better maintained than communal assets. The hygiene promotion trainings have created awareness among women, however bringing about behavioral changes needs strategic efforts spread over longer time.

Disaster Risk Management is a novel concept and has been introduced and institutionalized through the Community Based Disaster Risk Management (CBDRM) component. The

partnership with NRSP, which has CBRDM on its long-term development agenda, is of critical importance in this area. Institutional links with State Disaster Management Authority (SDMA) are important for long-term sustainability.

Reconstruction of vital infrastructure has formed the basis for further development and has improved accessibility through bridges and link roads.

The formal and informal partnership approach with NRSP, Sungi and communities ensured outreach of the program in the target union councils. Coordination with the Earthquake Rehabilitation and Reconstruction Agency (ERRA), the State Earthquake Rehabilitation and Reconstruction Agency (SERRA) and the District Reconstruction Unit (DRU) has ensured that program interventions were in line with the government strategy.

Though the program was started with a lean team that had no prior presence in Pakistan, the program has been efficiently and effectively implemented. The strategic decisions to focus on programmatic depth versus geographical spread and to collaborate with local long-term developmental organizations have played a key role in the success of the program. The synergies amongst interventions have been created mainly due to the fact that the program was very need-driven and participatory in nature. There are important lessons learnt and good practices that cannot only benefit Diakonie Katastrophenhilfe and STL in their future programs but also the humanitarian community at large.

1 Introduction

Diakonie Katastrophenhilfe (DKH) Pakistan and its partner organization, Support to Life Turkey (STL), started their emergency relief operation in Azad Jammu and Kashmir (AJK) right after the devastating earthquake on 8 October 2005. Initial relief item distribution started at the Military Hospital in Bagh district with the distribution of tarpaulin sheets and bottled water. In the first phase of the operation, priority needs were met through the distribution of relief items such as food, drinking water and tarpaulin sheets. After the initial response, Diakonie Katastrophenhilfe concentrated its relief operation in selected Union Councils in the Muzaffarabad District.

A well-established relief, recovery and reconstruction operation in the high altitude and remote villages of Salmia, Chikar, Mera Kalan, and Hattian Union Councils, with a large number of surrounding settlements also benefited from the assistance provided by Diakonie Katastrophenhilfe.

Diakonie Katastrophenhilfe provided relief aid, transitional infrastructure, emergency education and vocational training facilities, rehabilitation of water supply and sanitation facilities, psychosocial programs, and support to livelihoods in the target communities followed by projects which contributed to the recovery of education and economic activities through the rehabilitation of roads, bridges, and school infrastructure.

Diakonie Katastrophenhilfe's intervention area extended to Chinari, Hattian Bala Union Councils during the implementation of the Community Based Disaster Risk Management (CBDRM) program. After handing over the previous target Union Councils to its implementation partners, Diakonie Katastrophenhilfe settled in a more central settlement called Garhi Dupatta in order to extend the ability to reach more communities with vocational training programs.

1.1 Diakonie Katastrophenhilfe

Diakonie Katastrophenhilfe (DKH) is part of the Diakonisches Werk of the EKD, the Social Service Agency of the German Protestant Church (one of the biggest welfare institutions

in Germany), with its headquarters in Stuttgart. Diakonie Katastrophenhilfe provides humanitarian aid worldwide. It supports people who have fallen victim to natural disasters, war and displacement. It aims to help people worldwide who are not able to cope on their own in emergency situations they find themselves in, regardless of their color, religion, political affiliation and nationality.

1.2 Support to Life

Support to Life (STL) is a young and ambitious humanitarian agency founded with the principal objective to work with vulnerable communities to help them meet their basic needs and rights. Since its establishment in February 2005 in Ankara, STL's knowledge base has expanded considerably owing to hands-on experience in challenging parts of the world.

1.3 NRSP

NRSP (National Rural Support Program) is the local partner of Diakonie Katastrophenhilfe in Pakistan. The overall mission of NRSP is poverty alleviation through socioeconomic empowerment of poor communities. This is accomplished through the mobilization of marginalized communities to help them plan and implement their own development agenda.

The rural development programs of NRSP have helped community groups (called community organizations) throughout Pakistan in social organization, women's empowerment, natural resource management, physical infrastructure development, human resource development, enterprise promotion, and credit and savings projects.

The core assumption of its philosophy and approach is that people have tremendous potential and willingness to improve the quality of their lives. In order to harness this potential, NRSP programs organize communities into multi-sector community organizations (COs), which are then used as a platform for planning and implementing various developmental activities by the community members themselves.

NRSP has been facilitating the relief, rehabilitation and reconstruction operation of Diakonie Katastrophenhilfe in Kashmir/Pakistan since October 2005. NRSP has assisted during the set-up and operation of the two base camps in Hattian Bala and Chikar and has provided its CO platform for the distribution of relief items.

Having trained Diakonie Katastrophenhilfe field staff, NRSP enabled a participatory approach to the relief operation of Diakonie Katastrophenhilfe during the emergency phase, while acting as local partner for the successful completion of the community based hygiene promotion component of an ECHO co-funded project in Kashmir. Similarly, NRSP has provided its field team and expertise for the assessments for the preparation of the proposed intervention.

Diakonie Katastrophenhilfe's Community Based Disaster Risk Management (CBDRM) program implemented through NRSP provided a strong and mutually beneficial partnership.

Diakonie Katastrophenhilfe and NRSP's partnership has continued with the recently launched water and sanitation program in Chikar Union Council.

1.4 Sungi Development Foundation

Sungi Development Foundation is a Pakistani non-governmental organization working in the areas of human rights, social support, livelihoods, human and institutional development and disaster management in NWFP and AJK, Pakistan.

The Diakonie Katastrophenhilfe-Sungi partnership was initiated with a call for proposals launched by Diakonie Katastrophenhilfe for diversifying the activities run in the six community centers in AJK. Sungi has been carrying out activities in Diakonie Katastrophenhilfe Pakistan's six community centers located in Salmia and Chikar Union Councils, since October 2008, as a part of their program called Women Friendly Spaces.

2 Methodology

A team of four (two external consultants, a consultant from STL and one member of the Diakonie Katastrophenhilfe Pakistan Office) was put together to carry out the evaluation.

The guiding document for developing the methodology was the terms of reference (Annex A).

The evaluation methodology was primarily based on

- An extensive review of all project documents and other related literature;
- Semi-structured focus group discussions with community members (male and female);
- Key informant interviews of community members and government as well as non-government partners (see Annex B for detailed list of meetings);

- Detailed discussions with Diakonie Katastrophenhilfe staff and partner organizations' staff;
- Direct observation through site visits;
- Consultative workshop with staff (Diakonie Katastrophenhilfe and partner organizations) and,
- Triangulation to crosscheck all information collected/generated during the evaluation.

During the mission, the evaluators visited 12 villages/project sites in Salmia and Chikar Union Councils. The thirteenth site visited was that to Nowshera School construction. One of the evaluators was also part of the ACT evaluation and had therefore visited the CBDRM project sites in Chinari during the ACT evaluation mission in March 2009. Since the focus of Diakonie Katastrophenhilfe's activities in

Table 1: List of Villages Visited during the Evaluation

Union Council	Village	
Hattian	Nowshera	
Salmia	Andraseri	Nargoli
	Panopindi	Mohatar Salmia
	Salmia	Harialai
	Jabar Jandali	Kiati
Chikar	Jabar Batang	Dharian
	Battangi	Noon Bagla

Chinari was CBDRM, it was mutually agreed that those sites not needed to be visited again but to utilize the time to visit more areas and have detailed meetings with communities in Salmia and Chikar since these two UCs remained the focus of the response. A list of the villages visited is given above.

A matrix was developed based mainly on the OECD criteria, SPHERE standards; humanitarian aid principles and important cross cutting issues crosschecked with intervention sectors to guide the information collection and analysis process (see Annex C for information matrix). Detailed checklists were also developed as a guiding document for field visits, meetings with communities and partner organizations, and interviews with key staff for organizational assessment.

At the end of the mission, a debrief was held at the Diakonie Katastrophenhilfe Pakistan office in Islamabad not only to share key findings and lessons learnt with the implementers but also to have an interactive session with Diakonie Katastrophenhilfe and partner staff to document their experiences and recommendations.

2.1 Scope and Limitations of the Evaluation

The scope of the evaluation was determined by the terms of reference (ToR – see Annex A). This evaluation is not an audit but an appreciative inquiry into what worked and what could be improved in the future. The entire process has been a participative one to ensure that this exercise is a true learning experience for all.

Moreover, although this evaluation is not meant to look at the technical aspects of interventions, some water quality tests were carried out, for the purpose of information triangulation, purely as an initiative taken by the evaluation team.

Since three years have passed since the earthquake happened; people have moved on and organizations have changed. The evaluation team was not able to meet with former Diakonie Katastrophenhilfe staff and stakeholders which, at times, may limit the ability to access different people's contrasting opinions.

Budgetary analyses have been carried out in various sections of this report. The budgets, as they were made, are not necessarily broken down by sector with sector-specific support costs. It has therefore, been a limiting factor in analyzing the budgets by sector according to program and support costs. Moreover, support costs at times are covered under other operational budgets and not necessarily under the specific intervention or project budgets. The analysis given, hence, is an indicative analysis and may have some shortcomings.

3 The Decision to Engage

The decision to respond to the earthquake was taken immediately by Diakonie Katastrophenhilfe and STL (at that time Diakonie Katastrophenhilfe's implementing partner in Iran); a team of three (expatriates) arrived in Islamabad on 10 October 2005, only two days after the disaster. The team went straight to Kashmir to identify potential areas to respond in. The team discovered a National Rural Sup-

port Program (NRSP) office and that marked the start of a strong relationship between the two teams. The Union Councils were identified, with the help of NRSP and locals and hence the response program initiated.

In the initial days of the emergency Diakonie Katastrophenhilfe was working in the Bagh District, yet it was decided to change

the implementation area and move to higher altitudes in order to reach people who were in more urgent and desperate need of assistance to cope with the upcoming winter. As a result of various meetings and site visits, Diakonie Katastrophenhilfe chose Salmia and Chikar Union Councils as the zone of intervention. Diakonie Katastrophenhilfe's relief operation was sporadically extended into the neighboring Union Council Maira Kalan.

The driving force behind the decision to engage was the humanitarian imperative and the huge need due to the overwhelming scale of the emergency: it was a need-based decision not a capacity-based one. The team and the operations were built from scratch. Initially, distributions were made in four UCs, and later the recovery interventions focused on Salmia and Chikar UCs. Camp was set up in the valley of Salmia UC also enabling access to Chikar UC as well. The team lived there and all operations were carried out from there, thus, creating strong bonds with the communities of the two UCs.

The Union Councils selected were considerably remote areas with very little humanitarian aid reaching the communities. Engagement within one day was essential because of the extreme need in an underdeveloped area and also relevant to Diakonie Katastrophenhilfe's mission. Identification of the UCs as the area for direct implementation was serendipitous but the opportunity was well taken, appropriate, relevant and timely.

The outcome of Diakonie Katastrophenhilfe's decisions following the October earthquake was that they have gained a high reputation for commitment to meet community needs, particularly within the Salmia and Chikar UCs. This good will is a valuable commodity and can be the basis for a continued relationship with the communities as well as a foundation for responding to future disasters in the country.

Regional emergency capacity has increased and Diakonie Katastrophenhilfe has particularly developed capacity to respond to hazards in mountain environments; this capacity may be useful in future emergencies in the region.

Diakonie Katastrophenhilfe's decision to respond to the earthquake was appropriate and has quickly created a favorable presence. An

emergency of this scale also required Diakonie Katastrophenhilfe to rapidly increase its capacity. Their approach has been to train before as well as during working in the field; they have hired locally and trained staff as well as ensured that any specialized training received by selected personnel was subsequently transferred to the rest of the team. This approach has been very effective in building local capacities.

One of the most important principles of Diakonie Katastrophenhilfe's work is impartiality and independence. Diakonie Katastrophenhilfe painstakingly observes its aim not to be instrumentalized for political, economic or military interests. The nature and scope of the assistance are adjusted to the situation in the disaster area within the framework of available possibilities.

Aid measures were designed to suit the local conditions and were integrated in the economic, social and political context of AJK. They were adjusted to respond to the needs and the situation of the affected communities, to respect the dignity of the people, and to protect valid laws and traditions. Aid commodities were deployed according to need and corresponded to local standards. They were purchased locally wherever this was possible and useful.

Keeping these principles in forefront, the target area of the response was the Southern Jhelum Valley of Muzaffarabad district; Pakistan administered Kashmir (Azad Jammu and Kashmir, AJK). Diakonie Katastrophenhilfe's emergency response was in the periphery of Muzaffarabad district and near the Line of Control (border with India), intervening in villages that are exactly on or very near the fault line, with destruction levels reaching 98%.

AJK is one of the most isolated and remote regions of Pakistan and is particularly disadvantaged and has received a very small share of the country's wealth, as well as government and donor resources.

The massive destruction from the earthquake was also a result of the vulnerability of the target communities, while such large-scale damage further exacerbated the vulnerabilities and reduced the response and coping capacities of the target communities.

4 Overall Assessment

Diakonie Katastrophenhilfe established its operations fairly quickly in Kashmir given that there was no prior presence in Pakistan.

A lean core team arrived in the affected area within days after the earthquake. The area of operation was not the easiest of areas to work in, in terms of terrain and harsh weather conditions. It is important to highlight some of the circumstances Diakonie Katastrophenhilfe had to work in to set the context of this evaluation. Some of the key ones are:

- Scattered areas with some villages hard to access especially in winter
- Difficult terrain where some villages could only be accessed by foot
- Deteriorating security situation in the country
- Loss of a colleague at a restaurant bombing in the capital city leading to a temporary closure of the office
- Demanding living and working conditions
- Lack of competent service providers and/or contractors and qualified staff, especially engineers due to the high demand from all other INGOs.

This section of the report presents the cross-sectional review of the overall impact, effectiveness, efficiency, coverage and sustainability of the interventions undertaken by Diakonie Katastrophenhilfe in response to the October 2005 earthquake.

4.1 Impact

Though long-term impact of the interventions cannot be ascertained only three years after the disaster, there are indications of a positive immediate impact of the Diakonie Katastrophenhilfe work in the area. As mentioned earlier, the areas selected by Diakonie Katastrophenhilfe were scattered settlements where not many organizations were present. The UCs, especially Chikar and Salmia are at high altitude and there are villages that are cut off due to snow in the winter season.

Moreover, most of the villages are cut off from the main roads and are only accessible by jeep or on foot trails. Food and non-food items for immediate needs were delivered to these villages. Most community members recall the “turky idarah” (Turkish organization) as the first ones to bring aid to the area. The immediate needs of the people were met over the past three years following the earthquake, enabling them to concentrate on returning to life as it was before the earthquake. It would suffice to say that without this external help, recovery and return to normalcy would not have been possible.

Diakonie Katastrophenhilfe purchased goods from the local market; if goods were not available locally or in Muzaffarabad, where the central market is located, they were procured from other areas in Pakistan. Moreover, local community members were hired as team members especially at the time of distributions. Though these may not be large injections into the local economy, they have contributed to rehabilitating the economy to some extent.

The Diakonie Katastrophenhilfe interventions included the reconstruction of physical infrastructure as well as soft components like capacity building. The impact of hard components, for instance construction of roads, bridges, water supply schemes is more evident at the community level than that of the softer components, for instance hygiene training. It was seen, during community meetings, that the recall of the various trainings and awareness raising sessions was weaker compared to the evident change in the lives of people who benefited from the water supply scheme providing water taps at the doorstep. Similarly, repaired footbridges and link roads connected areas that were otherwise cut off completely.

Humanitarian delivery for long periods of time tends to create dependency. This has been seen in the aftermath of the earthquake where the relief continued for considerably long. This phenomenon, however, varies from area to area depending on the level of accessibility. Dependency amongst the communities was witnessed in Chikar UC more than in Salmia; while one of the reasons could be the

relative difference in accessibility of villages of the two UCs and the presence of aid agencies, another reason could be more emphasis on social mobilization in Salmia UC, under the implementation of water and sanitation program, than in Chikar UC.

An unintended impact of the large-scale response to the earthquake has been the disturbance of the social fabric. These areas are home to joint families, and there is traditionally a lot of emphasis on communal spirit. Emergency relief has made communities focus on material things and the quantity of aid each household received thus creating a spirit of individualism.

On the other hand, a positive unintended impact of the humanitarian response to the October 2005, of which Diakonie Katastrophenhilfe was part, has been the increase in the confidence of communities. The interactions with aid workers, the outside world, trainings and capacity building carried out by almost all aid agencies, awareness raising on a range of issues, and other similar interventions have had a positive impact on the general awareness levels of people. Almost all community meetings held during the evaluation pointed towards an increase in general awareness of men, women and children of the affected areas.

4.2 Relevance and Appropriateness

Diakonie Katastrophenhilfe played a vital role in responding to the immediate needs of the affected population in the target area through the provision of relief in form of food as well as non-food items. In response to the emerging and changing needs, Diakonie Katastrophenhilfe initiated a recovery program to continuously meet the emerging needs. The needs of the earthquake-affected population in the selected UCs were met in a timely manner. Community participation in the entire process played a strong part in meeting needs timely and appropriately.

“Needs” are not a constant phenomenon but change with time. The interventions of Diakonie Katastrophenhilfe have met the changing needs of the target communities. More importantly the sequence of interventions has been very apt and catered to changing needs.

These people supported us when everything had collapsed; they helped us get back on our own two feet.

A community member in Andraseri village, Salmia UC

The immediate response comprised food and shelter followed by education through food for work (FfW). This approach not only brought children back to school and helped them return to some level of normalcy, by building transitional schools and providing school kits, but also provided employment and food security to the involved communities. It is important to point out here that in the villages visited during the evaluation it was observed that the transitional school buildings are still being used, as reconstruction of educational buildings has been very slow. The next most important need highlighted by the communities was that of water; hence water supply schemes and sanitation interventions coupled with hygiene promotion were implemented. Around this point, infrastructure rehabilitation was also carried out. All along, livelihood activities were initiated to complement other relief and recovery interventions and to enable communities to regain their livelihood sources.

The timeliness of distributions has been relevant to the actual ground realities. Food was distributed immediately after the mobilization of the program and shelter provided and then winterized before the advent of winter. Moreover, maize distribution, with the support of FAO, was carried out in April 2006, just before the maize plantation season.

The period after a major disaster is probably not the best time for piloting new interventions as all efforts are focused on survival, recovering lost assets and returning to normalcy. Experimental/pilot activities like mushroom cultivation and strawberry farming were carried out but were not very successful.

