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**Swiss Agency for Development
and Cooperation SDC**

Independent Third Party Evaluation Report

End of Phase Evaluation of GIZ Implemented FATA
Development Programme - Livelihood



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ACRONYMS & ABBREVIATIONS

ADP	Annual Development Plan
APA	Additional/Assistant Political Agent
BMZ	German Federal Ministry for Economic Cooperation and Development
BOQs	Bill of Quantities
CAMP	Community Appraisal and Motivation Program
CAPD	Citizens Actions for Peace and Development
CBOs	Community Based Organizations
CDF	Community Development Fund
CMDO	Community Motivation and Development Organization
DEWAH	Developing Education, Welfare, Agriculture and Health
DG	Director General
DoP	Directorate of Projects
FATA	Federally Administered Tribal Areas
FCR	Frontier Crimes Regulation
FDG	Focus Group Discussions
FDP	FATA Development Programme
FP	Facilitating Partners
FR	Frontier Region
FS	FATA Secretariat
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GLAs	Government Line Agencies
GSP	Governance Support Project
HSI	Helvetas Swiss Intercooperation
IPR	Independent Project Reporting
KII	Key Informant Interview
KP	Khyber Pakhtunkhwa
LPH	Livelihood Programme Hindukush
MDTF	Multi Donor Trust Fund
MNA	Member of National Assembly

MTR	Mid-Term Review
MOU	Memorandum of Understanding
NOC	No Objection Certificate
PA	Political Agent
PCNA	Post Crisis Needs Assessment
QIP	Quick Impact Project
RCBO Jirga	Regional Community Based Organizations Jirga
RLCIP	FATA Rural Livelihood and Community Infrastructure Project
SAP-Pk	South Asia Partnerships Pakistan
SDC	Swiss Agency for Development and Cooperation
SDPF	Strategic Development Partnership Framework
SRSP	Sarhad Rural Support Programme
TC	Technical Consultant
TCBO Jirga	Tribal Community Based Organizations Jirga
ToR	Terms of Reference
USAID	United States Agency for International Development
<i>Hujra</i>	Tribe based communal place where all people gather and discuss their issues and also spend leisure time
<i>Jirga</i>	A traditional forum of mediation and justice provision
<i>Malik</i>	Tribal Elder

1. EXECUTIVE SUMMARY

1.1. Introduction

Federally Administered Tribal Areas (FATA) are located at the north western border of Pakistan with Afghanistan. FATA is the most deprived and poverty stricken region of Pakistan. With an estimated population of 4.6 million, its inhabitants do not enjoy the basic political and social rights. FATA is governed through a century old Frontier Crimes Regulation (FCR) of 1901, promulgated by the then British Government. Constitutionally this region falls under the executive powers of the President, whereas the Governor of Khyber Pakhtunkhwa (KP), on behalf of the President, executes his powers over FATA.

Over two-thirds of people in FATA (73 %) live in multidimensional poverty¹. Due to the socio-economic indicators FATA lags far behind the rest of the country. The overall literacy rate in FATA is 17.4% whereas the female literacy rate stands at 3%. Only one doctor is available for 7650 patients, while for 2179 patients' one bed health facility exists. Similarly only 43% of the population have access to clean drinking water².

In 2009, the German Federal Ministry for Economic Cooperation and Development (BMZ) commissioned the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) to implement the FATA Development Programme (FDP) aiming at strengthening the capacities of government and civil-society stakeholders in selected regions in the FATA. The phase I of FDP concluded in June 2012 and GIZ started phase II in July 2012. In October 2013 the Swiss Agency for Development and Cooperation (SDC) decided to grant the programme a contribution to the component of “improving livelihoods”. The project was intended to conclude on 31st December 2015, but a no-cost extension has been agreed till the 30th of October 2016. The SDC's contribution to the livelihood component of FDP Phase II is EUR 2.34 million.

Through the SDC support GIZ formed 50 Community Based Organizations (CBOs) in Frontier Region (FR) Peshawar, Mohmand and Bajaur Agencies. Until June 2016 CBOs were able to complete 35 Quick Impact Projects (QIPs) out of 50. 50 Community Development Fund (CDF) projects have been approved and its implementation is planned to start from mid-August 2016. With SDC fund FDP also supported 24 additional CDF projects for old CBOs in Khyber Agency.

1.2. Objective of the evaluation and methodology

The overall objective of the end of phase evaluation was to evaluate the programme on the criteria of “relevance, effectiveness, efficiency, impact and sustainability”. Based on the evaluation criteria evaluation questions were developed to measure the results.

The **evaluation methodology** consisted of a desk review of available project documents, focus group discussions (FDGs) and key informant interviews (KIIs) with 88 members of 13 CBOs in FR

¹ Multidimensional Poverty in Pakistan 2016 report

² Sources: Pakistan Federal Bureau of Statistics; CSIS FATA Report.

Peshawar, Mohmand and Bajaur Agencies. FDGs and KIIs were also held with three groups of women and 24 women were consulted to assess the impacts of the projects on them. The final sample size for key informants was 43, consisting of government officials and partners {FATA Secretariat, political administration, Developing Education, Welfare, Agriculture and Health (DEWAH), and Community Motivation and Development Organization (CMDO)}, GIZ staff (at the Islamabad and Peshawar offices), other donors/partners such as United States Agency for International Development (USAID), Multi-Donor Trust Fund (MDFT), South Asia Partnership Pakistan (SAP-PK), and Helvetas Swiss Intercooperation (HSI). With some partners, political administration and Government Line Agencies (GLAs) representatives' interviews were conducted on telephone.

1.3. Key Findings

Relevance: The objectives of the FDP were found aligned with the Post Crisis Needs Assessment (PCNA), which has been considered as a peace building instrument with four strategic objectives: build responsiveness and effectiveness of the state to restore citizen trust; stimulate employment and livelihood opportunities; ensure provision of basic services and counter radicalization and foster reconciliation. The overall strategy of the FDP corresponds to the all four strategic objectives of PCNA. FDP provided platform for authorities and communities to discuss issues and propose solutions. Through this process FDP mobilized communities and authorities to improve service delivery and make the decision making process inclusive, which would ultimately build trust between state and citizens.

The geographical areas selected for the implementation of the programme activities were found deserving and relevant. The identified and prioritized QIPs were according to the immediate needs of the villages.

Effectiveness: 50 new CBOs were formed and more than 2,194 CBOs members were trained. As apex bodies 5 Tribal Jirgas³ and 3 Regional Jirgas were also formed comprising on the representatives of these CBOs. Till June 2016, against the target of 50, CBOs completed 35 QIPs to fulfill their prioritized needs. QIPs included street pavements, overhead water tanks, flood protection walls, bores and hand pumps installation for drinking water. Communities were of the view that through QIPs their community infrastructure has a bit improved, however no evidences of direct livelihood interventions were found. Nevertheless some of the community members earn a small amount while providing labour work during QIPs implementation but the FDP did not supported other direct livelihood interventions i.e. agriculture, livestock, kitchen gardening, pass-on schemes etc. It was evident that due to the enhanced capacities CBOs were able to resolve their small conflicts. The capacity building inputs and meetings with political administration and local authorities built their confidence to approach authorities and start a constructive dialogue with them for better services.

³ A Jirga is a traditional assembly of tribal elders that make decisions by consensus and according to the customs and traditions. It is conducted to settle disputes among the tribal and Pashtun tribes in Afghanistan and Pakistan, especially in FATA, KP and Pashtun belt in Balochistan.

The overall model of clubbing communities in CBOs, Regional CBOs (RCBO) Jirga and Tribal CBOs Jirga (TCBO) was found inclusive and effective. RCBO and TCBO Jirgas meetings provided good platforms for interaction and dialogue between authorities and communities. Communities were of the view that now they feel empowered to participate in decision making processes with political administration.

Efficiency: The project implementation was delayed due to the lengthy process of agreeing on the selection of tehsils and villages in FATA. Contracts with Facilitating Partners (FPs) DEWAH and CMDO were signed in May 2015. Both the organizations DEWAH and CMDO have extensive experience in community mobilization and livelihood interventions. Their selection for the project implementation was found fair. The consultants also found that the lengthy bureaucratic procedures of GIZ were among the delaying factors. It was also evident during the QIPs implementation, where long tendering process and funds release, in some cases, were not as quick to the essence of QIPs.

The absence of a proper complaint redress mechanism at one side doubts the efficiency in the quality of the QIPs, while on other side it also puts the selection of TC in question. Similarly CBOs and authorities were not happy with the reduction of allocated funds for the CDF. Per CDF allocated budget has been reduced from PKR 2,100,000 to PKR 1,100,000. Communities shared that they were enthusiastic to start new and relevant projects to fulfill their needs but this reduction has lowered their morale. GIZ informed the consultants that with the no-cost extension they have to reduce the CDF amount, but it does not appeal. GIZ could have made efforts to mobilize other resources to support the overhead cost of the no-cost duration. The monitoring of QIPs through TC was not up to the mark. The TC failed to hear the community voices on the low quality. It also undermined the role of communities in monitoring these projects. GIZ has decided to not continue with the existing TC.

Impact: In this project it is too early to accurately determine the impact on behaviors and actions of the target beneficiaries. However CBOs acknowledged that there are more young people involved in activities than before the project interventions. During discussion with CBOs it has been observed that most of their members are now very vocal to discuss their needs, issues and propose possible solutions to their problems. TCBOs and RCBOs Jirgas meetings have been found as conduit between communities and government entities. It started to build confidence between communities and government officials on each other.

Through participation in CDF committee meetings, TCBO and RCBO Jirgas communities feel empowered and they recognize the importance of their role in the decision making processes. The only positive impact seen on women was because of the provision of water supply schemes. Other than that women hardly expressed the benefits of FDP for them.

Sustainability: CBOs got relevant trainings on operations and maintenance of community projects and they are willing to sustain them. GIZ is planning another 5 year FDP but it will phase out the livelihood component. In next phase more emphasize will be on local governance and GIZ may continue to work with existing CBOs.

Strength, weaknesses & lessons learned: with more than half a century experience in Pakistan, on behalf of German Government, GIZ has leverage to work in sensitive areas. Its long partnership with the government of Pakistan gives access to its interventions in even sensitive areas. Earning such repute is **strength** of GIZ in Pakistan. Similarly through FDP GIZ started development interventions in areas, where hardly other partners go.

On the other hand FDP failed to build synergies with other similar projects and partners. Close coordination with SDC supported projects with HSI and SAP-PK, MDTF funded projects on governance and livelihood in similar geographical areas could have provided good platform to learn from and build on workable strategies, particularly for women involvement. GIZ's strict and time taking bureaucratic procedures of tendering and fund release also affected the timeliness of the project activities. QIPs took more time than stipulated duration and few QIPs are still not completed. Once, the fund disbursement to a partner (CMDO) was made seven months ahead of the due date. Likewise, centralized decision making process and absence of delegation of responsibilities to Peshawar Office were also seen as weaknesses. FDP did not have an updated result framework to track the progress and report on the results. The lack of innovative strategies for women participation was also counted among the **weaknesses** of GIZ. GIZ could have learned from other partners and projects to involve women.

As **lessons learned** the evaluation found that in a conservative context like FATA, imported models of development do not work, indigenous and traditional structures should be considered. Community mobilization is a time taking process and requires patience; more time needed for CBOs to reach to the maturity index 3. It has been also learned that government's involvement in project interventions opens way for the sustainability; however the institutionalization of best practices remains a challenge.

1.4. Conclusion and Recommendations

FDP was able to identify the relevant needs and it built the capacity of communities to participate in the decision making processes through RCBO and TCBO Jirgas, formed by the project. It can be thus said that it was justified and relevant to the context of FATA. As a whole the project was effective, relevant in the local context and it has the aspects that will be sustained. All the key deliverables (CBOs formation and capacity building, QIPs implementation) envisaged in the documents have been delivered or are about to be delivered fully (CDF projects).

Following are the key recommendations:

1. Continue development interventions in FATA. A new phase of the project will continue to further build on the results achieved so far. Despite the challenges, SDC should continue to support the next phase.
2. Invest in Local Governance to support proposed FATA Reforms.
3. Improve the water provision mechanisms for drinking and irrigation purposes.

4. Continue strengthening the RCBO and TCBO Jirgas through more regular meetings jointly with political administration. Build capacities of RCBOs and TCBOs in conflict resolution processes at local level.
5. Involve the GLAs representatives at tehsil level more regularly.
6. Develop and regularly update a result framework to monitor and track the progress and changes leading towards outcome and impact.
7. Adopt a flexible approach in selection of solutions to immediate needs in future phase. Agriculture and livestock are recommended to include as these are the main lifelines of livelihood in FATA.
8. Improve reporting. Reporting should be more focused on results than completed activities.
9. Adopt a flexible approach of tendering and procurement procedures which are practical in the local context.
10. Hire local firms, as Third Party Monitor, to monitor the general and overall activities of the project.
11. Establish strong partnerships and synergies with similar projects in the region.
12. In general, transfer of funds to FPs should be according to the reporting period
13. Build a responsive complaint redress mechanism as integral part of the project.
14. Form and operationalize a strong Steering Committee.
15. Put mid-term review (MTR) as essential part in the designing of next phase.
16. Widen the capacity building canvass for CBOs. Exposure and exchange visits to other areas/CBOs/projects, as part of capacity building, provide more better and practical learning opportunities to the CBOs.
17. Design future interventions in line with the current developments occurring in FATA.
18. Support women specific interventions (providing animals to women as pass-on schemes, poultry development, women skills of embroidery, kitchen gardening etc.) in relatively urban suburbs and gradually be extended to the rural areas of FATA.

1. INTRODUCTION

Federally Administered Tribal Areas (FATA) are located at the north western border of Pakistan with Afghanistan. Comprised of seven agencies (Bajaur, Mohmand, Khyber, Orakzai, Kurram, South Waziristan & North Waziristan) and six Frontier Regions (FRs) adjacent to the settled districts of Khyber Pakhtunkhwa (Peshawar, Bannu, Dera Ismail Khan, Kohat, Lakki Marwat, and Tank.), FATA is the most deprived and poverty stricken region of Pakistan. With an estimated population of 4.6 million, the inhabitants do not enjoy the basic rights, because in the 1973 Constitution of Pakistan, FATA is recognized as a ‘tribal territory’ where most of the constitutional rights are not provided as they are guaranteed for the other citizens of the country. FATA is governed through a century old Frontier Crimes Regulation (FCR) of 1901, promulgated by the then British Government. According to the constitution of Pakistan, FATA falls under the executive powers of the President, whereas the Governor of KP, on behalf of the President, executes his powers over FATA.

Political Agent (PA), as the administrative head of the agency, is mainly responsible for the law and order, justice administration, development and provision of basic services for the population. Line departments, i.e. agriculture, livestock, education, health etc report to the PA and he has to ensure the development processes in an agency.

Over two-thirds of people in FATA (73 %) live in multidimensional poverty. Due to the socio-economic indicators⁴ FATA lags far behind the rest of the country. The overall literacy rate in FATA is 17.4% where the female literacy rate stands at 3%. Only one doctor is available for 7650 patients, while for 2179 patients’ one bed health facility exists. Similarly 43% of the population has access to clean drinking water⁵. Due to volatile security situation, access challenges and weak governance structures population is unable to get opportunities to improve their livelihood and play a role in the decision making processes.

Table 1: Selected Development Indicators for Pakistan, KP and FATA

Indicator	Pakistan	KP	FATA
Literacy Rate	56.2%	49.8%	17.4%
Literacy Rate (Female)	43.6%	31.7%	3.0%
Population to Doctor ratio	1,226	4,916	7,650
Population per health facility bed	1,341	1,594	2,179
Access to clean drinking water	86%	58%	43%
Roads (per square km)	0.26	0.13	0.17

Sources: Pakistan Federal Bureau of Statistics; CSIS FATA Report.

⁴ Source: Pakistan Federal Bureau of Statistics; CSIS FATA Report

Since 2001 FATA is going through security challenges and most of its part remained in the control of Taliban. Pakistan Army executed several military operations in the region, which also caused millions of people internally displaced. Community infrastructures, local businesses and available livelihood opportunities were also being hit by the consequences of the security turmoil.

GIZ, commissioned by German Federal Ministry for Economic Cooperation and Development (BMZ) has been implementing FATA Development Program (earlier called FATA Livelihood Project) since 2009. With a budget of EUR 6.8 million, the phase I of the project provided technical support to FATA Secretariat and worked with communities in Khyber Agency and FR Peshawar. The first phase of FDP was concluded in June 2012.

1.1. Phase II of the Project

Phase II of the FDP was started in July 2012 with the similar objectives of: (1) empowerment of the civil society to achieve increased social cohesion, demand for accountability and responsiveness on actual requirements; (2) strengthening of the government in the provision of services in a good quality. Essential to achieve the objective however is a constructive dialogue between state and civil society. The phase II of the FDP has four components:

- Promoting basic education;
- Strengthening the basic health system; and
- Improving livelihoods.
- Independent Project Reporting (IPR)

In October 2013, the Swiss Agency for Development and Cooperation (SDC) signed a cost sharing agreement with GIZ to provide funding support to Phase II of FATA Development Programme's livelihood component. The project was intended to conclude on 31st December 2015, but a no-cost extension has been agreed till the 30th of October 2016. The SDC's contribution to the livelihood component of FDP Phase II is EUR 2.34 million.

SDC's support to the Livelihood Component of FDP is based on the principles of equality and empowerment to promote a favorable climate for good governance. It has a two-pronged strategy i.e. to create structures for economic progress on which communities can build; and to support the government to include broad classes of society in the decision-making processes to enhance accountability and transparency.

Following the programme objectives, Phase II implementation relied on the following strategies:

Community Mobilization: Tehsils and villages selection process was inclusive, where *Maliks*⁶, communities and the political administration selected the villages based on set criteria. CBOs were formed comprising of households ranging from 50 to 200. All CBOs went through various capacity building trainings.

⁶ Tribal Leaders

Quick Impact Projects (QIPs): communities identified and prioritized their immediate needs and QIPs were implemented.

Community Development Fund (CDF): CBOs did need assessments in their areas of jurisdiction and prioritized their needs to be supported by the CDF. These CDF schemes are approved by the CDF Committees and are being now implemented.

In Phase II, key stakeholders targeted include FATA Secretariat, Government Line Agencies (GLAs), political administration, tribal maliks, communities and civil society groups. GIZ has made contracts with Facilitating Partners (FPs) to execute the mobilization, monitor QIPs and CDF projects at community level. DEWAH is responsible for the FR Peshawar while CMDO is implementing project activities in Bajaur and Mohmand Agencies.