These interventions were implemented too soon after the disaster and hence there was even little recall about them amongst the communities. Such interventions require a well thought-out strategy, links with the market, and continued follow-up for longer periods of time. Resources dedicated to such activities are better off channeled to meeting immediate needs of people.

4.3 Effectiveness

Diakonie Katastrophenhilfe’s interventions have been highly effective given the time-frame. The effectiveness of the tangible interventions was probably more evident than those that involved soft issues like hygiene training, awareness on wise use of water, social mobilization, etc. This is true in all humanitarian/development programs; attitudinal change takes a long time to be brought about whereas tangible interventions can seem to be more effective in the long run.

The interventions (food and shelter, water and sanitation, infrastructure repair/development, skill development, awareness raising) were all very well linked. The various components, though implemented at different times created synergies and hence the entire program was highly effective in supporting the affected communities.

An important strategic decision, which made Diakonie Katastrophenhilfe’s interventions successful, was the importance of depth versus spread. Diakonie Katastrophenhilfe focused all its resources on a specific geographic area, covering immediate relief and recovery needs instead of spreading thin and carrying out sporadic interventions.

The evaluation process also revealed that interventions that were well thought-out and strategized were more effective than those that were initiated and carried out without proper planning. Interventions like water and sanitation, disaster risk management; vocational trainings, etc. have had a longer-term effect than interventions like mushroom cultivation, plantation of various plants, etc.

Though emergency response programs may not allow enough time for long-term planning, as developmental programs would, however, it is important to plan out interventions to ensure optimal utilization of resources.

4.4 Efficiency

One of the most important indicators of efficiency is the budget. This section looks at an overall budgetary analysis.

The earthquake relief and recovery program comprised ten projects; projects here are defined by funding tranches and not necessarily separate ideas or mutually exclusive interventions. The total amount of budget available was € 7,705,020.82 of which five percent was in kind and the rest in cash. The figures have been summarized below:

Support as % of Program Costs	
Total Funds	€ 8,334,054.82
In kind	€ 368,421.52
Cash	€ 7,965,633.30

In addition to Diakonie Katastrophenhilfe’s own funding, Diakonie Katastrophenhilfe also received funds from other donors to complement the interventions undertaken.

As per contribution to projects shown in the diagram, 63% of the total cost of the relief and recovery program came from Diakonie Katastrophenhilfe’s own funding (K-PAK-0605-0002, K-PAK-0511-0005 and K-PAK-0607-0003) and was channeled towards emergency response / winterization and infrastructure development, livelihood rehabilitation, WATSAN and school sanitation, and some education activities, respectively, whereas, K-PAK-0605-0002 provided support to the entire operation. This is followed by 17% funding from the ACT Appeal (€ 1,344,017.90) for the community based disaster risk management and infrastructure component; this may, however, also be considered as Diakonie Katastrophenhilfe funding as ACT member.

The smallest tranche of funding came from UNICEF for water and sanitation (€ 77,219.47) and school kit distribution (€ 51,568.25). The additional funding was leveraged to provide additional budgetary support to the interventions undertaken under the relief and recovery

Figure 1: Contribution of Projects

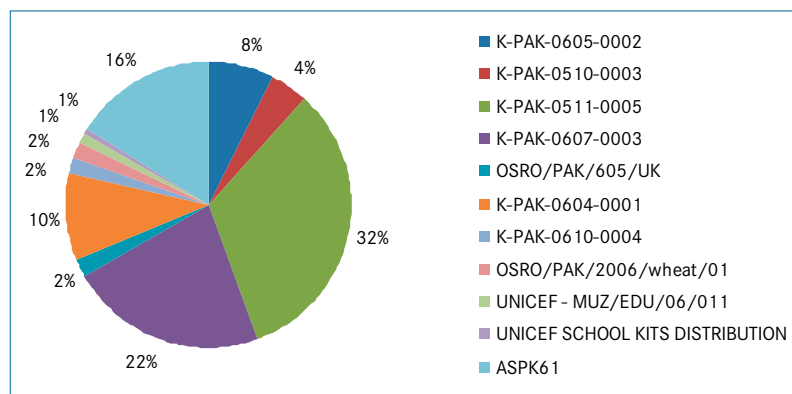
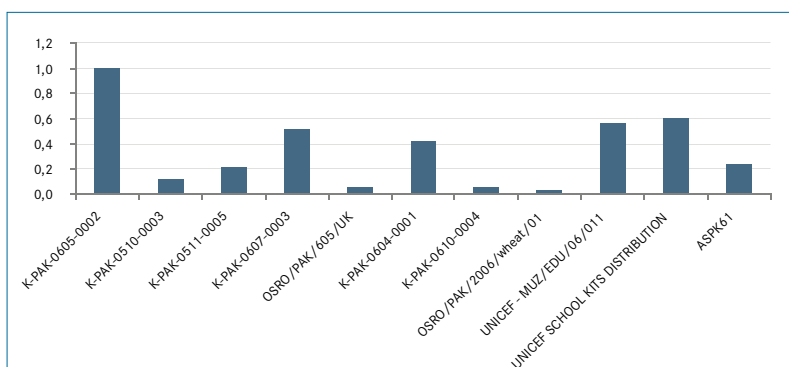


Table 2: The Projects/Funding Tranches and the Activities Taken under them

Budget Code	Donor	Sector	Description of Projects
K-PAK-0605-0002	Diakonie Katastrophenhilfe	Operational	Support to the entire operation
K-PAK-0510-0004	AA (German Federal Foreign Office)	Emergency response/ winterization	Distribution of blankets, winter jackets, tents
K-PAK-0511-0005	Diakonie Katastrophenhilfe	Emergency response/ winterization	Distribution of tents, blankets, CGI, plastic sheets, stoves
		Education	Distribution of school tents, school furniture kits
		Emergency response/ winterization	Distribution of labor kits and food packages, Food-for-Work
		Livelihood	Distribution of sewing machines, reforestation
		Infrastructure	Construction of transitional schools, tran- sitional community centers, road cleaning and construction of safety barriers
K-PAK-0607-0003	Diakonie Katastrophenhilfe	Livelihood social protection	Vocational trainings, support to community centers, psychosocial activities, literacy trainings, reproductive health, women leadership skills, health and hygiene promotion in community centers, Cash for Work
		WATSAN	Water, sanitation and hygiene and school sanitation
		Infrastructure	Road rehabilitation, bridge construction, construction of schools
		Education	School management committees
		Livelihoods	Agricultural support, livestock support, beehives
		Emergency response/ winterization	Assistance to IDPs, distribution of winterization items
OSRO/PAK/605/UK	FAO	Livelihoods	Distribution of maize and vegetable seeds and fertilizer
K-PAK-0604-0001	ECHO	WATSAN	Water, sanitation and hygiene
		Infrastructure	Construction of transitional shelters
K-PAK-0610-0004	Brot für die Welt	Emergency response/ winterization	Distribution of thermal foam, stoves, plastic sheets
OSRO/PAK/2006/wheat/01	FARO	Livelihood	Distribution of wheat seed and fertilizer
UNICEF-WES	UNICEF	WATSAN	Construction of water tanks and taps, hygiene promotion
UNICEF	UNICEF	Education	Distribution of school kits
K-PAK-0510-003	ACT Appeal ASPK61	Disaster preparedness	Community based disaster risk management and construction of Nowshera School

Figure 2: Support Costs as a % of Program Costs – All Projects



ery program. The important point to highlight here is that the emphasis was on meeting “needs” of communities and not requirements and focus areas defined by donors.

The program was truly need-driven and not donor driven; funds were raised to support ongoing interventions or initiate new interventions identified through a needs assessment process and not those preferred by donors. This has created synergies across sectors and across projects, thus, increasing efficiency of the overall program. The term “projects” is being used here to identify different tranches of funding; in the field, however, the evaluators were pleasantly surprised to see that the different components are not “seen” or implemented as “projects” but components of a program. This is an indication of a program approach of meeting needs of disaster-affected communities efficiently.

Support as a % of program costs	
Total Cost of the Program	€ 8,334,054.82
Program Cost	€ 5,994,512.73
Support Cost	€ 2,339,542.09
Ratio of Support to Program	0.39

The total volume of the program was € 8,334,054.82 of which € 5,994,512.73, equivalent to 72% of the total budget, was direct program costs.¹ 28% of the total budget was spent on support costs.² Looking at the support costs as a percentage of program costs, the interventions were carried out

with support costs equivalent to 39% of the program costs.

Support costs, which are 28% of the total budget – given that this is an emergency response and recovery program – are relatively low costs. The program was implemented efficiently which is also revealed in the individual interventions. Diakonie Katastrophenhilfe has, during the process of the program implementation, made important choices, which have affected the efficiency of their interventions positively. The first and foremost choice was that of placing their camp in the base of Salmia UC, bordering with Chikar. This decision, in addition to having positive impacts like trust building with the communities and increased outreach, has also helped reduce travel and administrative costs.

Looking further into the budget, the support costs as a percentage of program costs varies between 3 and 60 percent (the 100% support costs shown in the graph refer to the operational support budget). With only 3 percent support cost, the FAO funding (OSRO/PAK/605/wheat/01) provided maize and fertilizer to communities to rehabilitate their sources of livelihood. The highest support costs were those of the UNICEF school kit distribution project, approximately 60% of program costs. This is primarily due to the high costs of transporting the school kits to the transitional schools, the schools being in scattered areas. To summarize, though the support costs vary, the approach to run all projects out of one office, with one core team (though the field teams may vary according to the project requirement) creates economies by cutting down support costs.

Moreover, the decision to work through local partners like NRSP and Sungi has increased the outreach. Had Diakonie Katastrophenhilfe taken on the responsibility of 100% implementation of the program, its costs would have been higher and outreach lower. The implementing partners, NRSP in particular, already had a network of community based organizations as well as human resources in place which can be and have been called upon, fairly quickly. They also have well-established

¹ The budget has been categorised as program and support costs for the sake of budgetary analysis. Program costs include all costs directly related to the interventions including line items such as food aid, material purchase, construction costs, awareness material, personnel directly involved in delivering relief items, transport hired to deliver construction material and other such costs

² Support costs include costs of support personnel (including management input), travel, accommodation, visibility, overheads and other administrative costs

systems and structures and can mobilize swiftly reaching out to scattered areas and unreachable communities.

Another important factor contributing to the efficiency of the program is the geographic focus of the interventions. Not only have the interventions been focused on selected areas, but on geographically close Union Councils. Though the target area was large, the UCs were in close proximity to each other, thus, reducing costs of hiring additional personnel and heavy transportation costs and most importantly time.

4.5 Coverage

The coverage of Diakonie Katastrophenhilfe's interventions has been inclusive of all groups within the communities. Blanket coverage has been encouraged in all activities; however, certain interventions have been specifically targeted at vulnerable groups, for example shelters for women headed households.

Though everyone benefited from the relief and recovery interventions, power dynamics within the communities caused some groups to benefit more than others. The rural communities of Pakistan are home to deeply embedded power structures, which are difficult to avoid. Relief has to be quick which does not allow humanitarian agencies and their representatives any choice but to go through the elders and influentials within the communities and to rely on existing power structures; challenging these power groups would jeopardize valuable interventions. It is important to work around these structures.

The Diakonie Katastrophenhilfe camp was strategically based i.e. in the center of two UCs where most of the recovery interventions were focused. Given the geographic spread of the communities and different levels of accessibility, those who were closer to the camp had easier access to the interventions especially in the case of relief distributions. Moreover, the process of card distribution, carried out at the household level, prior to the actual distributions and the establishment of distribution points may not necessarily have provided equal access opportunities to all groups. To be precise, women and people with disabilities had to rely on other community members to benefit from the distributions.

Maintenance of Water Supply Scheme in Kiati Village

Prior to the earthquake, Kiati village did not have water available at the household level. The women of the village fetched the water from a mountain spring. With the Diakonie Katastrophenhilfe interventions, water was brought to the doorstep. The water schemes are a resource highly valued by the villagers. To maintain the scheme, the villagers have instituted a mechanism of pooling in Rs. 60 per month per household, which supports the salary of a plumber and the costs to repair broken pipes or purchase other necessary spare parts.

The relationship between the communities and the aid teams was that of trust and mutual respect. The team was well accepted within the villages; there was also no evidence of community men and women feeling threatened by the team or their behavior. On the contrary, community men and women were very comfortable with the team and remember them fondly.

4.6 Sustainability

The program and its relief and recovery interventions were very well focused and designed. Unlike a lot of humanitarian agencies which often make the mistake of committing to long term goals with a short term strategy, the Diakonie Katastrophenhilfe strategy was very clear in providing immediate relief and recovering essential assets to facilitate affected communities to returning to life as usual. Recovery interventions, however, require certain structures to make them sustainable especially those that may require maintenance after the programs end.

Sustainability of the interventions implemented by Diakonie Katastrophenhilfe varies from intervention to intervention. Interventions, which were coupled with mobilizing communities and conducting, related trainings point towards more sustainability. However, the transition from relief to development has been very well strategized. Diakonie Katastrophenhilfe has delivered what they had committed to: immediate relief and recovery. The handover to a locally present development organization, NRSP, was a vital step in moving from relief to sustainable development. Diakonie Katastrophenhilfe has provided the basis for NRSP to continue and build upon.

The sustainability of recovery and development oriented interventions depends on

the existence and evolution of community based structures. Diakonie Katastrophenhilfe supported some of their interventions with community mobilization specifically those that need long term maintenance like the water schemes. Water management committees were formed; however, they seem to have limited capacity and resources to be able to maintain the schemes.

The communities that did not have easy access to water prior to these schemes have taken it upon themselves to maintain their schemes by introducing a system of pooling in money to provide continuous maintenance of the facilities. Sometimes, existing willingness and capacity of communities to maintain assets is undermined. It has been seen that systems and structures that are indigenous to the communities or have been self-initiated are more acceptable and sustainable within the villages.

Institutional links are yet another important element in ensuring that the effect of important interventions does not fade away. This is specifically true in the case of School Management Committees (SMCs) and Disaster Management Committees (DMCs). These committees have been formed but need to be linked to the relevant authorities and institutions to ensure sustainability and effectiveness. Another important intervention that needs to be made sustainable is that of vocational trainings. The program has undertaken important capacity building and skill development through vocational trainings. These trainings (skill development, English language classes, computer courses, etc.) are interventions highly appreciated by the communities. The trainings, however, might die out after the closure of the program. An option to help continue these capacity building initiatives is to link them to relevant departments that can continue to provide institutional support.

5 Findings and Lessons Learnt

5.1 Emergency Response and Winterization

A rapid need assessment with community consultations identified the immediate relief needs as well as physical infrastructure efforts, and enabled targeting the affected communities and addressing people's genuine needs. Summary of the interventions under emergency response and winterization summarized at table 3.

Detailed needs assessment followed after the token system for relief item distribution used in the initial stage of the emergency in order to specify the needs of the community. Besides detailed assessment efforts PLA (Participatory Learning and Action) tools were used to prioritize the needs of the communities. A total of 6,195 households in 37 villages from both Union Councils Salmia and Chikar received beneficiary identification cards through Diakonie Katastrophenhilfe assessment team visits. Instead of establishing selection criteria for beneficiaries, Diakonie Katastrophenhilfe decided to cover all households in both Union Councils due to the

massive level of destruction in the selected working area. Diakonie Katastrophenhilfe's local partner, NRSP, supported early relief distribution logistics, which allowed a smooth relief item pipeline into AJK.

21,120 bottles of drinking water were delivered to the Combined Military Hospital in Muzaffarabad to assist the survival operation of the medical teams. In total 4,800 tents, 89,950 blankets, 19,800 winter jackets for children, and 17,300 plastic sheets were distributed in the initial phase of the emergency response to more than 6,196 household. With an in kind contribution of Arche Nova (German NGO), 500 stoves were distributed in Salmia Union Council. A distribution of one hundred winterized school tents was carried out in conjunction with local partner NRSP in AJK schools.

The main focus of the relief operation came across as covering shelter needs of the affected population in the target area. A total 58,000 CGI sheets were provided to individual households to enable them to construct temporary shelters as well as communal infrastructures such as schools, health units etc.

Table 3: Summary of the Interventions under Emergency Response and Winterization

Summary of Activities		Quantity distributed/ Targets achieved
Relief item distribution	Bottled water	21,120
	Winterized tents	4,800
	Blankets	89,550
	Winterized coats for children	19,800
	Reinforced plastic sheets	17,300
	Stoves	4,586
	School tents	100
	Thermal foam	4,800
	Water pots	5,464
CGI sheets for transitional shelters, schools, community centers, health units and assistance to IDPs		58,000
Food Aid (Food for Work)	Labor kits (including sets of warm clothing: coats, gloves, boots, socks)	1,600
	Flour bags	15,200
	Food bags	
	Oil cans	
Winterization	Road clearing from landslides and blockages	3 link roads and 2 active landslides

15,200 food packages were provided to 6,195 households through food-for-work program for villagers providing labor in the small scale infrastructure rehabilitation (such as emergency road cleaning) and reconstruction activities (such as construction of transitional school buildings). Distributions of CGI sheets were organized for displaced families who were relocated from their land due to high risk of land sliding.

Due to the delay in construction of permanent shelters communities in Diakonie Katastrophenhilfe intervention area voiced their need for insulation and heating tools. Therefore, a total of 4,086 cooking/heating stoves, 4,800 thermal foams, and 5,464 water pots for fetching and boiling water, were distributed in 2006–2007 winter in order to meet the winterization requirements.

The relief packages were based on community needs and guided by the utilization of SPHERE guidelines. The targeted communities mentioned that Diakonie Katastrophenhilfe supplied both food and non-food items during the relief operation. It has been found that tents provided by Diakonie Katastrophenhilfe were winterized and provided shelter during harsh winter conditions till further perma-

nent shelter arrangements were made. Some of the non-food items such as tents, plastic sheets, insulation material and blankets are still being used in households.

Despite limited recall of one-time distributions three years ago, most of the community members remembered at least some items such as tents, blankets, seeds or plants. Diakonie Katastrophenhilfe established village committees to conduct relief item distributions; however, due to power dynamics within the communities some of the groups/families in the community received more than their due share while some of the less vocal groups/families were left with little or nothing. Instead of distributing the goods through some of the village leaders, it was suggested by the community, that relief items should be better distributed to each individual household. This may have budget and resource implications but it is important to work around power structures to ensure that all groups have equal access to relief items.

The system of beneficiary cards was appreciated by communities, since the system allows easy follow-up, more transparency, and equity in distribution and ensures the targeted coverage. Comments like “there were twelve items

on the card” even three years after the distributions were a positive indication of transparency and accountability to beneficiaries.

The emergency response interventions followed a coherent sequence of addressing prioritized needs. Food distributions were made through food-for-work, which, in addition to responding to immediate food needs, also provided the opportunity for communities to quickly rebuild their own communal physical and social infrastructure such as transitional schools and community centers. An important finding was that the supply of food items was continued for an appropriate period of time (not too long and not too short); food delivery was done till the communities were able to harvest their first crops and meet some of their needs themselves.

An important lesson learnt during the impact assessment was that local eating habits must be considered and the quality of products in relief packages monitored closely. Almost all community members met during the evaluation revealed that the rice in the food packages was very difficult to cook and not palatable. It turned out that the rice was bought in Peshawar, NWFP; the type of rice consumed in NWFP (sela rice) is bigger in size, takes longer to cook and tastes quite different from the rice (basmati) used in the rest of the country.

Regardless of the evidence of support to transportation services to the communities for the carriage of relief items in the weekly progress reports of Diakonie Katastrophenhilfe, some of the community members pointed out limited accessibility of women headed household in distribution mechanism. Women and other vulnerable groups had to rely on other community members to carry their

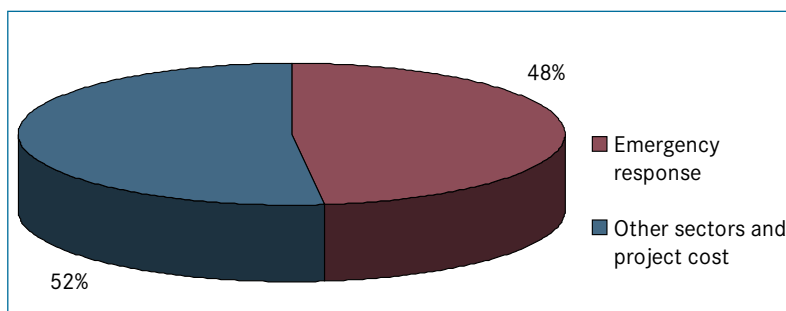
relief items for them, which increased their dependency on others. While the community was appreciative of the relief items provided in the time of dire need, helping them sustain themselves during harsh winter conditions, there were reflections of dependency being created amongst communities. This syndrome can be attributed to the earthquake response at large, which stripped local communities of their coping strategies by providing relief for relatively long periods of time. This observation was also endorsed through discussions with community members where there were constant requests for Diakonie Katastrophenhilfe to return and continue support to the area.

Though it was difficult to measure the impact of Diakonie Katastrophenhilfe’s relief operations on the environment, it is vital to highlight the importance of addressing the environmental risks during relief and recovery operations. Humanitarian organizations till now have not given environmental concerns due consideration in their response. As relief agencies exit from the disaster affected area, the need for being environmentally conscious becomes more and more apparent; the same has been the case with the earthquake.

It is important to sensitize humanitarian organizations to environmental concerns and to design interventions that do not harm the environment, hence resulting in further disasters. Some of the recommendations on environmentally friendly approaches to relief operations can be; establishing disposal mechanism for relief item packages and waste in an environmentally sound manner, using the program also to build capacities and raising awareness and advocating on environment, considerations of clean energy resources, using low emission vehicles, introducing green procurement procedures etc.

The proportion of the emergency response and winterization cost shows that 48% of the total budget was spent on emergency response. While overall project costs are € 6,021,546.60; a total of € 2,881,776.59 was spent on emergency response interventions. The figure below covers the biggest portion of the project costs. Due to unavailability of separated support costs for the emergency response, mostly direct project expenditures were calculated to reach emergency response and winterization cost.

Figure 3: Emergency Response and Winterization Expenditure



Four injections of funding (shown in the adjoining graph) went into the emergency response and winterization interventions; one was supported by the German Government amounting to € 313,511.20, two were from Diakonie Katastrophenhilfe sources and the last one of € 140,000 given by “Brot für die Welt”.

The four tranches and the interventions supported by them are given in the table below:

Project/Budget	Specific Interventions Supported
K-PAK-05 10-0003	Distribution of blankets, winter jackets and tents
K-PAK-05 11-0005	Distribution of tents, blankets, CGI and plastic sheets and stove Distribution of labor kits, food packages, and food-for-work
K-PAK-0607-0003	Assistance to IDPs and winterization items
K-PAK-06 10-0004	Distribution of thermal foam, stoves and plastic sheets

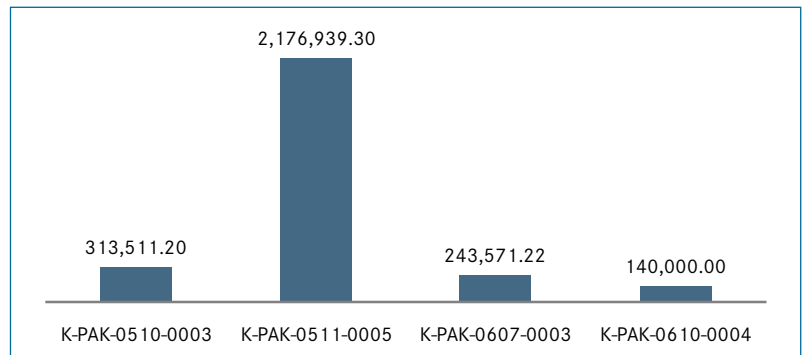
A calculation of per family expenditure shows that the cost of relief per family was approximately € 465.17.

Costs per family	
Expenditure (without support costs)	€ 2,881,776.59
Total no. of families	6,195
Expenditure per family	€ 465.17

5.2 Education

Diakonie Katastrophenhilfe initiated interventions and support to the education sector soon after the earthquake. The support in the education sector started in the relief phase and continued to the rehabilitation phase. Interventions in the education sector included both hard and soft components. The hard component included the construction of transitional schools as well the construction of four permanent schools. The softer component included training and support to educational centers. Summary of interventions carried out in the education sector is given at table 4.

Figure 4: Funding Sources of Emergency Response and Winterization Interventions



5.2.1 Construction of Transitional Schools

The majority of school buildings completely collapsed or was damaged after the earthquake. A lot of teachers and students lost their lives or were injured in these schools. This physical damage and the trauma caused by these casualties completely paralyzed the education system. In response to the grave situation, Diakonie Katastrophenhilfe constructed a number of transitional schools within the food for work (FfW) program in the targeted areas. These included both government and private schools. The overall response to this initiative was much appreciated by the target communities.

Following are findings from the discussions held with the beneficiary communities, members of the school management committees, education department and sector coordinator for education in the District Reconstruction Unit.

- The transitional shelters provided shade for primary school children attending school under trees or open air.
- Since the majority of the reconstruction of schools has yet to be initiated, transitional schools are still being used and communities are benefiting from these schools. Discussion with government institutions indicated that the reconstruction process is still long way to be completed. As per SERRA data, around 3 percent of the target of reconstruction has been achieved. This is an indication that these shelter schools will be used for a longer time than expected.

Table 4: Interventions Carried out in the Education Sector

Summary of Activities		Quantity Distributed/ Targets reached
Distribution of school furniture Kits (for government and community schools)	Black boards	100 sets
	Student benches	
	Student double desks	
	Student single desks	
	Teacher chairs	
	Teacher tables	
Construction of transitional school buildings		75 schools (government and private)
Support to school facilities and education	Reinforcement of transitional schools	45 schools
Establishment of School Management Committees		44 schools
Distribution of UNICEF supplies	Recreational kits	34 schools
	Textbooks	5,425 students
	Karam boards	34 schools

5.2.2 Construction of Permanent Schools

Diakonie Katastrophenhilfe constructed 3 primary schools in different locations. These include 1 boys' primary school, 1 girls' primary school and 1 middle school for both boys and girls, with a fourth ongoing construction of a boys' high school building. Main findings on the schools construction are as following;

- Earthquake Reconstruction and Rehabilitation Authority (ERRA) specifications for reconstruction were followed with capacity for 10–15 percent increase in enrollment rates. Schools were constructed near the main roads to ensure easy access for all children. In addition distance of 10 km from fault line was maintained for safety and security of schools and students.
- 3 Schools have been successfully constructed and handed over to District Reconstruction Units (DRU) after their regular monthly monitoring during the construction process and approval by DRUs.
- ACT evaluation report further confirms the safety and security measures undertaken in school construction. Furthermore, the evaluation mission's recommendations have been incorporated in the construction process.
- Diakonie Katastrophenhilfe however, needs to further look into the quality of reconstruction process. There have been certain quality related issues observed

in Dharian School that might damage the school building in the future, if necessary actions are not taken at this stage.

- Gender balance has been almost fully maintained in the reconstruction of schools with 1 school for girls, and 2 for boys and 1 co-educational school benefiting both boys and girls.

5.2.3 Value Addition to Education System through Soft Component Interventions

Diakonie Katastrophenhilfe's program integrated the hard component with soft components, which further contributed to strengthening the education sector. These included distribution of school kits including books, furniture, teachers training, re-activation of school management committees, and community involvement in the monitoring of school construction. The soft component was as much appreciated by the community, as was the construction of temporary and permanent schools. Following are findings and lessons learnt from the education program of Diakonie Katastrophenhilfe;

- Diakonie Katastrophenhilfe trained school management committees (SMCs) in their roles and responsibilities and reactivated them during the school reconstruction process. They were fully involved in the monitoring. However, SMCs became inactive after the withdrawal of program staff from the area. The main issues identified by SMC members include: i) lack of

support and follow up from the education department ii) direct links of SMC members with the education department (school head master is in the main driving seat for links with the education department) iii) unequal distribution of authority among members and iv) lack of financial support for school equipment. The main lesson learnt from the discussion with SMC members suggests that sustainability of SMCs depends on the equal distribution of responsibilities among members, support and follow up from the education department.

- Involvement of community in the selection of the school sites and monitoring of school construction contributed to the beneficiary community ownership of the schools and education system at the local level.
- Complementarity of interventions under a strategic approach contributed to better and effective results. These particularly included the implementation of WATSAN activities in schools and psycho-social training for teachers. These interventions contributed to an overall improvement and strengthening of the schools and the education system.
- Supportive interventions to schools and education including distribution of books, furniture, stitching of school uniforms (as livelihood intervention), SMC and teachers training, and WATSAN have gradually brought the enrollment rates in government schools back to pre-earthquake level. After the earthquake, the general trend for enrollment in private schools is

on rise in the AJK areas as compared to government schools. However, the integrated approach of the education program has strengthened the government school system in the target areas.

- The responsibility for the reconstruction process including schools and other education institutions is anchored in the Earthquake Reconstruction and Rehabilitation Authority (ERRA) and its departments. These are temporary establishments and will withdraw in few years time. This situation might lead to an institutional gap and lack of ownership by education department for the newly constructed schools. Although the issue does not fall in Diakonie Katastrophenhilfe’s mandate, the overall institutional gap will have its implication for all schools reconstructed after the earthquake.

5.3 Livelihood and Psychosocial Interventions

Diakonie Katastrophenhilfe initiated livelihood and social protection related interventions soon after the earthquake during the relief phase. With the addition of some more interventions these activities continued during the recovery and rehabilitation phase. Some of the livelihood activities, particularly those related to vocational training centers (women friendly spaces), have become part of the long-term development strategy of the program. The summary of these interventions is given in the table below. However for discussion purposes, these interventions have been divided into three main components.

Table 5: Summary of Livelihood/Social Protection Activities

Summary of Activities	Quantity Distributed / Targets reached	
Construction of community centers (within Food for Work)	15 community centers	
Sewing machines for women’s community centers	90 sewing machines	
Emergency reforestation	Saplings planted	102,500 saplings
Support to community centers	Reinforcement of transitional community centers	15 community centers
	Equipping of community centers	15 community centers
Psychosocial activities	Psychosocial training for teachers	42 teachers
	ToT in life skills training	13 community center and 7 teachers

Summary of Activities	Quantity Distributed / Targets reached		
Vocational and handicrafts trainings	ToT in vocational skills (sewing and cutting	40 trainers	
	Vocational and handicrafts trainings for community women	125 trainees	
	Electricity trainings	370 trainees	
	Carpentry trainings	17 trainees	
	Plumbing trainings	346 trainees	
	Masonry trainings	7 trainees	
	Computer classes	212 trainees	
	English language	204 trainees	
Distribution of household utensil sets and special needs kits	For female headed households	238 households	
Agriculture support	Distribution of maize and vegetable seeds and fertilizer	6,073 households	
	Training in insecticide use	354 trainees	
	Distribution of insecticides	37 Villages	
	Training in kitchen gardening	316 trainees	
	Training in mushroom cultivation	170 trainees	
	Distribution of wheat seeds and fertilizer	4,650 households	
	Reforestation (within Cash for Work)	170 beneficiaries	
	Demonstration training in plastic tunnel technology	58 farmers	
	Distribution of materials and vegetable seeds for plastic tunnel agriculture	50 farmers	
	Pruning training	60 farmers	
	Distribution of potato seeds	101 farmers	
	Distribution of bee-hives	90 farmers	
	Training and distribution of strawberry plants and vegetable seeds	78 community members	
	Distribution of fruit plants - orchard	25,031 plants for 6,492 household	
Livestock support	Vaccination of cattle	6,003 (3,170 buffalos, 1,767 cows and 1,066 bulls)	
	Vaccination of sheep, goats and chicken	20,072 (2,422 sheep, 17,470 goats and 180 chickens)	
Provision of school uniforms through cash-for-work with female heads of households		1,085 students (610 girls and 475 boys)	
Adult literacy	ToT in adult literacy	16 teachers	
	Training in adult literacy	166 women and girls	
Handicrafts shops and general stores for women	3 shops		
Alternative activities in community centers / women friendly spaces	Community health sessions	648 female community members	
	Tuition sessions for children	294 children	
	Skill development trainings	Candle making training course:	204 women
		Advanced Gabba Sazi training course:	30 women
	Lady bag making training course:	30 women	
Leadership training for women		17 women	
Creative photography with children		100 students	
Reproductive health trainings in community centers		219 trainees	

5.3.1 Vocational Training Centers

Diakonie Katastrophenhilfe organized a large number of skill trainings for both men and women in vocational training centers (VTC). Each of these trainings was locally advertised and trainees were selected on the basis of tests and interviews. So far, a large number of men and women have availed trainings in these centers and benefited in many ways.

Discussions with current trainees, graduates and trainers highlight following as main findings;

- The VTCs have contributed towards skills enhancement of the local community in a number of technical areas. These trainings have equipped trainees, including both men and women for employment opportunities in skilled professions. They felt confident that they could compete for employment opportunities with better skills than before. There are number of successful examples of VTC graduates (particularly from English language and computer courses) who have found employment after completing their trainings in these centers.
- Some of the graduate trainees shared that they are also enjoying higher salaries (15% above average) compared to their counterparts. This has also given them higher social status in their workplace as well as in their homes. A housewife from an English language course shared that she feels more confident that she can help her children in their education more effectively than before.
- The VTCs have utilized local available qualified human resources as trainers in these centers. In this way VTCs have also provided employment opportunities for local people.
- In the surrounding area there is no alternative vocational training institute available to the beneficiary community. In some cases there are private training centers that are not only located at distance but are also too expensive for poor community members. Therefore, Diakonie Katastrophenhilfe's initiative to establish vocational training centers was appreciated by the local people.



Computer class at the trainings centre
Photo: STL

Lessons learnt

- Few strategic changes in the existing training and courses would add value to trainings in the open market. These particularly relate to designing the courses in line with government approved/endorsed course duration, curriculum and certification. For example, Diakonie Katastrophenhilfe is an international organization and its certificates carry weight in the job market, however, a government-approved certificate would add further value to it. Furthermore, government approved computer diploma courses run over 6 months whereas computer courses in the VTCs are only 3 months long. Therefore, further value could be added to these trainings if course durations were in line with government approved timelines.
- Initiatives such as job fairs, brochures on trainings, competitions among trainees, adding audio and visual aids to training courses would enhance the learning process.
- The VTCs and the training courses are in high demand at the local level and much appreciated by the local community. Therefore, Diakonie Katastrophenhilfe needs to look into models for longer-term sustainability. These may include the possibility of linking up the VTCs with governmental or other institutes such as the Technical Education and Vocational Training Authority (TEVTA).



Vocational Training Centre/Women Friendly Space - Andraseri
Photo: STL

5.3.2. Women Friendly Spaces and Psychosocial Activities

Diakonie Katastrophenhilfe constructed temporary shelters for vocational training centers for women in various targeted villages. The program supported the input cost in these centers and offered various skill trainings to women.

These centers were also used for a range of other trainings and meeting purposes, including psychosocial activities. During the development phase, the program has converted these centers into women friendly spaces (WFS) under a proper strategy through the implementing partners. Currently WFS are being used as centers for vocational training as well as for other women related communal activities.

Discussion with community members, Diakonie Katastrophenhilfe staff and local partners highlight the following findings;

- Indication of establishing transitional structures WFS becoming a permanent concept is supportive to women in the communities. Women appreciated the concept and link WFS to women emancipation as these provide space to women for socializing and learning.
- The livelihood program interventions were gender balanced, where there have been women-specific interventions (com-

munity centers and trainings) there were also specific trainings for men such as plumbing, carpentry, electrical trade, and masonry. The program approach was appreciated at all levels.

- The program followed a two-pronged strategy for livelihood and psychosocial support. The livelihood interventions supported the psychosocial activities, which proved to be an effective strategy. Moreover, the psychosocial activities, especially skill development, not only offered opportunities for dealing with post-traumatic stress and rebuilding social networks but also provided a constructive economic activity.
- The adult literacy program had a narrow focus, targeting only a small group. It did not leave a large impact in the community, however; the initiative was appreciated and was demanded.

Lessons learnt

- More strategic efforts are needed to make the WFS concept permanent and sustainable while Diakonie Katastrophenhilfe is still active in the target areas. The main area that needs to be looked into is to ensure effective market links so that the producers (women) can market their products. This would also ensure a steady in-flow of cash required for regular operations of the WFS.
- Various power dynamics need to be assessed and strategically addressed to ensure the sustainability of WFS. Some of the potential power dynamics include; i) voluntary land donation for WFS by individual landowner without legal transfer of land. This is a potential threat to the WFS of being exploited by the landowner in future. ii) There are also various gender related power dynamics as men may take over WFS after the withdrawal of Diakonie Katastrophenhilfe or its implementing partner. iii) Socially - economically stronger women may jeopardize WFS, limiting access of women from all social and economic groups to the facility.
- Certification of various skill trainings in WFS would add value to the products as well as for the trainees. Government ap-

Community center / women friendly space as a means of income support for poor households – Case study from the village Mohatar

Tazneem is a young girl of around 20 years in the village Mohatar (Union Council Salmia). She belongs to a family of 12 including 5 brothers and 5 sisters. She is the eldest of her siblings. Her father owns 5 kanals of land with only 3 kanals under cultivation, 1 buffalo and 3 goats are in his property. He earns a meager income to feed a large family of 12. Tazneem could not continue her education after metric due to lack of educational facility within the village. However, she wants to support her father in covering the family expenses.