1.2. Purpose & Objectives of the Evaluation

The evaluation followed the guidelines detailed in the Terms of Reference (Annex I). The overall objective of the end of phase evaluation was “to evaluate the programme on the criteria of “relevance, effectiveness, efficiency, impact and sustainability”. More specifically:

- i. Establish the relevance of the programme design and effectiveness of the approach on strengthening of governance structures in the context of FATA;
- ii. Determine the implementation efficiency of the interventions on introducing governance reforms through community engagements, identify areas of success and room for improvements; highlight the main challenges;
- iii. Impact on the communities and governance structures, within the community and their engagements in decision making;
- iv. Impact on women, youth and other marginalized groups (as applicable) role in decision making and how this programme changed their role;
- v. Assess the extent to which the programme has effectively achieved its stated objectives and to identify the supporting factors and constraints that have led to this achievement or lack of achievement and how to address them in the next phase;
- vi. Assess the sustainability of the interventions commenting whether or not the governance reforms, if any, introduced under this programme will continue beyond the programme period and what measures are needed to make them sustainable;
- vii. Identify unintended changes, both positive and negative, in addition to the expected results;
- viii. Assess the suitability of partner for this programme commenting whether or not the partner presented ideal profile for such interventions?
- ix. Identify lessons learnt and potential good practice in relation to the changes at the community level; e.g. provide recommendations to programme stakeholders to promote sustainability and

support the completion, expansion or further development of initiatives that were supported by the programme and; inform the design of future stages of SDC interventions.

Evaluation Questions

The evaluation questions have been organized according to the evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability.

A. Relevance

- Have the design and approach of the programme relevant to the needs, priorities and issues of FATA in the context of its available governance structures, particularly at community level?

B. Effectiveness

- To what extent the programme has effectively achieved its stated objectives? What were the factors that contributed to the achievement of the programme objectives effectively? Which factors were proved as supportive and which as constraints in the implementation?
- What were the key challenges faced and how these can be met and translated in opportunities for the next phase?

C. Efficiency

- Determine whether (or not) resources and inputs for the interventions of introducing and implementing governance reforms through community engagements were efficient?
- Was the use of financial and human resources appropriate in relation to the outcome of the FDP programme?
- Was selection of implementing partners appropriate? To what extent were the selected implementing partners qualified to implement the programme according to the standards?

D. Impact

- What was the impact of the programme on the communities and governance structures, and has it enhanced their engagements and role in the decision making?
- What impacts can be seen on women, youth and other marginalized groups and have they played their role in decision making and how?

E. Sustainability

- How the stakeholders see the sustainability of the interventions? What are their opinions whether or not the governance reforms introduced under this programme will continue beyond the programme period and what measures are needed to make them sustainable?

1.3. Evaluation Methodology

The evaluation was conducted by a team of independent consultants comprising of Arif Tabassum (as Lead), Mohammad Ishfaq Khan and Zainab Bibi. Key documents were consulted during the desk review. The evaluation methodology was based on a participatory approach, and included as much as possible a variety of stakeholders to enable the inclusion of a range of perspectives on the project under review. The inclusion of multiple stakeholders also allowed for triangulation of data across the various respondents and in this way enhanced validation of findings. The consultants remained focused on the SDC funded livelihood component in FR Peshawar, Mohmand and Bajaur agencies only.

The evaluation took place from 1st to 25th August 2016, with the key informant interviews (KIIs) with SDC Policy Adviser and GIZ Head of Programme in Islamabad Office. The final sample size for key informants was 43, consisting of government officials and partners (FATA Secretariat, political administration, DEWAH, and CMDO), GIZ staff (at the Islamabad and Peshawar offices), other donors/partners such as USAID, MDFT, SAP-PK, and HSI. With some partners, political administration and GLAs representatives' interviews were conducted on telephone (ANNEX II: List of key informants).

Table 2: Key Informants

S.No.	Organizations/partners	Number of persons interviewed
1.	SDC, GIZ	5
2.	Partners (DEWAH, CMDO)	14
3.	FATA Secretariat, Political Administration and GLAs	9
4.	Other projects (USAID, MDTF, HSI, SAP-Pk)	5
5.	Community Elders, members	10

The consultants visited FR Peshawar, Utman Khel Tehsil in Bajaur and Ambar Tehsil in Mohmand Agency (ANNEX V: Area Map), where focus group discussions (FDGs) took place with office bearers and members of 13 CBOs. More than 88 CBOs members and activists were part of these FDGs. FDGs and KIIs were also held with three groups of women (1 in FR Peshawar, Bajaur and Mohmand each). 24 women were consulted to assess the impacts of the projects on them (ANNEX III: List of FDGs participants).

Data analysis was focused on the evaluation questions relating to the evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. These findings were then compared with desk review documents (ANNEX VI: List of Documents reviewed) as part of a validation process.

Table 3: Focus Group Discussions conducted with CBOs

S.No.	CBO	Location	Number of attendees
1.	CBO Sama Badabera	FR Peshawar	8
2.	CBO Kandao	FR Peshawar	8
3.	Women Group in Kandao	FR Peshawar	10
4.	CBO Rambat Ambar	Mohmand Agency	8
5.	CBO Chaargulai Ambar	Mohmand Agency	8
6.	CBO Musa Kor Ambar	Mohmand Agency	7
7.	CBO Sarlara Ambar	Mohmand Agency	7
8.	CBO Ingaro Juwar Ambar	Mohmand Agency	6
9.	CBO Shareef Kor Ambar	Mohmand Agency	6
10.	CBO Werterah Utmankhel	Bajaur Agency	5
11.	CBO Raza Shah Utmankhel	Bajaur Agency	5
12.	CBO Khakha Dehri Utmankhel	Bajaur Agency	5
13.	CBO Ban Hayatay Utmankhel	Bajaur Agency	4
14.	CBO Ogai Shah Utmankhel	Bajaur Agency	6
15.	CBO Musala Dheri Utmankhel	Bajaur Agency	5
16.	Women Group	Mohmand Agency	5
17.	Women Group	Bajaur Agency	6

1.4. Limitations

Due to the time constraints on an assignment of this nature it was not possible to conduct any quantitative research into the impact of the programme. Therefore the evaluation team has had to rely upon the findings of limited qualitative data collected through desk review, KIIs & FDGs and the analysis of results as provided by the programme.

2. KEY FINDINGS

2.1. Relevance

The objectives of the livelihood component of the FDP are to promote an enabling environment for good governance and create structures for economic progress for communities to build on. It also intends to support the government in developing forums to include the civil society in decision-making processes to improve their performance in a transparent and accountable manner. The long-term objective of the FATA Development Programme is to improve the capacities of government actors and civil-society groups for the provision of services, for self-help and for constructive mutual dialogue.

Noting the above mentioned objectives the FDP is fully aligned with Post Crisis Needs Assessment (PCNA), which represents the post crisis scenarios and sets a development plan for FATA and KP. PCNA has been considered as a peace building instrument by the government of Pakistan with four strategic objectives:

- I. build responsiveness and effectiveness of the state to restore citizen trust
- II. stimulate employment and livelihood opportunities
- III. ensure provision of basic services
- IV. counter radicalization and foster reconciliation

In relevance to these strategic objectives, FDP provided forums to communities to interact with the state representatives to discuss the options and present their needs to them. It has been contributing in improving the living conditions of communities through QIPs and CDFs; connecting them with the line agencies for the provisions of basic services and engaging them in CBOs to unite for the collective development of their villages. **The overall strategy of the FDP corresponds to the all four strategic objectives of PCNA.**

The geographical areas selected for the implementation of the programme activities were found deserving and relevant. The population of these targeted areas has little access to the public facilities. In focus group discussions CBOs shared that they found the project activities according to their needs. They appreciated that the CBOs formation process was inclusive and each tribe has given due representation. CBOs also stressed the importance of, and their appreciation of, the training and capacity building activities. They feel that they are more capable of identifying and providing more useful solutions to their needs in a more effective and efficient manner. They identified and prioritized QIPs according to the immediate needs of the villages. However, few CBOs were concerned that in some cases their identified needs were not prioritized and they have to accept the pre-designed QIPs approved by FDP.

The evaluation team found that efforts have been made to ensure **partnerships with relevant stakeholders**. At the government level, the project has involved the FATA Secretariat (FS), Political Administration and GLAs to achieve the project goal. However it has been observed that **the role**

of GLAs at the community level is not seen as close as required for a project which intends to improve the governance structures by involving civil society in decision making process.

FDP adopted the traditional structures of decision making, called *Jirga*, at community level. CBOs were organized in Regional and Tribal CBO Jirgas, used as a forum for constructive dialogue with local government and line agencies. The evaluation found this forum relevant for communities to understand the process of government development planning and by more close involvement of GLAs it would create more opportunities for communities to acquire funds for their development needs from government resources.

Representatives of political administration and GLAs were of the view that FDP interventions responded to the immediate and relevant needs of the target communities. They shared that CBOs now have confidence to visit them and discuss their needs in a constructive way.

In the designing and initial discussions **it was envisaged that the FDP Livelihood component will build synergies with the on-going SDC funded projects** with Helvetas Swiss Intercooperation (HSI) and South Asia Partnership Pakistan (SAP-Pk) on livelihood and governance respectively. Similarly close coordination and synergy was presumed with other relevant projects and partners like FATA Rural Livelihood and Community Infrastructure Project (RLCIP), but this process has not moved beyond some preliminary discussions.