A year ago, Diakonie Katastrophenhilfe initiated a community center in Mohatar as part of their relief and recovery program for the earthquake affected areas. The center was set up in a transitional shelter and continues in the same even after one year as a so-called women friendly space (WFS). Tazneem, an active and eager young girl, joined the center as one of the first few trainees. Since then, she has attended all courses taught in the center and continues to acquire more skills. She has availed a number of trainings including; papier-mâché, handy crafts, sewing, crochet, Gabba (local handicraft) candle making, jewelry making, cap making and decoration making. She is an exceptional trainee at the center who has not only learnt all skills but has also utilized them. She shared that she makes clothes for other people in the village and also makes and sells other products in the village. She also participated in a fair held in Muzaffarabad city and was able to sell many of her products in the fair. A summary of her income from selling these products in the past year is as following;

1. Suits; 15 * Rs. 120 = Rs.1,800 per month (regular income)
2. Decoration pieces= Rs 150
3. Crochet products= Rs. 450
4. Paper mâché vases= Rs. 1,900
5. Candle; 10 dozen @ Rs. 5 per candle = Rs 600 (on periodic basis)
 - Gross income Rs. 4,900 per month
 - Net income Rs 3,430 (less 30% average input cost)

Tazneem wants to find full-time employment by becoming a teacher in the vocational training center. However, she doesn't have any certified evidence of her trainings, which would help her find a job. In addition, she wants to continue selling her products. However, she feels that her market is very limited in the village, because i), the number of girls in the village learning the same skills as she is increasing through these centers thus reducing the demand for her products ii) the purchasing power of people in the village is low and they cannot afford to spend money on these products. However, despite limitations, she wants to learn more skills and improve her existing skills.

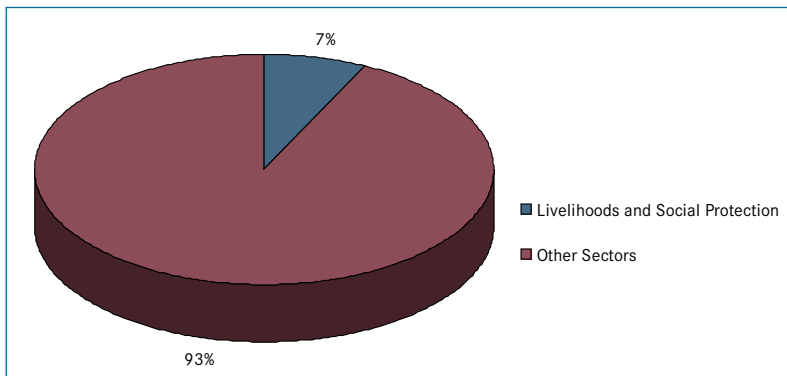
Discussion with other trainees and Tazneem of WFS highlight the following;

- Training courses in the community centers and WFS should be certified which would not only add value to the training courses but also make the training graduates eligible for employment
- Effective market links would help the participants of skill trainings sell their products and earn an income. Marketing links would not only be rewarding for trainees in terms of additional income support for their families but is also essential for the sustainability of the community centers and WFS.

proved certification of trainings might also increase employment opportunities of the trainees in future. Certification of courses is also important for the sustainability of the WFS.

- The trainings and contents should be demand/market driven. This would contribute towards effective marketing of the products manufactured in these centers.

Figure 5: Livelihoods and Social Protection Expenditure

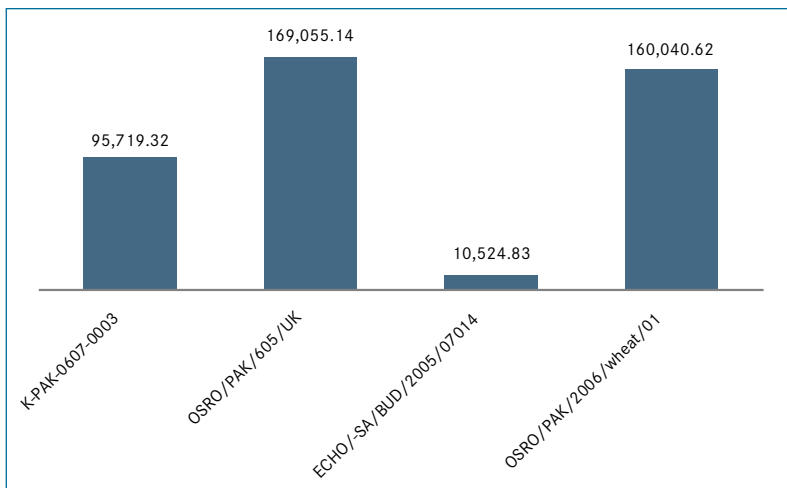


5.3.3 Support in Agriculture

Agriculture is the main source of livelihood in the targeted areas and a large percentage of the population depends on farming systems for their livelihood. Diakonie Katastrophenhilfe provided support in this sector by distributing agricultural inputs during Kharif crop (summer maize) in 2006 and Rabi crop (winter wheat) in 2006–2007. The crop input was supplemented by a number of other interventions and trainings including some innovative activities such as strawberry and mushroom farming. Discussions with beneficiaries of interventions highlight the following findings;

- The crop input support was well in time and much needed. It helped resume the livelihood sources of the affected communities. This helped them in recovering from the damages they had experienced and gradually moving back to normalcy.

Figure 6: Funding Sources of Livelihoods and Social Protection Interventions



Lessons learnt

- Interventions carried out under proper strategy were more effective than interventions, which included one-time input with limited planning and follow up. This is particularly true for vocational trainings, which left imprints on minds of people, compared to agricultural inputs including crop seeds, mushroom and strawberry seeds and tree saplings (one-time distribution). The memories and importance of one-time agriculture inputs had faded from the memories of the beneficiaries.
- Timing and strategic approach is the basis for success of innovative interventions. Input support in mushroom farming, strawberry plant distribution and forestation were important interventions but were new activities for the target community. These were carried out soon after the earthquake when peoples' main concern was the reconstruction of damaged houses. The lack of attention to these inputs by the community and lack of follow-up within the program did not lead to the desired result. However, much better results could have been achieved, if the same interventions had been carried out during the rehabilitation phase under a proper strategy.

The costs for livelihood and social protection interventions, given in the chart at the start of the section, are equivalent to approximately seven percent of the total program costs. The program costs of the sector amount to € 435,339.91.

The livelihoods/social protection interventions were supported by four main sources of funding given in the diagram below. The largest tranche was received from FAO mainly to distribute maize seeds and fertilizers for livelihood rehabilitation. The second largest source of funding was also received from FAO for the distribution of wheat seeds for the Rabi (winter) season.

The smallest input, in terms of monetary value (€ 10,524.83) into social protection came as a part of the ECHO funded project (ECHO/SA/BUD/2005/07014 - K-PAK-0604-0001) to provide kitchen sets and women-special needs sets.

The projects and their monetary contribution to specific interventions in this sector are given in the table below:

Project/Budget	Specific Interventions Supported
K-PAK-0607-0003	Support to community centers, trainings and psychosocial activities; Agricultural support
OSRO/PAK/605/UK	Maize and vegetable seeds and fertilizer
ECHO/-SA/BUD/2005/07014	Kitchen sets and women special needs kits
OSRO/PAK/2006/wheat/01	Wheat seeds and fertilizers (in kind)

5.4 Water, Sanitation and Hygiene

Diakonie Katastrophenhilfe had large success with rural water and sanitation projects; water is a basic need and most of the communities depended on springs in the absence of water schemes delivering water to their doorstep even prior to the earthquake. During the evaluation field visits, the water and sanitation project was found to be one of the most appreciated interventions. The provision of water had the most positive and sustain-

able impact on communities in Salmia Union Council. The strategy was two-fold;

- Complementarily integrating three components: water schemes, latrine construction and hygiene awareness;
- Reinforcing the funding structures to increase the outreach, for example extending the water, sanitation and hygiene awareness campaigns to schools and community centers.

Diakonie Katastrophenhilfe’s water and sanitation project comprised two main components:

- Infrastructure development: Construction and repair work of water supply schemes and building latrines.
- Capacity building: Training of Trainers, hygiene promotion sessions at the household and school level (with the provision of hygiene kits), overall supervision of the construction work and mobilization of the entire community.

5.4.1 Water Supply Schemes

A comprehensive needs assessment was conducted to identify the requirements as well as to increase the participation of the communities. The information was mainly collected

Table 6: Activities Completed under Water and Sanitation / Health and Hygiene Program

Summary of Activities		Target reached
Sanitation facilities for schools		56 latrines 40 water supply schemes
Rehabilitation of rural water supply schemes, household sanitation and hygiene promotion	Rehabilitation of water supply schemes	92 schemes
	Distribution of construction tool kits	3,193 tool kits
	Construction of household latrines	3,193 latrines
	ToT for community hygiene promoters	12 hygiene promoters
	Community hygiene trainings for households	3,193 households
	Distribution of hygiene kits	3,493 hygiene kits
School Sanitation and Hygiene Education (SSHE)	Hygiene education training	1,277 students trained
	Distribution of hygiene kits	2,060 hygiene kits
	Sanitation facilities for schools, including water tanks and basins, utensils for school latrines	35 schools
	Teachers training in SSHE	35 teachers
Latrines for community center		15 community centers
Water supply for community center		10 community centers

Maintenance of Water Supply Scheme in Hafiz Bandi Village

Hafiz Bandi is a sub-village of Salmia village in Salmia Union Council. Prior to the earthquake women of the village had to walk three hours to fetch water from a mountain spring. Diakonie Katastrophenhilfe's WATSAN project brought piped water from the water sources and constructed tap stands in each and every household. The provision of water at the household level has saved the women of the village time and effort spent in collecting water for household usage.

from the households in the target villages, field visits, and discussions with community activists and staff members. In villages where there had been no water schemes prior to the earthquake, the main source of water had been mountain springs from where water had to be fetched in urns by the women of the community. In villages where there had been water schemes, bringing in water from mountain springs to communal distribution points; the schemes were non-functional due to severe damages during the earthquake.

Moreover, as a result of landslides mountain springs were damaged thus cutting off the water supply. One of the main findings of the needs assessment, carried out before the commencement of the WATSAN project, was poor sanitation and lack of health and hygiene awareness amongst the locals of Salmia.

Before the earthquake, water schemes were generally constructed by the Local Government and Rural Development Department (LGRDD). These schemes delivered piped water from mountain springs to settlements. However, these schemes only brought water to communal points and to centrally located settlements. Given the terrain and the fact that households are scattered across the mountainous area, many people did not have access to piped water. The water schemes constructed by Diakonie Katastrophenhilfe extended coverage across the whole area and provided water to all households regardless of their distance from the center.

The impact the water schemes have had in making water available can never be underestimated. Even in villages with piped water provided by LGRDD, water points had never provided to entire households in the villages or inside the home. It was seen that the work done by LGRDD reached more central settlements but did not cover the periphery and marginal habitation.

Initially the schemes identified for repair work were selected as a result of the field visits of local engineers. The list of selected water schemes to repair were crosschecked with the Local Government and Rural Development Department (LGRDD), the District Reconstruction Unit and the Ministry of Education to be able to obtain the necessary no objection certificate from the Earthquake Reconstruction and Rehabilitation Authority (ERRA). 44 water supply schemes were assigned by ERRA to Diakonie Katastrophenhilfe. Some schemes assigned to Diakonie Katastrophenhilfe were shown as complete on the LGRDD lists but actually did not exist on ground. Damage assessment of LGRDD concluded that these schemes should be reconstructed. Along with the policy of the LGRDD for NGOs to provide "complete coverage" with water supply scheme rehabilitation at the Union Council level, all the schemes to be repaired and reconstructed in Salmia Union Council were assigned to Diakonie Katastrophenhilfe. In addition to repairing 44 schemes, Diakonie Katastrophenhilfe constructed 48 new schemes in order to reach out to the entire population in the target area.

The implementation plan was designed on the basis of village clusters. The 16 villages of Salmia UC were divided into 4 clusters based on geographical proximity; each cluster was covered by four field staff trained in social mobilization and community organization by NRSP and one field engineer who was supervised by one senior engineer. While field staff was responsible for mobilizing communities, ensuring participation and overall monitoring, field engineers were responsible for the monitoring of technical aspects of physical implementation. Having participated in training of trainers on hygiene promotion, 12 hygiene promoters, supervised by a female senior trainer, were responsible to undertake the trainings at the community level, in schools, community centers and homes.

During the process, Water Management Committees (WMCs) were formed in 16 villages with a number of 46 members receiving training on management of WMCs. The responsibility of these committees includes operation and maintenance of the water supply schemes. The selection of the members of the WMCs was based on a minimum agreement of 80% of the community through a resolution. The capacity and sustainability of WMCs,

however, is questionable. The WMCs were formed at the village level but in most villages visited during the evaluation, they had ceased to exist. Instead, in some villages, the communities have formed their own committees for the operation and maintenance of the water schemes at the mohallah (sub-village) level. A mohallah represents a cluster of houses in close proximity. The water distribution tanks were also distributed in a way so as to provide multiple distribution tanks according to the number of settlements or mohallahs. Systems and mechanisms that arise from within the community according to their needs are more acceptable and sustainable than those imposed externally. It is therefore recommended to build upon existing structures, formal or informal, to ensure sustainability of interventions.

The evaluation visits revealed that water supply schemes in villages where the alternative source of water is very far away are much better maintained than in villages, which are close to, springs. This reflects the fact that if the need is dire, communities will make all efforts to protect the asset. Moreover, it has also been seen that individual assets or assets owned by a small group of people are better maintained than communal ones. For example, the maintenance of water systems at the mohallah level and that of latrines at the household level is far better than the maintenance of water schemes and latrines built in schools.

The technology used in the water supply schemes is very simple, based on gravity. The pipes used are High Density Polyethylene (HDP) pipes; whereas initially galvanized iron pipes were used. HDP pipes have been used in reconstruction of water supply schemes in all earthquake affected areas. These pipes are long-lasting and can be bent to adapt to uneven mountainous terrain. The availability of pipes for repair in case of leakage, however, was an issue highlighted by communities as these pipes are not yet locally available. However, the availability can be left to the forces of demand and supply; as HDP pipes

have been used by all organizations and government reconstructed schemes, a market for them is bound to emerge.

The water tanks built do not have a filtration system. The tanks are functioning well at the moment but might silt up with time and also require regular cleaning and maintenance. A slow sand water filtration system is recommended for such schemes. Under such a mechanism, water is passed through two tank levels, moving from one level to the next first through a layer of pebbles and then through fine sand to remove first large and then fine particles. If built and operated properly, the slow sand filters improve both the physical and bacteriological quality of slightly turbid water. These have been tried and tested in the Northern Areas of Pakistan and some parts of Kashmir by organizations specialized in WATSAN.

During the evaluation, water quality tests were carried out with the help of Human Resource Development Society (HRDS) at two water supply schemes. Though the evaluation team attempted to carry out tests at more schemes, the availability of the field teams of HRDS was limited. The results of the water quality tests (see Annex D for detailed results) are summarized below.

The test results reveal that although the physio-chemical parameters are within WHO standards, the water is biologically contaminated. The findings also reveal that “the water supply schemes/sources are unprotected and are in imminent danger of contamination due to human, animals and other feces/excreta”. Hence it is recommended that:

- “Disinfection measures like chlorination should be adopted to kill bacteria.
- Community should be made aware to boil the water before use.
- Physical protection measures like fencing are also recommended so that animals cannot access the source.”

Table 7: Results of the Water Quality Tests

Sr. #	Date	UC	Village	Name of WSS	Color	Turbidity	pH	EC	Coli form	E.Coli
1	13/6/2009	Salmia	Mohatir	Mohatir Paean	Colorless	0.65	7.7	542	+ve	+ve
2	15/6/2009	Salmia	Noon Bagla	Noon Bagla Wasti	Colorless	0.37	8.1	170	+ve	+ve

Power dynamics in the rural areas play a very important role in the distribution of, access to and control over resources. Control over communal assets gives power to already strong groups within communities. Water supply schemes are an important asset that may liberate people and reduce their dependency on those who control or attempt to control resources in a village. Working through influentials and prominent groups in a village poses the threat of excluding already marginalized groups from receiving benefits of interventions designed for all. For example, it was found that in Hariala village in Salmia UC pipes had been disconnected and removed from the water scheme. The households which were such deprived of the water scheme had to return to the pre-earthquake system of fetching water from either mountain springs or from the house of the influential family. To ensure the involvement of the larger communities in decision-making processes, there is a need to work on local power structures, which might be challenging for NGOs during emergency response. Given the need for dexterity and swiftness in emergency responses, a system of follow-up and dialogue with the larger community should be put into place to ensure already vulnerable groups are not further marginalized. It is important not to challenge power structures immediately but to work around them.

5.4.2 Sanitation

Under the sanitation component, latrines were constructed in all households in the Salmia Union Council. Latrines at the household level were observed to be well maintained and in use. Most latrines have been expanded and turned into bathrooms and the temporary shelter provided for the latrines had been turned into permanent structures attached to the outer walls of the houses. Hence, they have been particularly appreciated and will most probably be maintained in the future.

Only 27% of the households had latrines prior to the earthquake; the rest would use open field for defecation. The use of open fields not only caused hygiene issues but also created problems of security and privacy especially for women. The latrines were built with a flush pour system. However, waste management is an area that needs to be addressed. As the water quality tests concluded, the water sources are already threatened by contami-

nation; improper waste management may increase the level of contamination making water unfit for use. The sanitation system and its impact will have to be observed in a few years' time. In the long run leakage from the latrine pits may affect the environment and health situation in the target area.

Undoubtedly, the water and sanitation program succeeded in giving prompt response to bridge the gap, by doing so, it has fostered a series of changes. This opinion was clearly stated by communities during the evaluation. One of the most important unintended impacts of the water and sanitation project was the "feeling of urbanization" in the communities due to access to latrines and water schemes. Several meetings with community members revealed the feeling of confidence and "coming at par" with the "city people". This is a very interesting finding in terms of soft, unforeseen impacts of interventions.