2.2. Effectiveness

The real take off of the project at community level can be seen since June 2015, where FPs started to form CBOs in the selected areas. 50 new CBOs (10 in FR Peshawar, 20 in Mohmand, 20 in Bajaur) were formed and as apex bodies 5 Tribal Jirgas and 3 Regional Jirgas were also formed comprising on the representatives of these CBOs. More than 2,194 CBOs members were trained in leadership and management skills, operations and maintenance skills and other relevant disciplines. As result of the capacity building trainings, CBOs were able to develop community development prospects for their respective villages. Till June 2016, against the target of 50, CBOs completed 35 QIPs to fulfill their prioritized needs. QIPs included street pavements, overhead water tanks, flood protection walls, bores and hand pumps installation for drinking water.

As next step CBOs have done the needs assessment in their respective areas and developed proposals for 50 CDF projects. These CDF projects have been approved in the CDF committees. CDF committee also approved 24 additional CDF projects for old CBOs of FR Peshawar and Khyber Agency. One CDF project has been designed per CBO. The implementation of CDF projects has been planned from mid-August 2016.

On the mobilization process, communities were of the view that **for a CBO, representing more than 200 households, it was quite difficult to prioritize a QIP in a limited amount of PKR 575,000** which could serve the real needs. Similar challenges prevailed in the selection of CDF projects. However communities tried to resolve it through consensus. But communities indicated that once they finalized their respective CDF projects in the allocated budget of PKR 2,100,000 and

the whole community agreed upon, now they have been informed that there is a reduction in the per CDF budget to PKR 1,100,000. CBOs informed the evaluators that they foresaw some conflicts among tribes on the re-prioritization of CDF projects and they had to take correcting measures.

Table 4: Key Achievements July 2015 to June 2016 (livelihood component)

S. No	Target	Status
1	Formation of 50 new CBOs and Apex Bodies (FR Peshawar, Mohmand and Bajaur Agencies)	<ul style="list-style-type: none"> All 50 CBOs formed. 5 Tribal jirgas and 3 Regional Jirgas formed
2	<ul style="list-style-type: none"> Training of CBOs and Apex Bodies Community Development Prospects (CDPs) are Developed 	<ul style="list-style-type: none"> More than 2,194 participants trained in various disciplines. All planned trainings to all the CBOs completed. All the Apex Bodies trained according to their TORs 50 CDPs are developed in all CBOs, 3 Regional portfolios developed based on their needs and priorities
3	50 Quick Impact Projects (FR Peshawar, Mohmand and Bajaur Agencies)	<ul style="list-style-type: none"> 10 QIPs completed in FR Peshawar: 8 street pavements (10,736 feet) & 2 protection wall (217 feet). 9 QIPs completed in Mohmand Agency: 3 street pavements (3000 feet), 2 over head water tanks (5000 gallons), 1 flood protection wall (163 feet) and 12 bore holes with hand pumps in 3 schemes. 16 QIPs completed in Bajaur Agency: 12 street pavements (11,846 feet), 2 protection wall (145 feet) and 2 water tanks of 7,500 gallons each with HDPE pipe. Total 35 QIPs completed.
4	50 CDF Projects in new CBOs (FR Peshawar, Mohmand and Bajaur Agencies)	<ul style="list-style-type: none"> Social and Technical Feasibility completed for all 10 CDF projects in FR Peshawar, 20 projects in Mohmand Agency and all 20 CDF projects in Bajaur Agency. All 50 projects have been approved by the CDF committee in May 2016. Work will start in Mid-August 2016.
5	24 Additional CDF Projects in old CBOs (FR Peshawar, Jamrud and Mullagori)	<ul style="list-style-type: none"> Social and Technical Feasibility completed for all 11 projects in FR Peshawar and for 13 projects in Khyber Agency. Designing and proposal preparation for 24 projects completed. 24 projects have been approved by CDF committee in May 2016. Work will start in Mid-August 2016.
6	CDF Saving projects in 32 old CBOs (FR Peshawar, Jamrud and Mullagori)	<ul style="list-style-type: none"> All 9 procurement projects in FR Peshawar and all 14 in Khyber Agency have been completed. Procurement projects include provision of UPS, wooden cupboard & table for CBO office, electricity generator, submersible pump, stabilizer, school bags & stationary. 4 out of 5 infrastructure projects in FR Peshawar and 2 out of 4 in Khyber Agency have been completed. Infrastructure projects include street pavement, PVC pipe distribution, Improvement of dug well, construction of wash rooms, OHT, hand pump, culvert and provision of solar panel. Total: All 23 procurement projects and 6 out of 9 infrastructure projects completed

In all the key informant interviews and FGDs held, the respondents were able to clearly mention the activities they had been involved in. The CBOs members mentioned the capacity building trainings,

sensitization workshops they had attended/or participated in and they were able to articulate the topics of various trainings. When asked if the trainings had made an impact on their performance, most community members interviewed reported that after the trainings and workshops they had their knowledge and confidence improved and has facilitated their ability to articulate their points of view during the meetings.

During the discussions with the CBOs, they were able to mention the topics covered during the trainings. These included; leadership skills management training, community mobilization skills training and sub committees training on project and accounts management, operations and maintenance skills. Under project planning and management, the focus group participants and key informants were able to list the topics discussed such as identification of good project, book keeping and records and resolution development. The project has also built the capacities of CBOs to voice their concerns, resolve their local conflicts and determine their development needs. For example **a CBO in Ambar Mohmand agency approached their Additional Political Agent to upgrade their middle school to higher secondary and similarly to provide them additional water supply schemes.**

When asked whether QIPs fulfilled their needs or not, community members replied that they prioritized QIPs according to the needs through consensus of the communities. Most of the QIPs included street pavement, drinking water schemes and flood protection walls. Communities were of the view that **through QIPs their community infrastructure has a bit improved**, however no evidences of direct livelihood interventions were found. FDP did not support agricultural inputs, livestock breeding, pass-on schemes or small entrepreneurship to directly contribute in the livelihood improvement. More efforts are needed in order to achieve the outcome of improving delivery of basic services to communities.

Due to the **enhanced capacities of CBOs, communities were able to resolve their small conflicts.** When reduction in CDF amount caused re-prioritization of the projects, conflicts aroused on the pull out of some projects. The CBO in Sama Bada Bera FR Peshawar informed that in the absence of CBOs such petty conflicts couldn't be resolved and would become quite serious resulting in the banning of the social commute between two tribes. But due to the presence of CBOs, an organized system was formed to handle the conflicts in an effective manner.

The political administration and GLAs representatives interviewed were found involved in the project. Even though they had the basic information but they were found aligned with the objectives of FDP, which envisages a close role of local authorities to improve the governance structures. Some of the local representatives who participated in the Tribal CBOs (TCBO) Jirga and CDF Committee meetings recently, found these forums very useful to listen to the needs of communities and response strategies. They indicated to the evaluators that it was a pleasant surprise for them to see the CBO members presenting their plans with full confidence. On the other hand CBOs members also shared that the **capacity building inputs and meetings with political administration and local authorities built their confidence to approach authorities and start a constructive dialogue with them for better services.**

Women respondents of Sheikh Kaly Hayaty, Bajaur Agency has shared positive side of FDP interventions particularly in provision of drinking water which made women lives more convenient. The time and energy which were being utilized on collecting water for domestic needs was saved. On daily basis they collected water 7-8 times from a distant place which usually takes ½ hour but now they are getting basic facility of water at their door step without any hardship. The Hand pumps are being installed at a premise which is serving the nearby whole community.

The **model of grouping communities at different level was found very effective**. CBOs represent the larger communities and households. Sub-Committees within CBOs are formed for specific tasks i.e. project management, monitoring, finance and audit. The third tier was of Regional CBO (RCBO) Jirgas which are comprised of 2 representatives of at least 10 CBOs, while as fourth tier TCBO Jirgas are formed at agency level. Representatives of GLAs participate in RCBO Jirga meetings and along with them Additional/Political Agents also attend the meetings of TCBO Jirgas. RCBO and TCBO Jirgas meetings provided **good platforms for interaction and dialogue between authorities and communities**. During FDGs and interviews community members shared that through these interactions they have overcome their fear being felt from the political administration. **Communities were of the view that now they feel empowered to participate in decision making process with political administration**. If continued in a sustainable manner this approach could be adapted in the local governance reforms.

2.3. Efficiency

In the start, the project **implementation was delayed due to the lengthy process of agreeing on the selection of tehsils and villages** in the FATA. Mohmand and Bajaur agencies were relatively new areas for GIZ, while SDC was thinking of synergies with the on-going Livelihood Programme Hindukush (LPH) being implemented by HSI and Citizens Actions for Peace and Development (CAPD) implemented by SAP-Pk in the same areas. It took more than a year to finally agree on the selection.

Next was the **selection of the appropriate Facilitating Partners** to execute the field level activities. It was also a contributing factor of the delay in actual implementation. Partners' selection remained in question in the early days of the livelihood component implementation. An organization BEST was selected initially to implement activities in agencies but issues remained with them and contract was not continued. DEWAH was already working in Khyber and FR Peshawar with GIZ since the inception of FDP, they were also contracted in June 2014 to work in Mohmand agency but later it was canceled and a new organization CMDO was hired to implement the project in Mohmand and Bajaur agencies. Consultants are of the view that DEWAH, although have relevant experience but its capacity was not up to the level to implement the project in other agencies too. Considering DEWAH's previous experience in FR Peshawar and its existing capacity this decision seemed appropriate. CMDO has very relevant experience and implementation capacity, particularly in livelihood and social mobilization is commendable.

New contracts with DEWAH and CMDO were signed in May 2015. Both the organizations DEWAH and CMDO have relevant experience in community mobilization and livelihood. Their selection for the project implementation was found fair. They started the mobilization process in mid-2015 and by putting appropriate human resources and time they were able to form and capacitate the targeted number of CBOs in their respective areas.

The consultants found that the **lengthy bureaucratic procedures of GIZ were also among the delaying factors**; one of the examples of it is that the funds transfer to the FPs is even done seven months later of the due date. It affected the efficiency for the operationalization of the project plan. It was also evident during the QIPs implementation, where long tendering process of GIZ, funds release, in some cases, was not as quick to the essence of QIPs, which were conceptualized to provide quick response to the immediate needs of the communities. Some of the QIPs were also not completed in the given time, where communities were unable to provide proper documentation in time.

In FDGs some of the CBOs shared that during monitoring of QIPs implemented by contractors they put complaints to the Technical Consultant (TC) Afridi Associates on the low quality of material, these complaints were hardly responded positively. The **absence of a proper complaint redressal mechanism at one side doubts the efficiency** in the quality of the QIPs, while on other side it also puts the selection of TC in question. GIZ has decided that they will not continue with Afridi Associates for the monitoring of CDF implementation, FPs technical staff (Engineers) will play vital role in monitoring the quality of CDF projects. Similarly **CBOs and authorities were not happy with the reduction of allocated funds for the CDF**. However GIZ justifies it that no-cost extension period has to be covered. It proves that this no-cost extension has a cost to be covered with the amount taken from CDF. This was a serious point of concern for the communities and it hit their morale badly. It could have been handled by securing more resources to support the overhead of no-cost extension duration.

It was **part of the project design that CBOs will implement CDF projects themselves**. For this purpose CBOs went through relevant trainings of managing and maintaining such projects. But due to the delay in the project's take off, less time has left for the implementation of the CDF projects. On the other side banks in agencies refused to open accounts for CBOs and funds transfer to CBOs are not possible without bank accounts. Keeping in mind these realities a decision was taken to **implement CDF projects by contractors**. It was also a concern for the communities that CDF implementation has taken back from them. They fear to face similar quality issues with CDF contractors and they are of the view that if they would again complain against the contractors it would not be heard. The evaluation found that the monitoring of QIPs through TC were not up to the mark. The **TC failed to hear the community voices on the low quality of QIPs**. It also undermined the role of communities in monitoring these projects. The evaluation team did not find any evidence of a strong monitoring mechanism to ensure the quality of outputs. However FPs were found active in monitoring CBOs, their regular meetings, development of resolutions and planning processes.

A Steering Board/committee was initially proposed to review the progress of the project on regular basis. This board was comprised of Additional Chief Secretary, Secretary Social Sector, and DG-Projects in FATA Secretariat (FS), Coordinator Implementation Support Unit PCNA FATA representatives of donors and GIZ. It was proposed that Steering Board will provide input for the implementation of the FDP at strategic level, receive information on the progress at operational level and exchange and coordinate the general positioning of the programme. **But it was not seen operationalized during the period under review.** The absence of this steering committee as important decision making forum, areas and tehsil selection was felt delayed. It was difficult to find the factors of not forming this committee. GIZ shared that they conduct regular meetings with the DG-projects in FATA Secretariat. However an active steering committee/board is imperative for smooth project implementation in a region like FATA. Government authorities, donors, representatives of similar projects being members of steering committee could provide relevant inputs, experience exchange and mutual learning opportunities.

2.4. Impact

In a project, which started implementation at community level hardly 14 months ago, it is too early to accurately determine the impact on behaviors and actions of the target beneficiaries. However, it is possible to draw some preliminary conclusions concerning potential impact.

Key informants from both government officials and CBOs acknowledged that with regard to mobilization process there are **more young people involved** in activities than before the project interventions. They attributed this to the trainings and skills in project planning and management implemented by the project.

During discussion with CBOs it has been observed that most of their members are **now very vocal to discuss their needs, issues and propose possible solutions to their problems. A confidence about understanding their role as rights holders and GLAs role as duty bearers was seen in most of the CBOs.** The evaluation revealed that communities are aware that sustainable solutions to their problems lay with the government, for this they are approaching the political administration, GLAs and their elected Members of National Assembly (MNAs). Being in the mobilization and capacity building process for more than a year, they are now well aware that what specific schemes and projects are needed for their respective areas. **They are not approaching their representatives only for problems but with proposed solutions.**

The FDP was found to have indeed managed to create two types of networks of the CBOs which grouped them (TCBOs Jirga and RCBO Jirga) together at cluster and agency level. Thus it created an environment of cooperation among CBOs, and provided them platform to work together with the political administration/local authorities to serve their needs, which would not have been possible before. **The TCBOs and RCBOs Jirgas meetings have been found as conduit between communities and government entities.** It started to **build confidence between communities and government official on each other;** political administration started to

recognize the knowledge and understanding of communities about their own issues; communities were found willing to trust on their government and it is **very encouraging for trust building between state and citizens**. Albeit it was also observed that such meetings were very few, it needs a strategy to regularly meet and discuss the development agenda. As another potential impact these TCBO and RCBO jirgas, while coming with their needs and proposed plans, can easily influence the Annual Development Plan (ADP) for FATA.

Through participation in CDF committee meetings, TCBO and RCBO Jirgas **communities feel empowered and they recognize the importance of their role in the decision making processes**. It is rare in a set up like FATA that communities representatives (not traditional *Maliks*) sit under one roof with political administration, discuss and approve projects. They were of the view that FDP was successful to provide them this forum as well as confidence to take part in such decision making process. They informed that the project was able to break the conventional and authoritative decision making mechanism where only privileged *Maliks* were deciding on their fates. They were appreciative of the project that it brought the poor and well off members of communities at one forum and treated all equally.

Another social impact, which was pleasantly shared by participants in FDGs and KIIs, was that there were small conflicts among tribes and because of it they were not allowed go to the *Hujras* of other tribes. The project has positive effects in this regard. Being united in CBOs, they are now overcoming small differences and also attending *Hujras* of other tribes.

The **only positive impact seen on women was because of the provision of water supply schemes**. These were found as relief for women. In group discussions and interviews women shared that the availability of water near to their houses has saved their time and level of efforts of collecting water from distance places, because pitching water is the main responsibility of women in rural areas. Few women were also found aware about other project interventions like flood protection walls and they said that these walls saved their agriculture land. Other than that we have found no evidences of improved role of women in the decision making processes. The evaluators found that women involvement was not included in the design of the project. Therefore no direct efforts were made to reach to women and empower them to become part of the decision making processes.

2.5. Sustainability

Communities have been trained in operations and maintenance of QIPs and CDF projects. The ultimate sustainability of these projects lies with the CBOs. CBOs were confident that they will maintain these projects; however they also want the FDP to continue the support. Communities were found willing to remain organized in CBOs and work for the development of their areas. They are approaching their elected representatives and political administration for further interventions to fulfill their needs.

GIZ is willing to continue FDP but they will phase out the livelihood component. In future more emphasize will be given to the local governance. With envisaged support from EU, GIZ is planning

for another 5 year phase, where they will work from a top-bottom approach to improve the local governance. Another future project supported by KfW and implemented by Sarhad Rural Support Programme (SRSP) will be working on a bottom-top approach. The main intervention will be working with communities to develop their community development plans. It was shared that the CBOs formed and capacitated in phase I and II of FDP will be included in the future interventions.

3. STRENGTHS, WEAKNESSES AND LESSONS LEARNED

Strengths

The conditions for INGOs/NGOs in Pakistan are not conducive. The space for development organizations is shrinking. Issues of NOCs and MOUs with organizations are taking long time. FATA itself is a restricted region, where 11th Corps of Military is directly involved in giving security clearance to work in. This process is very cumbersome. GIZ, working in Pakistan for more than half century on behalf of the German government, relatively has leverage and advantage to work closely with the government of Pakistan. GIZ's widely recognized services and longstanding presence in Pakistan pave way for it to get through these conditions. It has been recognized as strength that it has access to such sensitive areas.

FDP selected the most deserving areas to work in. It was observed that most of the public or private facilities were not available in selected areas, which could serve their basic needs. In communities perception FDP livelihood component was the first intervention to reach to them. It is also among the strengths that FDP not only got access to these areas but it also formed and capacitated CBOs and brought them at one platform with local authorities.

Weaknesses

FDP livelihood component failed to build synergies with similar projects in the area. Several documents, meeting minutes and concepts papers put emphasize on synergies and outline cooperation modes operandi but it did not moved beyond some discussion at management level. The evaluators found the SDC funded Livelihood Programme Hindukush of HSI very relevant and its outcome 1 was found close to the FDP which states that local actors manage and use land, water and alternative energy resources productively, sustainably and peacefully to mitigate vulnerabilities and risks. There could have been good complementarities in strategies, learning from each other and intended results, if both GIZ and HSI were successful to coordinate.