5.4.3 Hygiene Promotion

The third element of the WATSAN project triangle was hygiene promotion. The combination of three elements - water, latrine and hygiene sensitization - created synergies and helped create positive impacts. Hygiene promotion activities were also part of the community mobilization process.

The implementation of the hygiene promotion component of the project was carried out with women groups, which were considered to have a multiplier effect. In rural areas of Pakistan women are responsible for child-care as well as for the care of the elderly and other members of the family. Raising awareness amongst women on hygiene issues therefore could potentially mean that the knowledge and practices are being disseminated to children and other members of the household. Female activists were also identified and selected in the 16 villages of Salmia Union Council to assist the hygiene trainers in conducting community based hygiene trainings. With the help of the village activists, beneficiary identification cards were distributed and verified. The same group of activists played a significant role in the collection of post training data (KAP survey). ToT for hygiene promoters was conducted by NRSP and hygiene promotion trainings developed with the support of NRSP. The hygiene promotion trainings have been further reinforced in schools through child-

to-child approach with UNICEF funding, thus reaching more than one member for some of the target households.

On the basis of field visits completed, it was observed that the hygiene conditions at household and community level (including schools and community centers) are still inadequate, and awareness levels regarding good hygiene practices low. Changing deeply embedded beliefs and habits requires attitudinal change, which can only be achieved over a long period of time. Behavioral change cannot be brought about with a few training sessions. Continuous interaction and recall are required to bring about change in practices. The seed of knowledge has been planted by Diakonie Katastrophenhilfe, however, to bring about change of practices and attitudes will take a long time. Other organizations, which may work in these areas, will be able to build upon the foundation already laid.

The combination of three elements – water access, latrine construction and hygiene promotion – has had a significant impact in terms of better living conditions, improved sanitation and to some extent an increased sense of dignity and security, especially for women.

Approximately 7 percent of the overall program fund expenditure was spent on water and sanitation. The main funding³ for the WATSAN interventions has come from four sources given in the diagram below. The largest tranche of funding has been from the ECHO project followed by Diakonie Katastrophenhilfe’s own funding. The specific interventions supported by the four sources of funding are given in the table below:

Project/Budget	Specific Interventions Supported
K-PAK-0510-0005	Water network repair
K-PAK-0607-0003	Water, sanitation and hygiene and school sanitation
ECHO/-SA/BUD/2005/07014	Water, sanitation and hygiene
UNICEF-MUZ/EDU/06/011	Construction of water tanks, taps and hygiene promotion

³ Some of the third party funding under this evaluation was implemented by Diakonie Katastrophenhilfe within a broader framework of interventions. Though an attempt has been made, it has been quite difficult to “separate” the specific funding such as ECHO or UNICEF for water and sanitation, its results and impact, efficiency from the rest of the Diakonie Katastrophenhilfe program.

Case Study*
Safia, Community Hygiene Promoter

Diakonie Katastrophenhilfe arranged a training session for us in the field office in Chikar. They brought trainers from NRSP, Islamabad. After I completed this training, I have felt a lot of changes in my personality: I feel more self-confident and I now feel I am a good debater. After we got training, we first visited all the 16 villages of Salmiah Union Council and collected information to plan our program activities. We have done our best to increase awareness about hygiene among the women of our communities. When we first started the training program in the community, we were worried that people might not cooperate during our work. But during our visits, we happily found out that everyone is willing to learn and to make some changes in their lives. We saw that people listened to us and respected us. In time, we observed that many changes have occurred among the members of the community as a result of our hygiene training.

I was worried when I first joined Diakonie; but in time, I have become confident and all my fears and hesitations have gone. After such good work in the field, I feel that my life has changed a lot and I think I can achieve more if I give it a try.

* This case study has been provided by Diakonie Katastrophenhilfe from their own files

Figure 7: Water and Sanitation as a % of Total Program Costs

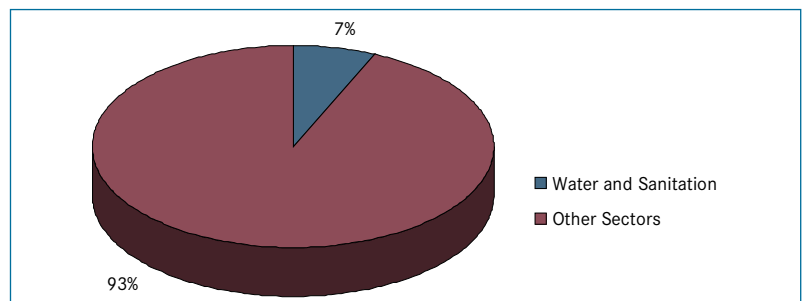
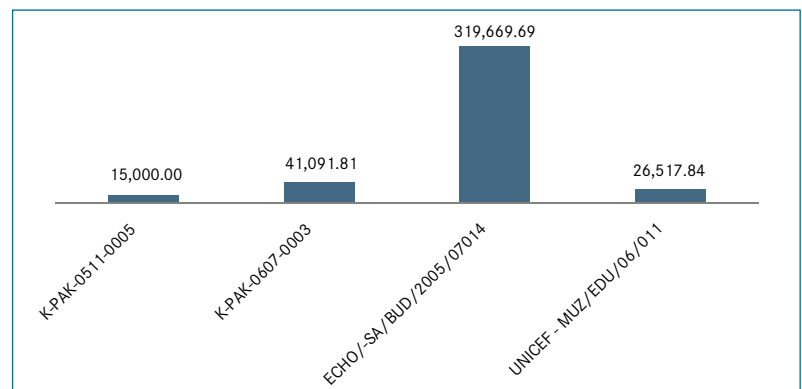


Figure 8: Funding Sources of WATSAN Interventions



Building upon self initiatives at the grass root level**An example of Water Supply Scheme**

Hafiz Bandi comprising 80 households is a settlement in the village Salmia (Union Council Salmia). Hafiz Bandi is located at a distance of 2 km from the main village with no link road access to the main road. Local Government and Rural Development Department implemented a water supply scheme around ten years ago in the village. However, only few settlements benefited from the scheme, particularly those located closer to the main road. Hafiz Bandi was not among the beneficiary settlements of the scheme. Women continued fetching water from distance of 2 kilometres everyday, which would take them half day every day. Post earthquake, Diakonie Katastrophenhilfe supported Salmia with various interventions related to relief and recovery. Diakonie Katastrophenhilfe also supported villagers with water supply schemes ensuring access to clean drinking water at household level. This water supply scheme benefited all those settlements which did not benefit from earlier water scheme including Hafiz Bandi. As per strategy, Diakonie Katastrophenhilfe formed a Water Management Committee (WMC) at the village level and trained local people in the regular maintenance and operation of the scheme. The strategic objective was to ensure sustainability of the water supply scheme.

Abdul Hameed from Hafiz Bandi shared that around 13,000 feet long High Density pipe connects Hafiz Bandi with the main water source. The water flows down one and a half kilometres through gravity and goes up again through pressure for one and a half kilometres through these pipes to reach Hafiz Bandi and taps at the household level. In order to ensure regular supply of drinking water to the households, beneficiaries of the scheme collect a monthly fee for the regular maintenance and buy required material from the main market. Hameed shared that the maintenance cost of water supply scheme is relatively high for poor households. However, it is an important need of the people and they want to maintain it.

Discussion with the wider group of community members of village Salmia reflected that WMC at the village level wasn't effective in the maintenance of schemes and disintegrated soon after the withdrawal of the Diakonie Katastrophenhilfe team. It was difficult for members of the WMC to reach the scattered settlements and maintain schemes. However, each settlement is maintaining its own scheme and ensuring regular supply. The beneficiaries are willing to bear the maintenance cost of water supply schemes. A beneficiary of the scheme shared that 'Water supply schemes is a community need and will be maintained with or with out external support '.

Discussions from the community group in Salmia highlight two main lessons:

- Grass root initiatives and structures tend to be more effective and sustainable compared to structures introduced from outside.
- Interventions that benefit individual households are owned and maintained at the household level and therefore tend to be more sustainable compared to interventions benefiting larger groups of the community or are under communal ownership.

5.5 Disaster Preparedness

A large number of rural and urban communities in Kashmir have been negatively affected by the earthquake disaster of 8 October 2005. According to an earthquake damage assessment survey funded by the Asian Development Bank and the World Bank, the level of direct damage is higher in AJK than in NWFP. This is in line with Diakonie Katastrophenhilfe's strategy to reach out to the most vulnerable and neediest.

Therefore, in September 2007, Diakonie Katastrophenhilfe started a twelve month project "Community Mobilization for Disaster

Risk Management: Formation, Strengthening, and Institutionalization of Disaster Management Committees in the highest at-Risk Area of Azad & Jammu Kashmir (AJK), Pakistan". The specific objective behind the project is to build capacities in disaster preparedness and disaster risk reduction (DP/DRR) of target communities in the highest at-risk area, and to establish links with relevant stakeholders at the tehsil and district levels by raising awareness, reinforcing response mechanisms, facilitating coordination, and strengthening institutional knowledge.

The project encompasses four Union Councils; Salmia, Chikar, Hattian, and Chinari of

Muzaffarabad District in the Southern Jhelum Valley in Azad Jammu & Kashmir, Pakistan. In fact, the current zone of operation for this project was selected by Diakonie Katastrophenhilfe due to its proximity to the fault line and the consequent levels of high damage and destruction to human life and property. The area is located around 0–14 km within the fault line, the details of which are as follows:

- Chikar Union Council in Hattian tehsil: 12 revenue village communities and 5 wards in the town center, with 2,597 households and an overall population of 14,219.
- Salmia Union Council in Hattian tehsil: 16 revenue village communities with 3,523 households with an overall population of 16,655.
- Hattian Union Council in Hattian tehsil: 12 revenue village communities and 5 wards in the town center, with 2,852 households and an overall population of 13,404.
- Chinari Union Council in Hattian tehsil: 11 revenue village communities with 1,887 households and an overall population of 13,116.

The targeted area for Diakonie Katastrophenhilfe’s intervention is in the Hattian landslide zone. This landslide, triggered by the earthquake, is 2.5 km. long and 1 km. wide. It has formed two lakes, of which one is 70 m. wide and 15 m. deep, and the other one is 103 m. wide and 24 m. deep. Based on a study completed by the Earthquake Reconstruction and Rehabilitation Authority (ERRA) in cooperation with NESPAK (National Engineering Services Pakistan) and the Geological Survey of Pakistan, the dam formed as a result of the massive Hattian landslide is a major threat to those thousands of people living in the area.

The consequences of a failure of these artificial dams could be a second potential large-scale disaster in AJK. A number of agencies have undertaken technical studies to identify and understand the underlying causes of the hazards in the area. These studies have concluded that for AJK, landslides are a first-priority hazard, frequently occurring and intensified by the effects of the recent earthquake. Theoretical considerations also suggest that only one tenth of the cumulative elastic energy that has developed over the

Table 8: Summary of Activities and Targets Reached

Summary of Activities		Target Reached
Community based disaster preparedness and management	Establishment of Disaster Management Committees	71 DMCs in 61 villages
	Basic first aid training to master trainers	9 master trainers
	Distribution of emergency response kits to DMCs	71 kits
	Training of community volunteers by DMC trainers	515 community members (318 men & 197 women)
	Small scale mitigation projects	8 projects
	Puppet shows in the schools	2,411 students

last several hundred years was released by the earthquake.

Under the Community Based Disaster Risk Management (CBDRM), joint assessments were carried out by Diakonie Katastrophenhilfe and NRSP to ascertain the needs and capacities in disaster risk management. Subsequently the program was designed with a mitigation component that focused mainly on building gabion walls in landslide prone areas and a soft component focusing on capacity building of local communities and other partner representatives in disaster risk management.

Key activities under this component comprise:

- Formation and capacity building of Disaster Management Committees (DMCs)
- Awareness raising sessions in target communities and public institutions
- Implementation of small-scale mitigation projects
- DMC linkages with local authorities and strengthening institutional knowledge
- Dissemination of educational, training and information material on DP/DRR.

The interventions were implemented through NRSP in 61 villages of four Union Councils. The component has clear strengths that are mainly a strategic intent, strong partnerships, well-planned interventions and impacts at various levels. The timing of the interventions was very apt as the disaster was still fresh

We have taken the human resources (staff as well as community members) through the CBDRM to our program area in Sindh, an area prone to disasters like floods and cyclones, to help develop a DRM component there and to build local capacities.

Deputy Program Manager, MER, NRSP

in the minds of the people. The awareness and skills imparted during the trainings have made an impact on people's minds. These skills can be used in many instances other than large-scale disasters. The first aid trainings specifically have helped men and women develop skills to assist people with minor injuries or household accidents. The involvement of women specifically is an achievement given the conservative and traditional nature of the area.

The decision to implement through NRSP is strategically important in terms of institutionalizing disaster risk management (DRM). DRM is a new concept in which capacities are non-existent within the country. NRSP has presence in the entire country. The capacities built through this intervention have not only been utilized in the earthquake-affected areas but are also being extended to other program areas of NRSP throughout Pakistan. In this regard the CBDRM component of the program has had a ripple effect. A DRM cell has now been established in NRSP at the senior level and efforts are being made to mainstream DRM into all their development programs.

The CBDRM component was very well planned with community participation being at the heart of the interventions. Participatory tools were used right from the planning phase

and interventions catered to local needs and capacities. Some of the tools used were:

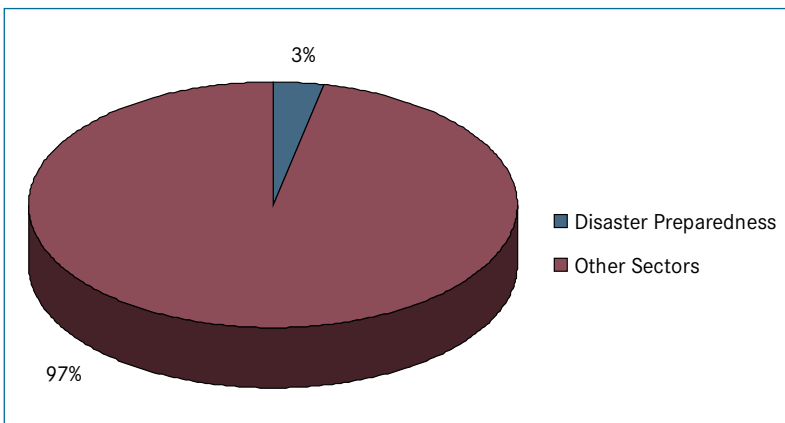
- Use of PLA (participatory learning and action) for assessments
- Hazard identification and hazard analysis (hazard mapping, seasonal calendar and history of profile of village)
- Vulnerability and capacity analysis (physical, social, economic and environmental)
- Stakeholder analysis (Venn diagram and interviews with relevant agencies and stakeholders)
- Compiling assessment results in hazard capacity and vulnerability assessment (HCVA) matrix
- Demographic data

Disaster Management Committees (DMCs) were formed, and roles and responsibilities of members identified. The involvement of women in the DMCs was impressive. The DMCs were provided with emergency response tool kits that can be used in case of an emergency. The first aid trainings were highly appreciated as most villages are far away from health care centers and community members often have to rely on help existing within the village, if any. The trainings were designed and based on internationally existing capacities; close coordination with the International Red Cross and Focus Humanitarian was a key to building on existing knowledge rather than reinventing the wheel.

The AJK Government has established a new department known as the State Disaster Management Authority (SDMA), the counter part at the state level of the National Disaster Management Authority (NDMA). The mandate of the SDMA is not only policy formulation for disaster management in AJK but also coordinating amongst all state and non-state departments/organizations working for the development of the area, to ensure that disaster risk reduction is addressed at all levels and capacities built in the process.

NRSP has played an important role in continuing the dialogue with SDMA regarding the importance of mainstreaming disaster risk re-

Figure 9: Disaster Preparedness as a % of Total Program Costs



duction in developmental interventions. There is discussion at the government level regarding mainstreaming disaster risk reduction (DRR) in public sector planning, a commendable achievement in terms of advocacy and policy dialogue. Initiatives like this parallel to interventions at the grassroots level ensure institutional strengthening and sustainability. Gaps identified, however, were the need for training/capacity building of policy makers on DRR as already implemented at the local level and the need for disaster hazard mapping of AJK.

Another potential area for further exploration is that of spreading out the disaster risk management (DRM) component to raise awareness on and mitigate environmental threats. Environmental degradation is a key factor in contributing to the intensity of disasters.

The CBDRM component has helped Diakonie Katastrophenhilfe shift very smoothly from relief towards development. The relief and recovery interventions followed by DRM activities, based on strong community participation and mobilization, provide a base for further development initiatives.

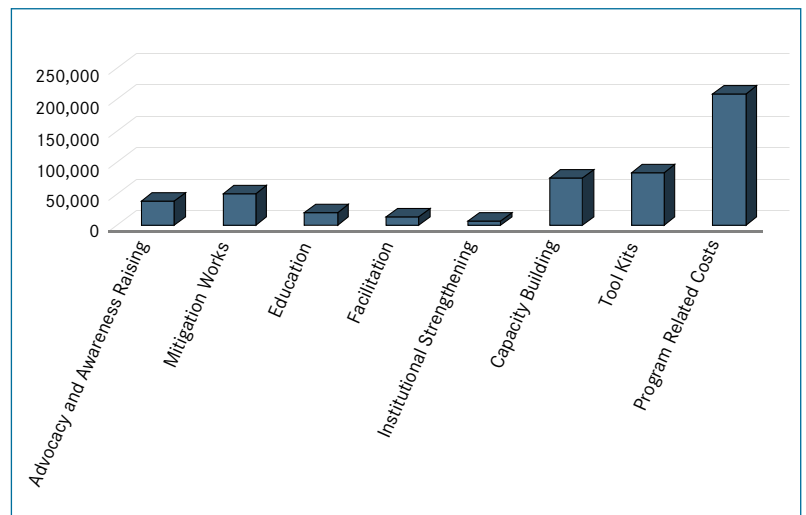
Disaster Preparedness Expenditure

The disaster preparedness component (CBDRM) of the program was funded through the ACT Appeal (ASPK61). The total costs of the component amount to € 532,404.73 out of which € 202,263.18 account for program costs.⁴ In addition to the soft and hard components of disaster preparedness, ASPK61 also supported reconstruction of a boys’ school in Nowshera, Hattian, and Muzaffarabad District. The costs of the reconstruction of the school have been excluded from the analysis given here.

The CBDRM component was approximately three percent of the total program costs as given in figure 9.

Looking deeper into the program cost breakdown (given in figure 10) of the CBDRM component revealed that the highest budget allocation was to program related costs including personnel costs for trainers, project

Figure 10: CBDRM Program Costs



coordinator, managers and monitoring officer. This is understandable since the main focus of this program was on building capacities of local communities and other partners in disaster risk management. Capacity building, awareness raising, and other intangible activities require skilled human resource. This is followed by the cost of toolkits, and of capacity building.

5.6 Infrastructure Reconstruction

The October 2005 earthquake caused vital damage to the infrastructure in the earthquake areas. The main elements of infrastructure; roads, water and sanitation, telephony, civil administration etc. became dysfunctional as a result of the disaster.

Diakonie Katastrophenhilfe’s intervention was mostly relief and immediate short-term rehabilitation. However, the infrastructure reconstruction was primarily ‘relief reconstruction’, especially in building shelters and roads, and aimed to recover essential assets to enable people to return to normalcy.

In Kashmir, generally speaking, the overall construction quality has increased, as buildings are now more earthquake resistant and have better insulation by people’s accounts.

⁴ Program and support costs have been calculated for the sake of analysis. Program costs here refer to all disaster preparedness activities, mitigation schemes’ costs, and personnel and transport costs directly involved in delivering the program. Support costs include admin costs, support personnel, transport, visibility, external evaluation, travel and audit.

Table 9: Details of Road Reconstruction

Phase I	Landslides, bridge and road repair	Bridges	2 kilometers
		Culverts	2 kilometers
		Link roads	9.5 kilometers
Phase II	Foot bridge and road repair	Foot bridges	4 kilometers
		Link roads	2 kilometers

The biggest hurdles in the way of reconstruction were the shortage/non-availability of construction goods/materials in the local market, non-availability of local labor, as most labor comes from other parts of Pakistan.

Diakonie Katastrophenhilfe has reconstructed roads, transitional shelters, WATSAN infrastructure and schools:

5.6.1 Roads and Bridges

Roads were reconstructed with focus on disaster risk reduction, as retaining and breast walls were erected at strategic locations (to counter landslides and falling rocks) on the repaired/reconstructed roads. Water drainage systems were also created to avoid landslides by draining excessive rainwater.

5.6.2 Transitional Shelters

Transitional shelters were constructed to provide immediate shelter to the affected communities. These shelters were provided for women headed households in the form of homes, for the community at large in the form of community centers, schools and transitional health units. The community centers not only provided a place for training but also for psychosocial interventions for women. The transitional schools enabled children to resume their education and to return to some level of normalcy soon after the disaster – an important way to help children deal with trauma.

The decision to provide local materials for reconstruction along with significant contributions from the affected communities in terms of other materials and labor seems to have a longer impact than the distribution of tents. As mentioned earlier, the shelters are still being used in the absence of permanent school buildings. These shelters are not only low-cost medium-term solutions but also provide some sense of permanence compared

to tents. According to the former program coordinator, Sema Genel, “given the fact that permanent construction of schools was delayed and further distribution of school tents or pre-fabricated school structures were not going to be cost-effective, transitional schools like the ones erected by Diakonie only months after the earthquake disaster were highly appreciated by the international humanitarian community at the time”.

The structures were up to quite an extent earthquake resistant. For instance, each new structure, including the transitional shelters, had doors that would open outwards. In the transitional shelters, there were also central beams to support the overall structure.

Items/Operation	Quantity
Transitional shelters (10 CGI sheets per house)	4,128
Transitional school buildings	75
Transitional community centers	15
Transitional health units	3
Transitional shelters for women headed households (all materials and labor provided by Diakonie Katastrophenhilfe)	238

5.6.3 Water and Sanitation Reconstruction

Though the water and sanitation reconstruction has been separately discussed as a sector (in chapter 5.4) some of the salient features are highlighted here.

Diakonie Katastrophenhilfe used effective yet easily repairable materials in all WATSAN activities. For instance, HDP pipes were used, which people can repair on their own with locally available materials.

Diakonie Katastrophenhilfe created WMC's (Water Management Committee) in every WATSAN project area, which are responsible for the operation and maintenance of the WATSAN schemes established. Every WATSAN scheme, however, was handed over to the local government.

Every WMC has two Diakonie Katastrophenhilfe trained plumbers with tool kits provided by Diakonie Katastrophenhilfe. However, generally speaking, the WMC's are not opera-

Table 10: Activities under Water and Sanitation Reconstruction Program

Support to school facilities and education	Sanitation facilities for schools	For 45 schools: - 56 latrines - 40 water supply schemes
Rehabilitation of rural water supply schemes, household sanitation and hygiene promotion (co-funded by ECHO)	Rehabilitation of water supply schemes	92 schemes
	Distribution of construction tool kits	3,193 tool kits
	Construction of household latrines	3,193 latrines

tional at village level as a sense of individualism and ‘mohalla-ism’ is prevailing in every village visited during the assessment. Therefore, every individual and smaller cluster of homes is these days caring and therefore being responsible for their own smaller geographical cluster, for instance, mohalla level etc.

Before the earthquake, roughly around 27% of population of UC Salmia and Chikar used proper latrines, but as Diakonie Katastrophenhilfe constructed or provided materials for latrines for every household, now the usage rate is around 100%.

Diakonie Katastrophenhilfe constructed latrines for households headed by widows and provided material to all of the other households, where the WATSAN project was implemented. Table 10 summarizes the activities, otherwise discussed in detail in the water and sanitation section.

5.6.4 Schools

All architectural designs were made by Diakonie Katastrophenhilfe Pakistan’s engineering and project staff and approved by NESPAK (National Engineering Services Pakistan).

Construction of permanent schools	Primary schools	2
	Middle schools	1
	High School	1

The education section above discusses lessons learnt and impacts in detail; whereas some lessons learnt are also captured below.

Ownership and Financing

- Several School Management Committees (SMC’s) were formed, which were responsible for up keeping and maintenance of the schools, ensuring presence of teachers and better quality of education.

- The SMC’s are, however, seeing a shortfall in interest by the general community, therefore, making them less operational. Their periodic meetings are not being held regularly.
- Another dilemma with SMC’s is their composition, as most members are either the teachers themselves, or some influential people from the community. This has made the progress stagnant, and the community therefore is gradually drifting towards an inability to respond to any need of the school or the overall education infrastructure in the village.
- When there were incentives (e.g. food items) given for participation in the SMC meetings, the attendance was higher, but with the gradual exit of NGOs from the areas, there are no incentives and no monitoring or technical support for the SMC’s, and hence less interest and attendance.
- The SMCs, which are the sole insurer of schools continuation in the absence of any external help through NGOs and/or Government, also face a ‘financial dilemma’. There is less ‘pooling in’ of monetary resources by the village populace in general for any repair, reconstruction or any event planning or management, hence there is less progress projected.

Lessons Learnt

Reconstruction of schools, mitigation projects, and water supply schemes have also been discussed in detail in the education, disaster risk management and WATSAN sections respectively. The overall findings of the infrastructure reconstruction interventions are:

- Important links have been revived; link roads and bridges have connected communities, which were cut off from the rest of the area.

Figure 11: Infrastructure Reconstruction as a % of Total Program Costs

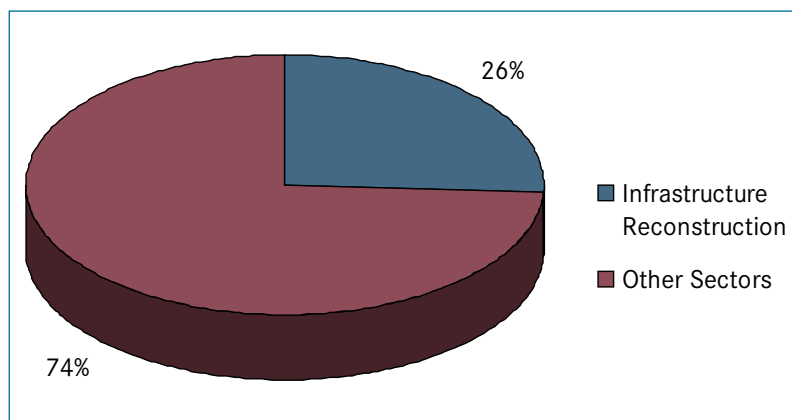
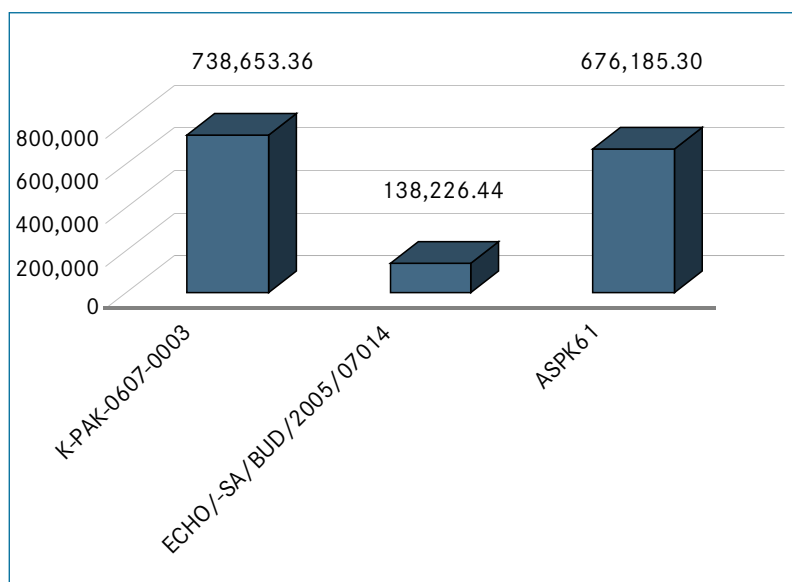


Figure 12: Funding Sources of Infrastructure Reconstruction



- Infrastructure reconstruction efforts have created a basis for development.
- Structures such as female headed household shelters; transitional schools and vocational training centers continue to be used by the communities.
- Links to concerned departments are important for the up keeping and maintenance of the reconstructed infrastructure. For instance, a large chunk of the link road to Kiati village has been swept away by landslides. Links between the com-

munity and the Local Government and Rural Development Department need to be strengthened so that damages like this can be repaired as quickly as possible.

Infrastructure Reconstruction Expenditure

The infrastructure component comprised three main streams of funding: Diakonie Katastrophenhilfe own funding, ECHO and the ACT Appeal. Since the infrastructure projects were merged into three different budgets, the support costs of the physical infrastructure components could not be separated from the total project budgets. Hence, the costs used here are purely program costs given under infrastructure reconstruction budget lines.

The total costs of infrastructure reconstruction came to € 1,553,065.10 equivalent to approximately 26% of the total program costs as given in figure 11.

The infrastructure reconstruction component was funded by Diakonie Katastrophenhilfe’s own funds, ECHO and ACT as given in the chart. The largest injection was made by Diakonie Katastrophenhilfe with € 738,653.36⁵ for the reconstruction of roads, bridges and three schools.

The projects and their monetary contribution to specific interventions in this sector are given in the table below:

Project/Budget	Specific Interventions Supported
K-PAK-0607-0003	Road rehabilitation, bridge and school construction
ECHO/-SA/BUD/2005/07014	Construction of transitional shelters
ASPK61	Nowshera High School construction

⁵ The figures given here are only direct program costs of the relevant physical infrastructure projects and do not include support costs.

6 Partnerships

Diakonie Katastrophenhilfe has entered into partnerships at different levels: at community level, with implementing partners, and at policy level for coordination. There are also formal and informal partnerships; apart from the formal partnership with communities and organizations, there is also evidence of a one-to-one relationship of the teams with the communities and implementing partners.

At the community level, the decision to be based in Salmia UC not only gave access to communities and vice versa, but also helped in building trust and mutual respect. The community members met with remembered the Diakonie Katastrophenhilfe core team by name. Delivering aid is one thing, building relationships is another; at a time when people are traumatized and disturbed, human relationships help as much as material aid.

The partnerships with implementing agencies like Sungi and NRSP increased the outreach of an otherwise lean team. According to discussions with the Diakonie Katastrophenhilfe and partner organization teams, NRSP in particular, the partnership went a step beyond carrying out joint assessments, aid delivery and recovery interventions. The two teams worked as one providing support in logistics, transport, and customization to local norms and culture, sharing human resources, and the list could be easily continued. The implementation process provided capacity building for both teams, for instance, the NRSP social mobilization team trained the Diakonie Katastrophenhilfe teams before sending them out into the field; on the other hand, Diakonie Katastrophenhilfe experts trained the NRSP teams in disaster risk management (DRM). The strategic partnerships entered into contributed immensely to the outreach of Diakonie Katastrophenhilfe's interventions and their effectiveness.

The partnership with the two key implementing agencies has meant a mutual value addition. In the case of NRSP, the value addition has been in terms of institutionalization of DRM and capacity building. For Diakonie Katastrophenhilfe the partnership has provided increased outreach creating a ripple effect, sustainability of interventions through the community mobilization process initiated

by NRSP and a smooth transition from relief to development. The partnership with Sungi, despite ideological differences (Sungi being purely a rights based organization) has rendered similar mutual benefits. For Sungi, the value addition has been the support provided by Diakonie Katastrophenhilfe in implementing an innovative idea/concept of women friendly spaces. On the other hand, Diakonie Katastrophenhilfe acquired an additional implementing partner, hence expanding its partnerships.

Though the partnerships were very strong and the implementation of interventions effective, however, Diakonie Katastrophenhilfe's role in qualitative monitoring could be enhanced. Diakonie Katastrophenhilfe could take a step back and focus on qualitative aspects of monitoring activities such as needs assessments, distributions, community centers and mobilization processes.

The earthquake response was coordinated by the Federal Relief Commission (initial six months of relief) and the Earthquake Rehabilitation and Reconstruction Agency (ERRA). The state level counter part, State Earthquake Rehabilitation and Reconstruction Agency (SERRA) and the District Reconstruction Units (DRUs) at the district level have been the coordinating agencies on the ground. Discussions with representatives of ERRA and DRUs revealed that there was close coordination between the different departments and Diakonie Katastrophenhilfe. There was evidence of a very comfortable level of interaction with the team. The DRU and ERRA representatives met with seemed very well aware of Diakonie Katastrophenhilfe's interventions and were very appreciative of the processes adopted. All interventions that needed No-Objection Certificates (NOCs) were implemented by following the processes. Concerned departments were kept in the loop at all times and the teams kept abreast of all policy changes undertaken by ERRA.

To summarize, Diakonie Katastrophenhilfe has had an all-inclusive approach. All stakeholders have been involved in planning, implementation and key decision-making. Such an approach not only increases acceptability and credibility but also ownership.

7 Program Management

7.1 Program Development

Diakonie Katastrophenhilfe's strategy is to work through partners; however, since Diakonie Katastrophenhilfe was not present in Pakistan, there were no existing partners. STL was Diakonie Katastrophenhilfe's implementing partner in Afghanistan and then in Iran. Some of the team members working in Afghanistan were hired when the recovery and rehabilitation program was started in Bam, Iran. As an emergency response organization, Diakonie Katastrophenhilfe started receiving donations for the October 2005 earthquake. Hence, they requested STL's team to carry out a rapid assessment in AJK and to develop a response program. As mentioned at the start of the report, three expatriate staff members arrived in Pakistan within days of the earthquake and mobilized a team to provide relief to selected affected areas.

Diakonie Katastrophenhilfe has a flexible approach allowing STL to take decisions and develop a locally relevant program. The strategy is to develop a relief response adapted to the local needs, and not only "to do what we can do well". The focus of Diakonie Katastrophenhilfe's approach is to work through local partners and with a local team, providing mainly technical support. The decisions are left to the local head of mission while giving general guidelines for the development and implementation of programs. The funding does not come with strings attached, which is probably one of the reasons why its programs are very close to ground realities and can cater for emerging needs at the grassroots level. Diakonie Katastrophenhilfe's mandate is to respond to emergencies. The strategic intent is very clear in providing immediate relief and recovery of essential assets and then phasing out. In the case of the AJK response, the transition from relief to development was smooth with Diakonie Katastrophenhilfe phasing out and NRSP phasing in as a long-term development agency. There was no confusion at any stage over commitment to long-term goals with a short-term strategy.

Diakonie Katastrophenhilfe's programming principles comprise accountability, transparency and neutrality in decision making disregarding religion/race, sex. Diakonie

Katastrophenhilfe and STL are both non-political organizations with the mandate to respond to emergencies where possible. Guidance is also taken from international standards such as SPHERE standards and the Red Cross Code of Conduct in developing and implementing programs.

The program development process depends on the "need" of the time and place. Sometimes it is also determined by funding availability and interest of back donors. However, ideas and concepts arise from the field and are incorporated in the programs/projects. The life cycle of the programs is highly participatory and allows room for adjustment to accommodate changing and emerging needs of communities. Having said that, Diakonie Katastrophenhilfe only venture into areas that they are confident they have the technical capacity for. For instance, health interventions were not carried out in AJK as Diakonie Katastrophenhilfe Pakistan or its partners did not have expertise in health programs. This is an important point, since committing to providing service that the organization is not well versed in can actually cause more harm than good.

After their arrival on 10 October 2005, the members of the expatriate team actively engaged in dialogue with local actors, particularly NRSP. The interventions were identified through the needs assessment carried out and information gathered from the UN clusters, the army, and other agents in the whole emergency response. A baseline assessment was carried out for need identification and subsequently the relief and recovery program developed. It is important to point out here that the program developed was not carved in stone; on the contrary, it allowed flexibility and adjustments to meet emerging needs.

7.2 Monitoring and Evaluation

The relief phase projects were developed very quickly and the only document prepared was the budget. However, clear objectives and targets were set, providing the basis for monitoring and evaluation (M&E). The M&E approaches were decided in collaboration with the implementing partners. With NRSP,

it was easy to come up with an M&E process, as NRSP is already very well versed in and using participatory monitoring tools.

The interventions were monitored very closely by not only the team on the ground but also by the office in Islamabad, the regional coordinator and the head quarters (HQ), the roles of course deferring as one moves away from the field towards HQ.

At the field level, the distributions were monitored regularly. After the relief phase, teams made door-to-door visits to ensure that distributions had been made. During the emergency phase, the project assistant also recorded case studies and household visits. Additionally, daily reports were prepared and sent to relevant supervisors. Regular monitoring visits were made by the project office based in Islamabad. The monitoring visits were made not only to check that activities were implemented as planned and within given timelines but also to check the quality of interventions. The Islamabad office was actively involved in monitoring implementation and budgets. The regional coordinator and HQ also monitored the implementation process and gave input into it. It is important to highlight here that the conclusions from the monitoring activities were continuously fed back to the field and into project implementation. Some of the important highlights of the monitoring mechanism put in place are:

- The monitoring activities were of truly participative nature.
- Tools and methods were developed in collaboration with partners.
- Learning emerging from the monitoring process was fed back into the implementation process.
- Community involvement in monitoring, especially in the case of school construction, was impressive.
- Specific exercises such as a baseline study and a post-evaluation study for the ECHO funded project, pre and post KAP studies for the WATSAN interventions, and pre and post evaluation studies for the CBDRM component were carried out to assess the impacts of the interventions.