Likewise SDC funded project with SAP-Pk was active in the region to achieve the outcome that citizens especially women, non-Muslims and other marginalized groups, have access to better basic services (Education, water, health) and economic opportunities through their effective engagements with government line agencies. This project was working closely with the community groups and GLAs in FATA to improve the service delivery and seek their role in decision making. Again no synergies or collaborative efforts were found to complement each other.

Similarly two of the MDTF projects RLCIP and Governance Support Project (GSP) were also being implemented in FATA through the existing government mechanisms. Both projects were helping communities and service providers in FATA to improve service delivery, community infrastructure and enhance the governance structures. Close coordination could have been helpful to achieve strong and sustainable results.

A well-designed Results Framework is crucial to programme monitoring and evaluation particularly at the impact level. **The absence of a consolidated and updated results framework** is another key weakness evaluation found. The results matrix shared with the evaluators was of 15th August 2013 and it is obvious that it has been developed before entering into agreement with SDC in October 2013. This matrix does not show the activities supported by different donors, separately. Evaluators found it as a weak and ambiguous results matrix that even mixes the outcome and output statements. A comprehensive results framework is a key management tool to track the changes occurring because of project interventions. It also plays key role in monitoring and evaluation processes. Due to the **absence of an updated results framework, it remained a constraint for evaluators to gauge the progress and impact**. Other than the Results Matrix of August 2013, evaluators did not find any other framework of capturing results of the project interventions.

Similarly the **long and time consuming bureaucratic procedures of tendering, fund release and centralized decision making process** of GIZ were also counted in weaknesses and overcoming these weaknesses remains a challenge.

It has been found a **shortcoming that less or nothing has been done for the women of the area, directly**. Although the cultural and tribal context is not favorable for women mobilization but there could have been out of the box solutions for women participation. By close coordination with similar projects working in target areas, FDP could have learned strategies of women involvement.

Lessons Learnt

- FATA is a very challenging region to work in, particularly due to its conservative culture and difficult terrain. Importing programme modalities that work well in a different setting is unlikely to be a success and major modification will be required. To design a programme for a region like FATA, one should start with the consultations of different segments of communities. Community-based needs assessment and consultations on devising the cultural-sensitive response strategies will work appropriately.
- CBOs journey from Maturity index 1 to 2 needs a lot of energy, resources and time. More time should be allocated for this process. Once a CBO enters in index 2 then its take off towards index 3 is relatively easy. It shows that the community mobilization process needs more time and efforts to mature CBOs.
- Participation and involvement of government officials and communities at one platform/forum ensures sustainability of interventions. Through such engagements the communities get awareness and experience and are empowered to ask for other services from the authorities.
- Normally Govt. institutions are subject to inertia. First sensitizing them is important regarding a problem and bringing change together with them. If someone tries to force change artificially it would not be internalized.

- Another key lesson is that producing results in capacity building interventions requires patience and involvement of all CBO members with clear role division. Although it is time consuming, more demands are placed by the communities due to good results produced.
- The active role played by the government departments greatly supports the programme in achieving the results; however, the challenge remains in institutionalization of the good practices. More efforts are needed to make best practices as part of the institutional structures and create ownership of it.

4. CONCLUSION

To the great extent the project addressed the problem for which it was designed. It was able to identify the relevant needs and build the capacity of communities to participate in the decision making processes through RCBO and TCBO Jirgas, formed by the project. The intended outcomes of improving service delivery and empowering communities through mobilization and participation in taking charge of their own development have been started to materialize. The momentum has been set to bring communities and government authorities at one platform to make decisions on the development priorities; this momentum needs to be maintained.

The project was found in line with the defined needs of target communities. It can be thus said that it was justified and relevant to the context of FATA. Communities were of the view that the canvas could have been widened to include agriculture and livestock sectors which are the main means of livelihood in such a region. The credit proposal also talks about the on-farm and off-farm inputs and it included agriculture and livestock. But the project adopted a model to work on improving service delivery through inclusive decision making processes, and it has been assumed that it would at relevant stage contribute in the livelihood improvement.

All the key deliverables (CBOs formation and capacity building, QIPs implementation) envisaged in the documents have been delivered or are about to be delivered fully (CDF project).

Key sustainable aspects of the FDP are mobilization and capacity building of CBOs, they are willing to remain united and work for the development of their areas, but still continuation of all activities will not be possible without additional funding.

Overall, the evaluation consultants conclude that the FDP design and implementation process, instead of delays caused by bureaucratic procedures, was appropriate. But it could have been better if more time was given to actual implementation than focusing strict procedures. However as a whole the project was effective, relevant in the local context and it has the aspects that will be sustained.

5. RECOMMENDATIONS

- 1) **Continue development interventions in FATA.** FATA is a region which lags far behind in socio-economic indicators than the rest of the country. Support from international community will bring this region in mainstream. SDC's support to FDP Phase III will build on the results produced so far and its contribution to improve livelihood and governance structures may help to bring FATA in mainstream. Despite the challenges, it is recommended that SDC should continue to support the next phase.
- 2) **Invest in Local Governance to support proposed FATA Reforms.** FATA reforms are being proposed with a five year transition plan to merge in KP. Introducing Local Governance Regulations is one of the important reforms to be implemented. Investing in local governance could bring the government and communities' closer to collectively decide on the improved service delivery. It will also enhance the political participation of the people of FATA in democratic processes. SDC should invest in the capacity building of upcoming elected representatives of local councils to plan, develop and implement appropriate development schemes.
- 3) **Improve the water provision mechanisms for drinking and irrigation purposes.** Water scarcity is also seen one of the big concerns for communities. The burden of fetching water is on women. Focusing on the mechanism of water provision and distribution would create ample opportunities for improved water governance sector too.
- 4) **Continue strengthening the RCBO and TCBO Jirgas through more regular meetings jointly with political administration.** Further build the capacity of these forums to explore ways of getting resources from their elected representatives and other opportunities. With enhance capacities RCBO and TCBO Jirgas will be able to influence the ADP formulation processes. Also strengthen the capacities of RCBOs and TCBOs in alternate dispute systems to play a role in the conflict resolution at local level.
- 5) **Involve the GLAs representatives at tehsil level more regularly.** Their interaction with communities will contribute in building trust between state and citizens and provide more opportunities for constructive dialogue and inclusive decision making processes.
- 6) **Develop and regularly update a result framework to monitor and track the progress and changes leading towards outcome and impact.** A comprehensive and well planned LFA will help the management to track progress and remove bottlenecks in time that affect the smooth implementation of the project.
- 7) **The future phase should demonstrate a flexible approach in selection of solutions to immediate needs.** It should include agriculture and livestock sector to improve the livelihood of target communities. This could also give two-fold result i.e. improving living conditions of the communities and also enhancing the service delivery mechanism.

- 8) **Improve reporting to SDC. Reporting should be more focused on results than completed activities.** The present reporting to SDC is more about the completed activities. This pattern is unsuccessful to capture the results and changes occurring through provided support.
- 9) **Adopt a flexible approach of tendering and procurement procedures, practical in the local context.** Strict procedures take long time which affect the implementation of the project and cause delays.
- 10) **Hire local firms to monitor the general and overall activities of the project.** Third Party Monitoring has been recognized as a best tool in an area not accessible to donors. The current monitoring and reporting mechanism (IPR) is a good mechanism to identify good stories and create mass awareness. However, a regular and independent monitoring mechanism will help in keeping project on track and it will also be able to access the region on behalf of the donors.
- 11) **Establish strong partnerships and synergies with similar projects in the region.** Learn how other projects are engaging vulnerable groups especially women in their activities. FDP phase III must identify similar projects and closely coordinate with them to build synergies and learn.
- 12) **In general, transfer of funds to FPs should be according to the reporting period and any delays should be avoided.**
- 13) **Build a responsive complaint redress mechanism as integral part of the project.** It will strengthen the morale of communities if their complaints are answered and required actions are taken in time. One of the mechanisms could be the setup of a toll free phone line to hear complaints.
- 14) **Form and operationalize a strong Steering Committee,** comprising of donors, implementing partners, FATA Secretariat authorities and representatives of similar projects implemented in FATA. It will steer the project at strategic level and will also be supportive overcoming restrictive conditions prevailing in the country for NGOs/INGOs.
- 15) **Put mid-term review (MTR) as essential part in the designing of next phase.** MTR would identify bottlenecks and propose more appropriate solutions in time.
- 16) **Widen the capacity building canvass for CBOs.** Capacity building should not be confined to the trainings only. Exposure and exchange visits to other areas/CBOs/projects, as part of capacity building, provide more better and practical learning opportunities to the CBOs.

- 17) **Design future interventions in line with the current developments occurring in FATA.** Recent FATA reforms introduced by FATA Reform Committee and FATA Long Term Governance Action Plan 2015-2025 should be used as key plans for interventions in the next phase of FDP. In phase III SDC should support the local government and its capacity building, which is an important pillar of the FATA reforms.
- 18) **Support women specific interventions.** Start with providing animals to women as pass-on schemes, poultry development, women skills of embroidery, kitchen gardening etc. Such interventions can be initiated in relatively urban suburbs and gradually be extended to the rural areas of FATA.

ANNEXES

1. **ANNEX I**
Terms of Reference
2. **ANNEX II**
List of key informants
3. **ANNEX III**
List of FDGs Participants
4. **ANNEX VI**
List of Documents reviewed
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Map of project area

ANNEX I

Terms of Reference

End of Phase Evaluation GIZ Implemented FATA Development Programme

1 Background

In 2009, the German Federal Ministry for Economic Cooperation and Development (BMZ) commissioned the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) to implement the FATA Development Programme (FDP) aiming at strengthening the capacities of governmental and civil-society stakeholder in selected regions in the Federally Administered Tribal Areas (FATA). The programme's strategy aims at laying the foundation for sustainable development in FATA following a two-pronged approach: (1) empowerment of the civil society to achieve increased social cohesion, demand for accountability and responsiveness on actual requirements; (2) strengthening of the government in the provision of services in a good quality. Essential to achieve the objective however is a constructive dialogue between state and civil society.

1.1 Duration/Budget of the programme

Phase I of the programme started in July 2009 and concluded on June 2012. The second phase started on July 2012 was supposed to conclude on 12/2015. SDC contract with GIZ formally started on 1st October 2013 with the ending date of 31st December 2015 which was later on extended to 30th October 2016. Total budget of Phase 1 was EUR 6.8 Mio were as for Phase II it was EUR 13.5 Mio of which SDC was contributed 2.34 Milo.

1.2 Objectives of the SDC Supported Livelihoods Component

The programme follows the principles of equality and empowerment of communities at grassroots level. It embraces the promotion of a favourable climate for good governance and the creation of structures for economic progress on which communities can build. It supports the government to include broad classes of society in the decision-making processes in order to improve its stewardship role in developing the impoverished region and promote accountability and transparency. The long-term objective of the FATA Development Programme is to improve the capacities of government actors and civil-society groups for the provision of services, for self-help and for constructive mutual dialogue.

Within the frame of the programme, 50 Community Based Organisations (CBOs) in Bajaur and Mohamand agencies and Frontier Region Peshawar (20 CBOs each in Bajaur Agency and Mohmand Agency and 10 in FR Peshawar) are formed. The ultimate goal is to ensure the sustainability of the community mobilization where a maximum of the CBOs achieve minimum standards of each level and finally reach Level 3 of the Maturity Index at the end of the whole mobilization process.

2 Objectives of the Evaluation

The overall objective of the end of phase evaluation is “to evaluate the programme on the criteria of “Relevance, effectiveness, efficiency, impact and sustainability”. More specifically:

1. Establish the relevance of the programme design and effectiveness of the approach on strengthening of governance structures in the context of FATA;
2. Determine the implementation efficiency of the interventions on introducing governance reforms through community engagements, identify areas of success and room for improvements; highlight the main challenges;
3. Impact on the communities and governance structures, within the community and their engagements in decision making;
4. Impact on women, youth and other marginalized groups (as applicable) role in decision making and how this programme changed their role;
5. Assess the extent to which the programme has effectively achieved its stated objectives and to identify the supporting factors and constraints that have led to this achievement or lack of achievement and how to address them in the next phase;
6. Assess the sustainability of the interventions commenting whether or not the governance reforms, if any, introduced under this programme will continue beyond the programme period and what measures are needed to make them sustainable;
7. Identify unintended changes, both positive and negative, in addition to the expected results;
8. Assess the suitability of partner for this programme commenting whether or not the partner presented ideal profile for such interventions?
9. Identify lessons learnt and potential good practice in relation to the changes at the community level; e.g. provide recommendations to programme stakeholders to promote sustainability and support the completion, expansion or further development of initiatives that were supported by the programme and; inform the design of future stages of SDC interventions.

3 Methodology

The evaluation team is required to suggest an evaluation design based on the given questions and evaluation objectives. No household survey is foreseen. However, this should include literature review, Key Informant Interviews, and Focus Group Discussions. Women and other marginalized groups have to be interviewed. The evaluation designs and data collection tools will be reviewed by SDC Pakistan and would be agreed upon.

The evaluation process should comprise of mixed model approach to collect both quantitative as well as qualitative data. The process should include:

- Submission of inception report;
- A short desk review of key programme documents listed

- ***Primary data collection through Focus Group Discussion with beneficiaries (both male and female) to assess the effectiveness and impact of the programme activities at household level and community level. Number of Focus Group Discussion should be set on the basis of number of beneficiaries of different activities and the process should be participatory to the extent possible.***
- Interviews with the Local NGO Partners and government officials to document their perception about changes as a result of this programme.
- Presentation of draft findings to help finalize the conclusions for the report
- Submission of the draft evaluation report to SDC for feedback. Incorporation of SDC feedback in the draft report.
- Submission of final report following comments received from SDC on the draft report within the time frame agreed.

4 Expected Outputs

Following are the key deliverables:

1. Inception Report outlining the evaluation methodology to be used by the evaluator and a final work plan;
2. Stakeholder workshop: The evaluator shall facilitate a learning workshop in country to present the draft report and the findings of the evaluation to the programme and key stakeholders; to gather comments and feedback on the findings and build consensus on recommendations. The workshop will take place at Islamabad and the consultant should not budget any costs related to the budget in this bid.
3. Draft evaluation report with specific recommendations; lessons learnt and good practices.
4. Final evaluation report (max. 20 pages) incl. executive summary.
5. Gender/disadvantaged groups and equality issues should be explicitly addressed throughout the evaluation activities of the consultant and all outputs including final reports or events need to be gender mainstreamed.

5 Timeline

The evaluation will take place in the end of July and towards August 2016 over a period of 20 days. Final report should be submitted by 30th August 2016.

6 Report Format

The evaluation will result in the drawing up of one report, in English.

The evaluation report is an important working tool for SDC. The report format appearing below must, therefore, be strictly adhered to:

a) Cover Page

b) Title of the evaluation report

c) Date of evaluation

d) Name of consultant

e) Abbreviations.

f) list of tables

e) Table of contents g)

Executive summary

A tightly –drafted, to-the-point and free –standing Executive Summary is an essential component. It should be short, no more than two pages. It should focus on the key purpose or issues of the evaluation, outline the main points of the analysis, and clearly indicate the main conclusions, lessons learned and specific recommendations. Cross references should be made to the corresponding page or paragraph numbers in the main text.

The structure of the Executive Summary must be as follows:

- ☐ Evaluated items
- ☐ Date of the evaluation
- ☐ Consultant name
- ☐ Purpose and methodology
- ☐ Main conclusions: These conclusions should refer to the main evaluation criteria and cross-cutting issues dealt with by the consultant and set out under point 2 of the TOR
- ☐ Recommendations
- ☐ Lessons learnt

Main body of the report

The main body of the report shall elaborate the points listed in the Executive Summary. It will include references to the methodology used for the evaluation and the context of the action. In particular, for each key conclusion there should be a corresponding recommendation.

Recommendations should be as realistic, operational and pragmatic as possible; that is, they should take careful account of the circumstances currently prevailing in the context of the action, and of the resources available to implement it both locally and in the Commission (20 pages maximum)

Annexes:

- ☐ Terms of Reference:
- ☐ List of person interviewed and sites visited;
- ☐ Maps of the areas covered by the operations financed under the programme
- ☐ All confidential information shall be presented in a separate annex.

7 Selection of the Evaluation Team

Selection of the Evaluation Team will be done by the SDC and will be based on the strength of the qualifications provided by potential candidates through their expressions of interest for the assignment. More specifically:

- They should demonstrate their background knowledge of community based governance processes in fragile environments;
- Significant field experience in the evaluation of large multi-year and complex development programmes relevant to this assignment;
- a statement of availability for the assignment;
- Ability to interact with the communities – directly or their local team members;
- Excellent written and oral communication skills in English.

8 Access, Security and NoC:

Access to the project sites in FATA including obtaining of No Objection Certificates (NoCs), if applicable, will be the responsibility of the consultant (s)/firm. Similarly, SDC has no responsibility for the security of the consultant (s)/firm.

9 How to Apply:

Please send your technical and financial proposal, not more than 5 pages, outlining how this piece of work will be undertaken to SDC. The proposal should include:

- Detailed methodology
- Timeline
- Costs

Annexed items should include:

- Team CVs
- Two samples of relevant, recent work by firm/team members
- Two referees

ANNEX II: List of key informants interviewed

S.No.	Name	Designation
Swiss Cooperation Office Pakistan – SDC Islamabad		
1	Saeedullah Khan	Policy Adviser
Deutsche Gesellschaft für Internationale Zusammenarbeit - GIZ		
2	Ralf	Head of Programme
3	Bertie Willemse	FDP Advisor
4	Asim Shafi	Component Leader-Livelihood – GIZ Peshawar
5	Muhammad Atif	Coordinator – IPR
DEWAH – Facilitating Partner for FR Peshawar		
6	Miraj Afridi	Chairman
7	Aijaz Qasim	Programme Manager
8	Arif Nawaz	Senior Project Manager
9	Maqsood Ali	Project Engineer
10	Faisal Khattak	Project Engineer
11	Umer Hayat	Senior Social Organizer – FR Peshawar
12	Peer Mohammad Afridi	Senior Social Organizer – Khyber Agency
Community Motivation and Development Organization, CMDO – Facilitating Partner for Mohmand & Bajaur Agencies		
13	Faiz Mohammad Fayyaz	CEO
14	Amjad Afridi	Director Systems
15	Amir Kamal	Programme Director
16	Irfanullah	Project Engineer – Bajaur Agency
17	Salman Ali	Project Engineer – Mohmand Agency
18	Mushtaq Muhammad	Senior Social Organizer – Mohmand Agency
19	Muhammad Inam	Senior Social Organizer – Bajaur Agency
Helvetas Swiss Intercooperation (HSI)		
20	Nadeem Bukhari	Team Leader - Livelihood
South Asia Partnership Pakistan (SAP-PK)		
21	Sikandar Zaman	Regional Programme Manager KP Peshawar
USAID KP/FATA Office		
22	Dawood Khan	Director M and E
Multi- Donor Trust Fund		
23	Muhammad Zahoor Peshawar	Coordinator, Implementation Support Unit (MDTF)
24	Mujeeb-ur-Rehman	Project Director, FATA Rural Livelihood and Community Infrastructure Project (RLCIP)
FATA Secretariat		
25	Islam Zeb	Director General – Projects
26	Shah Nasir	Deputy Programme Manager RRU
Local/Political Administration/ GLAs		
27	Aimal Shah	Project Manager Mohmand Area Development Programme
28	Ibrar Ahmed	Agency Social Welfare Officer – Bajaur