Diakonie has kept us aware of and involved in not only the education sector activities but also all their interventions. We would like other organizations to follow suit.

Education Coordinator, DRU Muzaffarabad

- For technical projects such as physical infrastructure, expatriate technical experts were brought in for monitoring and quality checking.

Log frames are helpful tools in developing and monitoring programs. Indicators specifically are important to enable targeted qualitative monitoring. The use of indicators has been low; monitoring has been more geared towards activity monitoring, hence numbers have remained the focus. There is a counter argument on the use of log frames, as they tend to become restrictive. It is recommended to create a balance between the usage of quantitative as well as qualitative indicators while still maintaining a certain level of flexibility in decision making especially regarding adjustment of interventions according to the real needs of the affected communities.

Important lessons learnt in the area of program management are:

- The decision to engage community members as staff has helped create job opportunities, and increased accessibility to the communities.
- Local procurement has supported the local market.
- The implementation strategy to work in areas where there was very little presence of other organizations has helped avoid duplication.
- Diakonie Katastrophenhilfe has worked in the different sectors according to the rules and regulations set by the government and has obtained NOCs where required.
- Forms and templates used in other emergency programs were available and adapted very quickly.
- A well thought out exit strategy is very important and needs to be considered from the start of program implementation.

We do not jump into things we cannot do.

Country Representative, Diakonie Katastrophenhilfe

- Emphasis needs to be placed on qualitative monitoring and evaluation.
- Decision-making throughout the program was flexible and participatory.
- Though there was a lot of flexibility in decision-making, the team also felt “blind-

folded” at times; some guidance at the start and support in terms of templates would have been helpful.

- “Participation” was the underlying factor of program management.
- The beauty of the program has been its dexterity and openness; with growth and putting systems and structures into place, there is a danger of organizations becoming bureaucratic and losing their edge as smooth players.

8 Organizational Capacity

Diakonie Katastrophenhilfe started its work in AJK without any prior presence in the country. The response was initiated with only three expatriate members, one arriving from Iran and two arriving from Afghanistan.

A program team was mobilized very quickly and the immediate relief distributions commenced in short time. Policies and procedures were set along the way. The first instance to focus on policies, procedures and formats was with the start of the ECHO funded project in April 2006 – which also marked the point when the initial Diakonie Katastrophenhilfe/STL operation became officially a Diakonie Katastrophenhilfe operation only. Manuals and systems have been put into place since January 2009 comprising:

- i. Admin and finance procedures
- ii. Internal staff regulations
- iii. Health, safety and security (HSS) guidelines
- iv. Logistics procedures

The administration/finance, human resource management and logistics processes are discussed below.

8.1 Admin/Finance

The workings of admin and finance draws from the set policies and procedures, in the form of ‘Admin and Finance Procedures’, which is a comprehensive document covering

local applicability/adaptability of procedures, cash & budget management, forecasting etc.

The admin/finance team consists of:

- i. Finance and admin manager [FAM]: A position only available for expatriate staff, with overall responsibility of smooth admin and finance operations. He/she manages the other admin/finance team members.
- ii. Assistant finance manager [AFM]: Directly assisting the finance and admin manager mainly in finance and also contributing in admin related matters. Assisting in donor compliance, audit coordination, bank accounts handling, budget forecasting, withheld tax submission and filing of monthly tax returns.
- iii. Admin/accounts assistant: Positioned in the field office of Garhi Dopatta, handling accounts and administration of the base office. The position is responsible for the preparation of monthly forecasts for the field office, handling of assigned cash-box and for the operation and maintenance of the field office.
- iv. Admin/HR officer: Positioned in Islamabad and reporting to the FAM, the Admin/HR is responsible for assisting FAM in admin related tasks and matters, and providing the HR cover by keeping and maintaining staff data/records, recruitment

of new staff members and also analyzing security related matters as designated by the management team.

Important lessons learnt/findings regarding admin/finance are:

- In the absence of other admin/finance procedures, general rules and regulations of Diakonie Katastrophenhilfe were being used. The general guidelines provided by Diakonie Katastrophenhilfe enabled the program to be initiated. The important point here is that there were no delays or hurdles due to the lack of policies and procedures. Systems were built as the need arose; the emphasis was on program delivery.
- With the commencement of the ECHO project in April 2006, the need to improve systems was felt. That was the point where Diakonie Katastrophenhilfe started revising systems to meet the requirements of ECHO funding. This was further justified by requests from UNICEF on their need to see operational structures and systems in place, such as salary scales and staff performance evaluation systems, etc.
- Three financial audits, one by Earnest and Young and two by A.F. Ferguson and Co. were undertaken; these were covering the periods October 2005 - March 2006, April 2006 - December 2007, and January - December 2008. Despite the lack of written policies and procedures, the audit reports

did not have any major observations regarding the transparency and accountability of interventions and their support functions.

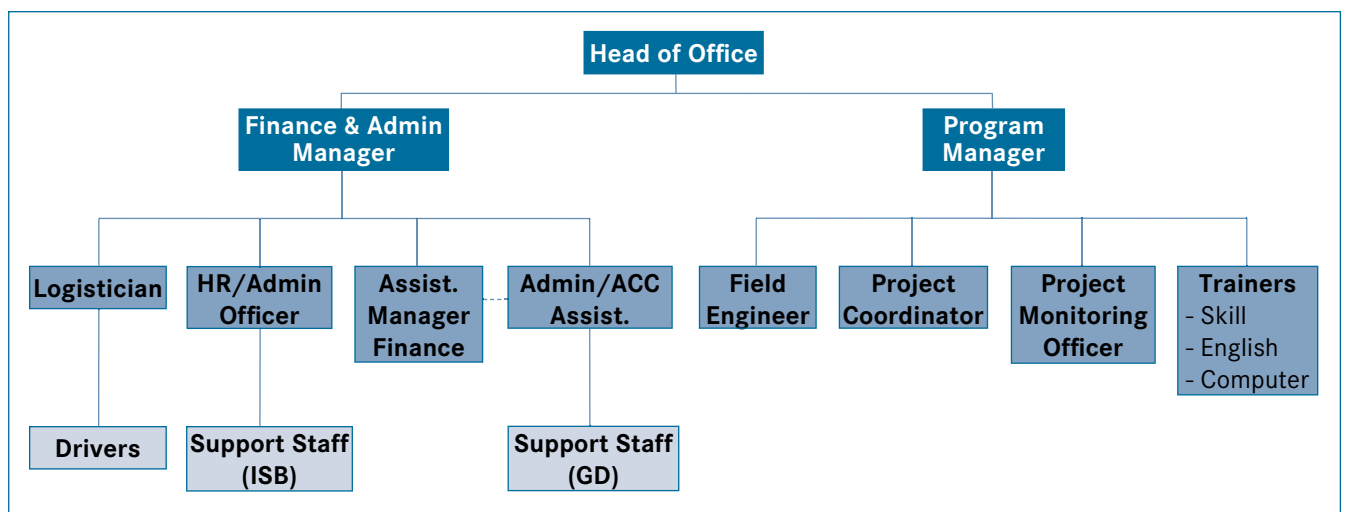
- The nature of emergencies is chaotic. However, it is important to develop procedures and settle down quickly to avoid personality driven decision-making. When developing systems care must be taken to develop supportive policies; programs must be intervention led and not system led. At times, too much emphasis on procedures can hamper program delivery. In an emergency situation swift decision is a key to making interventions effective; the trade off is a tricky one.
- Diakonie Katastrophenhilfe now has all policies in place for its Pakistan program. In case of response to another emergency, a locally developed response can be put together fairly quickly.

8.2 Human Resources Management

The human resources of Diakonie Katastrophenhilfe-Pakistan are governed by the internal staff regulations and HR guidelines of Diakonie Katastrophenhilfe-Pakistan. The Admin/HR officer is responsible for the functioning of the HR Department.

The current organizational chart of Diakonie Katastrophenhilfe Pakistan is given below:

Figure 13: Organizational Organigram of Diakonie Katastrophenhilfe Pakistan



Each position has a set job description and a set line management as illustrated in the organizational chart at figure 13. The job descriptions are flexible and any staff member can be assigned additional/special responsibilities where necessary.

Findings and lessons learnt are:

- The operation was started by only three members. At its peak, the program was run by a team of 70–80 members. Initial recruitment of field staff was done with support of NRSP. The field teams hired were all locals. NRSP, at the request of Diakonie Katastrophenhilfe, delivered social mobilization trainings to newly recruited staff in order to simultaneously undertake community mobilization and incorporate participatory tools while planning and implementing the relief operation. Some key staff, such as admin and finance assistants was employed with the reference of NRSP. Without this support, the team would have been at a loss to find the right people for the program. After the initial recruitment was done and the program initiated, a regular recruitment process was established.
- The Diakonie Katastrophenhilfe core team did not have any technical expertise. Hence, technical expertise was hired locally. The team built their capacity fairly quickly through trainings and interaction with and support of local organization, specifically NRSP.
- The Diakonie Katastrophenhilfe team was highly motivated and worked under difficult conditions. Providing humanitarian support to disaster-affected communities is one motivational factor. Moreover, the dedication and commitment of the management kept the motivation levels very high. The management team was also based in the camp, living under similar circumstances as the rest of the team with very close and comfortable interaction. There was no organizational hierarchy or bureaucracy.
- Diakonie Katastrophenhilfe built capacities of staff that was employed during the program. NRSP was key contributor to training staff members in areas such as community mobilization and hygiene promotion. STL has also provided trainings in technical areas such as disaster risk management not only to the program staff in AJK but also of partners. They have also carried out trainings on issues like safety and security.
- Training for staff is directly linked to their job descriptions. However, it is imperative for a staff member that has undergone a particular training to share the learning and the resources with other members of the team. This is an important strategy in building an institution.
- It has been difficult to retain expatriate staff for long periods of time. The deteriorating security situation and limitations on expat staff mobility create an environment that is difficult to survive in. Though two weeks of rest and recreation time after every three months is given to expat staff, there is still a lot of stress to deal with.
- There is an open door policy in the Diakonie office and weekly staff meetings are held to discuss all issues. However, there is no grievance mechanism.
- The downtime, when the earthquake program is in its last stage, is being utilized to further build staff capacity. This is an important strategy, as resources need to be built in case another emergency occurs. The resources built are now being used to prepare a response program to the IDP situation in NWFP.
- Putting systematic structures in place is an important way of building institutions so that the quality of interventions does not change with change in personnel.
- There was no appraisal system in place during the relief and recovery operation. The system has been put into place since January 2009. A performance based appraisal system is essential not only to assess performance of employees but also to keep them motivated.

9 Communication and Visibility

The program approach of Diakonie Katastrophenhilfe on communication and visibility is changing with time and adapting to the evolving security situation in the country.

The visibility of the program can be analyzed at three levels: community level, implementing partners and government and wider humanitarian audience.

1. Community level

- There was clear communication between the project staff and the beneficiary community regarding the program objectives, interventions and funding support. The discussions with the community groups clearly depicted the clarity of communication between the community and program staff right from the start of the program, which remained in beneficiaries' minds even three years after the earthquake.
- The program adopted various methods for ensuring visibility of its interventions in the targeted Union Councils. This was done through signboards on the scheme sites, field staff using jackets, caps and logos on the items distributed among the community members.
- The presence of staff in the field camps also contributed clearly to Diakonie Katastrophenhilfe's visibility in the targeted Union Councils. The approach was much appreciated by the communities and has left imprints on communities' minds.

2. Implementing Partners and Government

- Though a relatively small player in the overall earthquake response, the relevant departments met with were aware of Diakonie Katastrophenhilfe's work. In fact, the ERRA Chairman and German Ambassador were brought to one of Diakonie Katastrophenhilfe's sites for a visit.
- Diakonie Katastrophenhilfe's logos were displayed on project documents and signboards prepared by NRSP and Sungi.

3. Wider Humanitarian Audience

- Diakonie Katastrophenhilfe participated in all relevant coordination forums both at Muzaffarabad and Islamabad level. The coordination, information sharing and adoption of ERRA specifications were appreciated by the DRUs relevant sections such as education. Similar level of coordination was carried out at the Islamabad level.
- Diakonie Katastrophenhilfe has a wealth of experience and lessons learnt from its relief and recovery program implemented after the earthquake. The program should focus on compiling its experiences as an effort towards knowledge management of its approach and lessons learnt. This will not only help Diakonie Katastrophenhilfe in building upon its experiences in other emergency situations in Pakistan and other parts of the world, but these should also be disseminated to other humanitarian organizations within the country for sharing experiences and information.

Case Study: Nowshera School

The previous engineer of the contractor at the construction site of the Nowshera High School was not performing well. The community members were suspicious of him. He entered the construction site with some of his workers in the middle of night at one point under the pretext of pouring cement into the foundation. Community members, already watchful of him, caught him and did not allow him or his workers to enter the site. The engineer and his team had to be fired as the community was not happy with the quality of his work and he was not delivering what he had committed to.

10 Conclusion

Numerous organizations, local, national and international, have contributed to providing relief, helping communities recover their lost assets and rehabilitating their livelihoods in the aftermath of the October 2005 earthquake. Organizations have implemented programs and projects with different approaches and strategies. In some ways, the affected areas have also generally been used as experimental labs with some experiments being successful and others bringing more harm than good. There is always room for new and innovative ideas in the humanitarian sector, as long as they are safe and appropriate. It has been a learning process for all stakeholders as this was an unprecedented disaster in the country.

Diakonie Katastrophenhilfe mobilized its team very swiftly and responded to the needs of the affected population. The team brought in experience from other countries but also learnt and refined the interventions as it went along. The impacts of interventions may be positive or negative, intended or unintended; the effectiveness and efficiency of interventions may vary; some initiatives may be less sustainable than others; the important thing is that programs are designed based on ground realities and needs and are flexible enough to allow modifications to adapt to changing needs. At the core lies the commitment to contribute positively which is very evident in Diakonie Katastrophenhilfe's interventions. Some of the important conclusions from the Diakonie Katastrophenhilfe's relief and recovery program are discussed below.

10.1 Needs Assessment

Needs are not a constant phenomenon; needs change with time. "Perceiving" needs of a population that has been hit by a disaster is one thing and "assessing" their needs is another. Diakonie Katastrophenhilfe has made all out efforts to assess needs on an ongoing basis and to respond to them as they arise and change. This is one of the main reasons they have been able to gain the respect and trust of the communities. Moreover, the participatory needs assessment process adopted by Diakonie Katastrophenhilfe and their partners has helped them reach out to all groups

of the community and to respond to the most immediate and intermediate needs of communities enabling them return to normalcy.

10.2 Community Participation

The true essence of "transparency and accountability" lies in the active participation of all stakeholders in the program processes, starting from needs identification all the way through to monitoring and evaluation. Often, humanitarian and development organizations adopt a "participatory" approach but then actively involve only implementing partners or government stakeholders; communities are usually excluded from designing, implementing and M&E activities. Such interventions are almost always not a success and are not owned by communities. The key to the success, effectiveness and positive impacts of Diakonie Katastrophenhilfe's interventions is the active involvement of communities; they have remained the center of all interventions and been important contributors to decision making regarding the relief and recovery interventions.

10.3 Depth vs. Spread

Diakonie Katastrophenhilfe's strategy was to focus on a geographical area and cover each and every household in the area. This approach of programmatic depth versus geographical spread has proved to be an effective one. As a result, the program has reached out to all social and economic groups equitably; avoided duplication and/or random exclusion of community groups; and, optimized the use of limited resources. It is important to share this approach and the important lessons learnt from this approach with the wider humanitarian/development community.

10.4 Linking Relief to Development

Often humanitarian organizations make the mistake of committing to resolving long-term issues with a short-term commitment/strategy. This causes programs and projects to be ended very abruptly leaving communities in

a limbo. Diakonie Katastrophenhilfe has been very clear about its strategy to provide relief and help recover some essential assets. The exit strategy was very well thought-out and implemented with Diakonie Katastrophenhilfe phasing out and NRSP, a developmental agency, picking up where they left off. The CBDRM component has been the key link in the transition from relief to development. Diakonie Katastrophenhilfe laid the foundation by rebuilding the basic infrastructure; NRSP, with a commitment to stay long term, took over and continued with a developmental approach.

10.5 Supportive Systems and Structures

During the relief phase, there were only few systems and structures in place given the fact that there was no prior presence and the

team had to be mobilized very quickly. Some formats and templates were adapted from STL's previous work in Afghanistan and Iran.

Diakonie Katastrophenhilfe's program has been regularly audited, internally and externally, and no major observations were made despite the lack of systems and structures. Systems and structures are important as they help in institutionalization instead of depending on individuals; however, there must not be a trade off with program delivery. Systems must be developed but only to support program delivery, and not slow it down.

Diakonie Katastrophenhilfe's delivery was very swift; management must take care that the essence of the organization's work is not lost by putting stringent systems and structures into place. As is the nature of emergency response, nimbleness and ability to respond to emerging needs must be retained.

11 Recommendations

Though recommendations are sprinkled into the entire report, this section summarizes and lays down some of the over-arching suggestions made by the evaluation team.

Program Management

- System and structures being put into place must further support program implementation; the essence of Diakonie Katastrophenhilfe's work must not be lost.
- Project management tools such as log frames need to be used, with regular updating, ownership and understanding of their purpose.
- Lessons learnt and good practices must be shared with a wider audience as there are many important experiences that other organizations can learn from and replicate e.g. the focus on programmatic depth rather than geographical spread, the smooth transition from relief to development, clear strategic intent, and participatory approach in the true sense of the term.

- To carry out the incremental learning from the past and transforming the learning for the future, strategies must be in place to manage innovations.
- Integration of environmentally friendly approaches to relief operations can be initiated; establishing mechanisms for disposal of relief item packages and waste in an environmentally sound manner, using the presence on the ground to build capacities, raise awareness and advocate for environment, considerations of clean energy resources, using low emission vehicles, introducing green procurement procedures are some of the suggestions for doing so.

Program Implementation

- Indigenous community structures should be strengthened instead of creating new structures.
- There are many innovative ideas implemented under different sectors (water and sanitation, shelter, food, agriculture, logis-

tics, protection); these ideas and experiences should be built into the aid delivery and recovery context at large.