29	Muhammad Naeem Khan	Assistant Director Local Government Bajaur
30	Naveed Akbar	Assistant Political Agent Lower Mohmand Agency
31	Faramosh Khan	Tehsildar Ambar, Mohmand Agency
32	Tariqullah	Assistant Political Agent FR Peshawar
33	Asmat Khan	Agency Education Officer FR Peshawar
Community Elders, members		
34	Muhammad Munsif	FR Peshawar
35	Ghulam Hussain	FR Peshawar
36	Shah Jee Khan	FR Peshawar
37	Syed Sawab	Syed Sawab
38	Izzat Gul	Ambar Mohmand Agency
39	Hayat Khan	Ambar Mohmand Agency
40	Imam Gul	Ambar Mohmand Agency
41	Ayaz Khan	Utmankhel Bajaur Agency
42	Shabana	Utmankhel Bajaur Agency
43	Bacha Bibi	Utmankhel Bajaur Agency

ANNEX III: List of FDGs Participants

	Community Based Organization (CO III) – Sama Bada Bera – FR Peshawar	
1.	Saeed Khan	General Secretary
2.	Mohammad Zaman	Vice Preseident
3.	Naveed Rehman	Joint Secretary
4.	Ziarat Khan	Member
5.	Saleem Khan	Member
6.	Mohammad Ibrar	Member
7.	Khatir Zaman	Member
8.	Mehrab Khan	Member
	Community Based Organization – Kandao – FR Peshawar	
9.	Amir Hamza	President
10.	Abdul Qadir	General Secretary
11.	Muhammad Nazwaz	Joint Secretary
12.	Ashraf Hussain	Finance Secretary
13.	Maroof Khan	Member
14.	Dawood Khan	Member
15.	Tahir Khan	Member
16.	Mohammad Asghar	Member
	Community Based Organization – Rambat – Ambar – Mohmand Agency	
17.	Syed Azeem	President
18.	Saleh Rehman	Vice President
19.	Amir Khan	General Secretary
20.	Hazrat Amin Mian	Finance Secretary
21.	Gul Muhammad	Member
22.	Ahmed Khan	Member
23.	Syed Muhammad	Member
24.	Khan Muhammad	Member
	Community Based Organization – Chaargulai – Ambar – Mohmand Agency	
25.	Mir Hamza	General Secretary
26.	Noor ul Hassan	Vice President
27.	Shahjahan	Finance Secretary
28.	Sher Wali	Joint Secretary
29.	Gul Akbar Khan	Member
30.	Jannat Gul	Member
31.	Hameed	Member
32.	Zardoon	Member
	Community Based Organization – Musa Kor – Ambar – Mohmand Agency	
33.	Abdul Wahab	General Secretary
34.	Hikmat Shah	Vice President
35.	Muhammad Rehman	Member
36.	Sabir Khan	Member
37.	Ghulam Syed	Member
38.	Maqsood	Member
39.	Taj Muneer	Member

	Community Based Organization – Sarlara – Ambar – Mohmand Agency	
40.	Ghulam Sarwar	President
41.	Ahmed Gul	Vice President
42.	Jan Sarwar	Member
43.	Rasool Muhammad	Member
44.	Syed Nawab	Member
45.	Fazal Muhammad	Member
46.	Wazeer Khan	Member
	Community Based Organization – Ingaro Juwar – Ambar – Mohmand Agency	
47.	Dost Muhammad	President
48.	Moulvi Hazrat Rehman	Finance Secretary
49.	Haji Behram	Joint Secretary
50.	Fazal Rehman	Member
51.	Paında Khan	Member
52.	Luqman Khan	Member
	Community Based Organization – Shareef Kor – Ambar – Mohmand Agency	
53.	Jahanzeb Khan	President
54.	Syed Muhammad Qari	Finance Secretary
55.	Ahmed Shah	General Secretary
56.	Haji Bacha Khan	Information Secretary
57.	Bakht Mir	Member
58.	Mukamal Khan	Member
	Community Based Organization — Werterah – Utmankhel Bajaur Agency	
59.	Said Rahim	President
60.	Hakeem Jan	Member
61.	Muhammad Jan	Member
62.	Bakhtzada	Member
63.	Gul Hamid	Member
	Community Based Organization — Raza Shah – Utmankhel Bajaur Agency	
64.	Muhammad Inam	General Secretary
65.	Pacha Siad	Member
66.	Ali Rehman	Member
67.	Bunir Gul	Member
68.	Saeed ullah	Member
	Community Based Organization — Khakha Dheri– Utmankhel Bajaur Agency	
69.	Abdul Hayat	President
70.	Hamid ullah	General Secretary
71.	Aftab Khan	Finance Secretary
72.	Farmanullah	Joint Secretary
73.	Azmatullah	Member
	Community Based Organization — Ban Hayatay – Utmankhel Bajaur Agency	
74.	Shaheer Zada	President
75.	Niaz Muhammad	General Secretary
76.	Said Muhammad	Vice President
77.	Peer Mohammad	Joint Secretary
	Community Based Organization — Ogai Shah – Utmankhel Bajaur Agency	

78.	Ali Rehman	President
79.	Darwaish	General Secretary
80.	Shah Zarin	Finance Secretary
81.	Nasir	Vice President
82.	Aziz-ur-Rehman	Member
83.	Bakhtzada	Member
Community Based Organization — Musala Dheri – Utmankhel Bajaur Agency		
84.	Tawakal Khan	President
85.	Bacha Muhammad	Vice President
86.	Khaista Muhammad	General Secretary
87.	Hidayatullah	Member
88.	Jandol	Member

WOMEN Group - Mohmand Agency⁷

1.	Taj Meena	Community Member
2.	Raheela Bibi	Community Member
3.	Zubaida Bibi	Community Member
4.	Naseem	Community Member
5.	Maria	Community Member
WOMEN Group – Bajaur Agency		
6.	Maryum Bibi	Community Member
7.	Timoura Bibi	Community Member
8.	Samina Bibi	Community Member
9.	Shazia Bibi	Community Member
10.	Fatima Bibi	Community Member
11.	Maryum Bibi	Community Member
12.	Hajeeda Bibi	Community Member
13.	Rukhdia	Community Member
14.	Aliya Bibi	Community Member
WOMEN Group – FR- Peshawar		
15.	Bus Bibi	Community Member
16.	Aleema Bibi	Community Member
17.	Mintaja Bibi	Community Member
18.	Nair Bibi	Community Member
19.	Waseema Bibi	Community Member
20.	Zuleekha Bibi	Community Member
21.	Haleema Bibi	Community Member
22.	Samina Bibi	N Community Member
23.	Shaguta Bibi	Community Member
24.	Nazo Bibi	Community Member

⁷ While disseminating the report to the wider stakeholders, the names of women can be excluded to respect the cultural norms of the area.

ANNEX VI: List of documents reviewed

1. GTZ FATA Livelihood Project (FLP) Context Analysis, Jamrud and FR Peshawar
2. SDC: Entry Proposal - Fata Livelihood Development Project
3. SDC Operational Progress Report Jan – Dec 2014
4. SDC Operational Progress Report July 2015 to Dec 2015
5. FDP Monthly Activity Reports June 2014; August 2015; Sep 2015; Feb 2016; March 2-016; May 2016; June 2016
6. Consolidated Report “Orientation Workshop Do No Harm Approach August 25-26, 2015
7. Tehsils Proposed for The Implementation of Fata Development Programme
8. Potential Co-financing of SDC for the FATA Development Programme: Summary of the meetings on 22.03.13 and 11.04.13 and status of discussion
9. Training and capacity building measures-Result of CBO capacity needs assessment exercise. April to June 2014 - By Mumtaz Mehsud
10. Current Status of Activities – Livelihood Component 4 February 2016
11. TC Measure - FATA Development Program - Livelihoods, PN: 11.2264.7
12. PWC agreed upon procedures report on FATA Development Program
13. Actors in Livelihood
14. GIZ views to the risks identified by PWC auditors
15. GIZ monthly activity reports
16. ToRs for Coordination Board for FATA Development Programme, Pakistan
17. ToRs for Steering Board for FATA Development Programme, Pakistan
18. Process Plan: Tehsil & Community Selection
19. Guidelines for conflict sensitive implementation and monitoring
20. Tehsil and community selection for development cooperation
21. Proposed community selection process in new Agencies of FATA Development Program
22. The Policy Marker System
23. Minutes of CDF Committee Meeting – Mohmand
24. Minutes of CDF Committee Meeting - Bajaur
25. Minutes of CDF Committee Meeting – FR Peshawar

ANNEX V: Map of the area



Base Map for Fata with Tehsils