- Power dynamics need to be worked around and not further strengthened.
- Relief distribution mechanisms need to be designed in a manner as to ensure physical outreach to vulnerable groups.

Emergency Response

- It might be more appropriate to distribute cash if food is available in local markets but no money to buy it due to high cost of transportation and distribution in remote areas.
- The system of beneficiary cards was appreciated by communities, since the system allows easy follow-up, more transparency, and equity in distribution and ensures the targeted coverage. This system can be used in other responses.

Education Sector

- Follow-up on the improvement of the quality of school construction in village Dharian to ensure safe and secure schools for students are recommended.

Livelihood Sector

- Develop and implement an effective strategy for the sustainability of the vocational training centers and women friendly spaces (WFS) before the withdrawal of Diakonie Katastrophenhilfe and handing over to implementing partner. This strategy needs to particularly look into marketing links, affiliation of WFS with government institutes, assessment and response to the local power dynamics.

WATSAN

- Steps should be taken to improve the quality of water (filtration mechanisms in tanks, awareness on boiling water before drinking, chlorination of tanks, etc.).
- Operation and maintenance of schemes can be enhanced if communities are mobilized around the scheme itself and not at the village level.

- Operation and maintenance funds established at the scheme level can help cover repair costs.

Disaster Risk Management

- Diakonie Katastrophenhilfe and NRSP should continue their collaboration with the Government, ACT partners, and development agencies working for longer term recovery, as an example of building strong and productive partnerships.
- Document lessons learnt from CBDRM to share with others, for example in the use of simulation exercises, which have proven to be particularly helpful for increasing community preparedness.
- NRSP should continue to encourage women's participation in training sessions. Efforts should also be made to make Disaster Management Committees more inclusive for vulnerable groups such as elderly and disabled people.

Infrastructure

- Transitional shelters provide room for transition to durable settlement solutions and local development; which also help agencies to shift focus short-term products such as tents. It can also support infrastructure, cutting across other sectors such as education and taking a broad livelihood focused approach. Though a small and quick investment, these shelters provide value and are recommended in other responses.

Terms of Reference

Impact Evaluation of Diakonie Katastrophenhilfe's Kashmir Relief and Recovery Operation, 2005–2009

1. Background

The South Asia earthquake that struck the North West Frontier Province and Azad Jammu and Kashmir (AJK) on 8 October 2005 was particularly devastating both in terms of human loss and destruction. The disaster killed approximately 75,000 people; injured 70,000 more and left an estimated 3 million people homeless in the beginning of the winter in very poor condition. An estimated 600,000 housing units were destroyed or severely damaged.

All sectors experienced problems related to the earthquake. Extensive damages were reported in relation to economic assets, infrastructure, social service delivery, commerce and communications, which were either debilitated or destroyed. The vast geographic area affected, along with the rugged mountainous topography and inaccessibility of many populated areas made the humanitarian response particularly difficult.

The emergency phase was rapidly organized with consistent efforts from many international agencies and NGOs. The Pakistan Army also gave support in preliminary relief actions. The Earthquake Rehabilitation and Reconstruction Authority (ERRA) was formed to coordinate the overall relief effort and to define criteria and supervision in all identified sectors.

Diakonie Katastrophenhilfe Pakistan and its international partner organization Support to Life (STL) started the emergency relief operation in AJK right after the devastating earthquake. In the first phase of the operation, priority needs were met by distribution of a large variety of relief items. During this emergency relief and recovery phase, main project areas were the construction of transitional housing and the rehabilitation of infrastructure within a food-for-work program.

In the second phase of the operation, Diakonie Katastrophenhilfe concentrated its operation on rehabilitation and winterization activi-

ties such as health and hygiene, education, psychosocial care, livelihood, skills development, reconstruction and capacity building projects. Recently, Diakonie Katastrophenhilfe has completed a community based disaster risk management program, and is working on the construction of a permanent school building and support to education and livelihoods.

2. Objectives of the Evaluation

This evaluation will assess Diakonie Katastrophenhilfe Pakistan's immediate emergency response to the earthquake as well as the period leading up to the reconstruction/rehabilitation phase, and finally looking at its community based disaster risk management program as a pilot project with a view to drawing lessons for Diakonie Katastrophenhilfe's country office and emergency preparedness, disaster risk reduction and future emergency response. Furthermore, by doing this exercise Diakonie Katastrophenhilfe's Pakistan office will present an account to all its stakeholders.

The objectives of this evaluation are two fold:

1. a) To assess the results of the Diakonie Katastrophenhilfe interventions and their impact in the relief, recovery and rehabilitation of the assisted earthquake-affected populations.

1. b) To assess the quality of Diakonie Katastrophenhilfe Pakistan's emergency response including adherence to Sphere standards and compliance with Diakonie Katastrophenhilfe mandate, values and principles.

1. c) To develop lessons learned and recommendations that will help Diakonie Katastrophenhilfe Pakistan office build disaster management and emergency preparedness capacities into future programs in order to help communities better cope with risk and to enable a more timely and appropriate response to disasters and crises in the future.

2. To provide transparency and accountability to donors, beneficiaries, Diakonie Katastrophenhilfe's stakeholders, and other relevant third parties.

3. Evaluation Criteria

Evaluation criteria are three fold:

a) Evaluation shall follow OECD criteria of

- Efficiency
- Effectiveness (including timeliness)
- Relevance and appropriateness
- Impact
- Coverage
- Sustainability of the program results at the community level.

Specific questions in relation with the set criteria include:

Efficiency

- What were the outputs (both qualitative and quantitative) in relation to the inputs?
- Would greater investment in preparedness measures have resulted in more effective and less costly responses?

Effectiveness

- Were the operation's objectives achieved?
- Did the outputs lead to the intended outcomes?
- Was the quality good?
- Appropriateness of procedures

Relevance and Appropriateness

- Were the assessments undertaken appropriate for the identification of real needs?
- Was sufficient attention given to the identification of clear objectives and activities?
- Was the assistance appropriate in relation to the customs and practices of the affected population?

Impact

- Were beneficiaries satisfied with the assistance provided?
- Were cross cutting issues (gender, age and environmental issues) taken into consideration adequately in all relevant areas of the response?

Coverage

- What efforts were made to ensure that particular populations, vulnerable groups and areas were not overlooked?
- Were beneficiaries correctly and fairly identified and targeted?

Sustainability

- What efforts were made to build on local capacities?
- Were feedback and communication systems in place for the beneficiaries?
- What were relations with external actors?
- How will recurrent costs and future expenditure be covered after the end of Diakonie Katastrophenhilfe's operation; what is the effect on other economic activities?

b) Evaluation will also review the performance of Diakonie Katastrophenhilfe's program and resource management

- To what extent did Diakonie Katastrophenhilfe Pakistan have the capacity (systems and procedures, sufficient human resources) the level of preparedness to facilitate a rapid and appropriate response?
- How did Diakonie Katastrophenhilfe's capacity of staffing affect the quality of the response?
- How effective and appropriate were these processes in ensuring relevant and timely project delivery in support of the most needy and vulnerable?

c) Specifically, the proposed evaluation will address the following considerations:

- Sphere minimum standards,

- Red Cross/NGO Code of Conduct,
- Communication & Diakonie Katastrophenhilfe visibility,
- Cross cutting issues including gender, conflict management, environment, participation of primary stakeholders (approaches used during project cycle),
- Coordination with other stakeholders
- Unintended impacts (positive and negative)

Some specific questions in relation with the above-mentioned considerations include:

- What indicators were used to measure impact during implementation? E.g. Sphere standards
- To what extent were the principles of Red Cross/NGO Code of Conduct applied?

4. Evaluation Methodology

The methodology of the evaluation will include a combination of desk review of all relevant documentation of Diakonie Katastrophenhilfe's Pakistan Kashmir Operation, along with field travel, key informant interviews and focus group discussions both with beneficiary communities, Diakonie Katastrophenhilfe staff in Pakistan, and key external stakeholders such as Pakistan government representatives, other international NGOs, and UN agencies.

The evaluation team will use appreciative inquiry, gender-sensitive and participatory approaches to seek the views of beneficiaries and, where appropriate, non-beneficiaries. Inclusive techniques will be another important approach of the evaluation in order to ensure active participation in the evaluation by staff of implementing partner agencies and local and central government officials.

The evaluation team will ensure confidentiality of information, in that all documents and data collected from interviews and focus group meetings will be treated as confidential and used solely to facilitate analysis. Interviewees will not be quoted in the reports without their permission.

For the communication of results, an official report of the evaluation will be prepared and presented. This concise report with focused practical recommendations will provide lessons to Diakonie Katastrophenhilfe's Pakistan project staff and Diakonie Katastrophenhilfe Stuttgart for improvements in emergency response in future operations followed by effective and efficient disaster management.

This report will also be supplemented by a presentation of preliminary findings to key stakeholders (both internal and external) to provide immediate feedback especially to Diakonie Katastrophenhilfe Pakistan staff and to give the evaluation team an opportunity to validate findings.

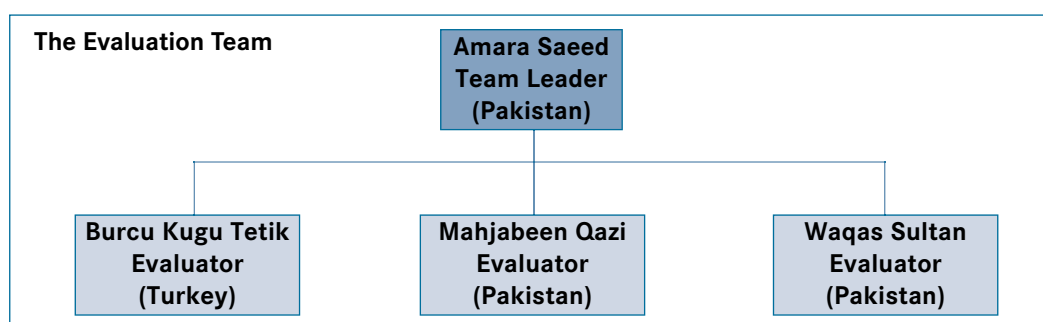
5. Components of the evaluation report

The proposed evaluation report will include the following headings:

- a) Introduction
- b) Methodology
- c) Diakonie Katastrophenhilfe Pakistan's decision to engage in the earthquake response
- d) Human resources and management systems
- e) Logistics
- f) Partnerships and coordination
- g) Community capacities and needs
- h) Gender
- i) Environment
- j) Communication and visibility
- k) Programming and delivery
- l) Conclusions and recommendations

6. Evaluation Team Composition

The proposed evaluation team will be made up of 4 people comprising of 1 team leader, 1 local external evaluator, 1 internal evaluator, and 1 local Diakonie Katastrophenhilfe staff member. The impact evaluation exercise will



be led by the external team leader, Ms. Amara Saeed.

A second external Pakistani evaluator is recommended, as this person will be familiar with the local language (cutting down on translator costs) and will be a valuable contribution due to his extensive hands-on experience in conducting evaluation studies.

There will be one internal evaluator from STL, who has experience with project work as well as administrative and operational work, and has been active during the designing of the relief and recovery operation of Diakonie Katastrophenhilfe in Kashmir. A final team member will be a local from the Diakonie Katastrophenhilfe Pakistan office.

7. Use of Evaluation Results

The evaluation will make recommendations to various levels within Diakonie Katastrophenhilfe (e.g. the country office, HQ in Stuttgart) in order to improve the quality of Diakonie Katastrophenhilfe's emergency preparedness and response to future emergencies.

8. Proposed Schedule

A total of 29 days is envisaged for the team leader, 26 days for the STL team members, 24 days for the external evaluator from Pakistan, and 24 days for the Diakonie Katastrophenhilfe Pakistan staff member.

The evaluation schedule looks as follows:

Activity	Planned Days	Person(s) responsible	Proposed starting date
Preparation Phase			
Finalizing of the evaluation ToR		STL	28-Apr-09
Desk review of key documents	4 days	Full team	25-May-09
Development of mission plan	1 day	Full team	29-May-09
Logistics arrangements		Diakonie Katastrophenhilfe Pakistan Office	1-Jun-09
In-country Mission Phase			
Travel – arrival in Islamabad	1 day	STL team member	5-Jun-09
In-country briefing of evaluation team and confirmation of mission plan	1 day	Full team	9-Jun-09
Briefing and brainstorming at Diakonie Katastrophenhilfe Pakistan Office	1 day	Full team	10-Jun-09
Field visit to project sites	7 day	Full team	11-Jun-09
Reflection on findings	1 day	Full team	18-Jun-09
Organizational assessment and stakeholder visits	3 day	Full team	22-Jun-09
Team analysis and debriefing sessions at Diakonie Katastrophenhilfe Pakistan Office	2 day	Full team	25-Jun-09
Departing from Islamabad	1 day	STL team member	27-Jun-09
Reporting Phase			
Drafting the report	7 days for team leader, 4 days for team members	Full team	15-Jul-09
Circulation of draft report	1 day	Team leader	21-Jul-09
Final report after incorporating feedback on draft	1 day	Team leader	5-Aug-09

List of Meetings

Date	Name of Person	Designation	Organization
11 June	Mrs. Mehwish	Education coordinator	DRU Muzaffarabad
11 June	Mr. Junaid Khan	Environment coordinator	DRU Muzaffarabad
11 June	Dr. Shaukat	Director	TEVTA Muzaffarabad
12 June	Mr. Maroof Awan	English Language trainer	Diakonie Katastrophenhilfe
12 June	Mr. Faisal Rafiq	Computer trainer	Diakonie Katastrophenhilfe
12 June	Female trainees English language course		
12 June	Female trainees computer course		
12 June	Mr. Ali Naqvi, Mr. Israr Ashraf, Mr. Asim Mogul, Mr. Amir Khurshid		Male training graduates
12 June	Mr. Adeela Afzal, Mr. Sabitha Siddique, Mr. Sobia Iqbal		Female training graduates
12 June	Mr. Sarwar	Junior teacher	Nowshera School
12 June	Community members/SMC members in Nowshera		
13 June	Vocational training center/farmers in Mohatar		
13 June	Vocational training center/community member in Pano Pindi		
13 June	Community meetings in Andraseri		
13 June	Community meetings in Nargoli		
14 June	Community meeting/ teachers meeting in Salmia		
14 June	Community meeting in Hariala		
14 June	Community meeting in Jabbar Jandali		
14 June	Mr. Aziz Ahmed – NRSP		
15 June	Community meetings in Jabar Batang		
15 June	Community meetings in Dharian		
15 June	Meeting with the teachers of Dharian School		
15 June	Community meeting in Battangi		
15 June	Community meeting/SMC in Noon Bagla		
16 June	Community meeting in Kiati		
16 June	Mr. Maqbool Abbassi Mr. Zahoor Ms. Nighat Razvi	Director planning Director EMIS Director Extension	Education department
18 June	Mr. Mazhar Iqbal Dr. Manzoor Mr. Saqib Lughmani	Deputy program manager Program and projects manager Program and projects manager	National Rural Support Program (NRSP) Sungi Development Foundation Sungi Development Foundation
19 June	Ms. Yegana Guliyeva Ms. Pinar Gokgun Ms. Sema Genel Mr. Asif Mahmood Mr. Amir Ilyas	Country director Program officer Regional coordinator Assistant manager Finance Logistics officer	Diakonie Katastrophenhilfe Diakonie Katastrophenhilfe Diakonie Katastrophenhilfe Diakonie Katastrophenhilfe Diakonie Katastrophenhilfe

Evaluation Information Matrix

Program areas	Community/ Institutional Level					Cross Cutting and Specific Considerations						
	Efficiency	Effectiveness	Relevance	Impact (intended and unintended; positive and negative)	Sustainability	Community participation	Coverage (targeting)	SPHERE and Code of Conduct	Communication and visibility	Coordination with stakeholders	Sensitivities: gender/culture conflict, environment	Appropriateness of procedures/systems
Emergency Response/Winterization												
Water and Sanitation												
Livelihoods/Social Protection												
Infrastructure Reconstruction												
Education												
Disaster Preparedness												
Program Management												
Organizational Capacity												
Partnerships												

Water Quality Monitoring/ Testing Report

REPORTING DATE: July 4th, 2009
REPORTED TO: DIAKONIE EMERGENCY AID
REPORTED BY: Mr. Ubaid Ur Rehman (Field Coordinator HRDS AJK)

About Human Resource Development Society (HRDS):

HRDS incorporated in 1992 as a volunteer and non-profit organization registered with the Directorate of Social Welfare Punjab. HRDS specializes in social/community development through active community participation. Other sectoral focuses are on water, environment and sanitation (WES), Universal primary education (UPE), community physical infrastructure development in rural areas, advocacy and training.

Water quality monitoring is one of the key operation areas of HRDS. Currently HRDS is engaged in a joint venture of UNICEF and ERRA under the water quality improvement and hygiene promotion project (WAQIPH) in AJK. Two districts are assigned i.e. district Muzaffarabad and Neelum for the monitoring of 458 water supply schemes. These schemes are constructed by different organizations including UNICEF, OXFAM, GOVT of Pakistan, Diakonie Katastrophenhilfe, etc.

Union council Sulmiah in Tehsil Hattian District Muzaffarabad is having water supply schemes mostly constructed by Diakonie Katastrophenhilfe.

On the demand of Diakonie Katastrophenhilfe the HRDS field teams carried out the water quality monitoring for biological contamination of two water supply schemes in union council Sulmiah Tehsil Hattian District Muzaffarabad. The results are shown below.

METHODOLOGY:

Water quality results concluded in the field with help of MERCK ready cult water check for microbiological assessment while other digital instruments like turbidity, pH and electrical conductivity meters were used for the determination of physiochemical parameters respectively.

OBSERVATIONS:

The results showed that the water of both mentioned water supply schemes was biologically contaminated; however, the other physio-chemical parameters were in WHO permissible limits.

CONCLUSION & RECOMMENDATIONS:

On the basis of field observation and analyses it is concluded that the water supply schemes/sources are unprotected and are in imminent danger of contamination due to human, animal and other feces/excreta. It is therefore recommended that the following measure should be taken before using the water for drinking purposes.

- Disinfection measures like chlorination should be adopted to kill bacteria.
- The community should be made aware to boil the water before use.
- Physical protection measures like fencing are also recommended so that animals cannot access the source.

Sr #	Date	UC	Village	Name of WSS	Color	Turbidity	pH	EC	Coliform	E.Coli
1	13/6/2009	Sulmiah	Mohoter	Mohoter Paen	Colorless	0.65	7.7	542	+ve	+ve
2	15/6/2009	Sulmiah	Noon Bagla	Noon Bagla Wasti	Colorless	0.37	8.1	170	+ve	+ve

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