



## End of Project Evaluation

**Cash *for* Work**

in

**Flood Affected Districts of South Punjab**

# **End of the Project Evaluation**

## **Cash for Work Programme**

**By**

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The logo for Impact Consulting, featuring the word "IMPACT" in bold black text above the word "CONSULTING" in smaller black text, with a stylized graphic of horizontal bars to the right.

**Principal Consultant  
Impact Consulting**

## **Acknowledgements**

Impact Consulting and I offer special thanks to Maqsood Jan, Virginia Khan, Moiz Ali, Umer Baig, and Yousaf Shakir who gave interesting programme and research insights and also facilitated this assignment. At the same time, a special thank is due for the local staff of implementing partners i.e., Doaba Foundation and Help Foundation. While acknowledging the support of colleagues, I assert that all mistakes are mine.

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## List of Abbreviations

CfW	Cash for Work
CFS	Child Friendly Spaces
CSOs	Civil Society Organizations
FfW	Food for Work
FGDs	Focus Group Discussions
HAP	Humanitarian Accountability Partnership
IDPs	Internally Displaced Persons
IP	Implementing Partner
PKR	Pakistan Rupees
PRA	Participatory Rapid Appraisal
PSLM	Pakistan Social and Living Standards Measurement Survey
TOP	Terms of Partnership
TOR	Terms of Reference

## Executive Summary

In Pakistan, floods of 2010 made more than 20 million people worse off through erosion of social and economic capital. Their livelihood options shrank and incomes dipped to rock bottom. Southern Punjab and Sindh were worst hit areas where pockets of extreme deprivation during the recovery and rehabilitation were still present. Responding to such challenges, Plan Pakistan with the help of Doaba Foundation in Mazzafergarh and Layyah and Help foundation in Rajanpur implemented Cash for Work (CfW) schemes in three districts.

The schemes envisioned to regenerate and strengthen local social and economic development in post-disaster recovery phase. The main instrument was creation of short term temporary employments designed to build local public infrastructure. Therefore, the districts where CfW-based recovery and rehabilitation support was provided have had higher incidences of poverty as compared to the rest of Punjab province<sup>1</sup> in the past as well.

Aimed to bring improvements in household incomes to increase access to food, health, education and basic household goods, such employment and development schemes played a critical role. It was also aimed that such intervention would bring social stability in local community life and jumpstart local economic development. Fundamental principle of these schemes was to provide employment to the poorest of the poor segments of local population. Making targeting of the poorest of the poor more effective, community development approach was used. This approach envisioned to bring the community forward to lead the course of development in the fashion of 'putting the last first' (Chambers, 1989, Chambers, 1997).

After one year, the CfW project was able to generate 3023 short-term employments through 27 schemes in 27 villages. It was also able to create 27 Child Friendly Spaces (CFS) at every location of the scheme so that workers were able to put their children at safe place and efficiently use their productivity potentials. On average, every worker was able to receive PKR 6404 (US\$ 71<sup>2</sup>) per scheme while average duration of the scheme was 22 days excluding the weekly off and holidays. In total, 64600 mandays were used in all the schemes for which PKR 19351700 (US\$ 215018) were paid in wages. Field survey of direct beneficiaries revealed that on average expenditures on food was 75.2%, health 7%, clothing 3.2%, mobility 0.7%, education 0.5%, saving 3.3% and loan payments 10.1%.

The end of project evaluation aimed at analysing what worked and what did not work in addition to intended and unintended consequences. The aim was to analyse project implementation processes and document key lessons learnt, and share key recommendations.

The evaluation argues that the project was able to achieve more than what was intended during the time of project designing. It could undertake more schemes and generate more

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<sup>1</sup> For details, please see Box 5 in this report.

<sup>2</sup> US \$ 1 was taken as PKR 90

employments than envisaged. It remained a reasonably efficient, relevant, transparent, and successful project.

The longer-term impacts of such community-based projects go beyond the log frames of project documents and touch the sociological boundaries of life experiences. Analysis of the project showed that the CfW schemes were able to generate local social organization processes by which organized communities could raise voice for social and economic rights in addition to building capacities of the implementing partners (IPs) and Plan Pakistan to implement more such projects. In this way, the project contributed to local and organizational institutional strengthening.

Looking at the productivity of labour force in CfW project, it can be concluded that the poorest of the poor people in Pakistan have potential to change their development fortunes. They can rebuild and strengthen public infrastructure with a missionary zeal. The key drivers of change in labour productivity appear to be both the interest and motivation to improve their collective living conditions. While such projects can be replicated elsewhere, the point, however, is to involve people not only as beneficiaries but partners in development processes. The other critical element is to create right type of interventions relevant to peoples' development needs as this project has tried to aim at.

## **Recommendations**

The following is a summary of recommendations which emerge from the evaluation study:

- It is recommended that CfW, having been tried in response to disaster, can potentially be replicated as a serious intervention for poverty reduction in rural settings
- CfW project also shows a shade of on-the-job trainings. Such interventions can be made a quintessential part of local employable skill enhancement mechanisms for poverty reduction and expansion in livelihood options
- CfW project may include some component of gender specific interventions which increase employable skill levels of women
- To create more transparency and accountability as mentioned in HAP standards, there should be a formal complaint response mechanism in place.

## Project Description

Cash for Work (CfW) is a short-term intervention used by humanitarian assistance organizations to provide temporary employment in public projects (such as repairing roads, clearing debris or re-building infrastructure) to the most vulnerable segments of population. While such a specialized intervention is relatively new and methodology is evolving, the use has become increasingly common in food insecure and disaster-affected areas (Doocy et al., 2006). However, it has also been used to generate employment in conflict prone areas such as Gaza as well (Latif and Besaiso, 2009).

*Why CfW?* The CfW project, supported by the Plan Pakistan and implemented in partnership with two organizations namely Doaba Foundation and Help Foundation, emerged as a recovery and rehabilitation response to devastating floods in 2010 which were caused by heavy rains during the month of July. Floods affected around 20 million people across Pakistan of which around 15 million lived in Southern Punjab and Sindh. Therefore, the poverty stricken districts of south Punjab were worst affected and amongst the worst affected of southern Punjab were the riverine communities where Doaba and Help Foundation implemented CfW programmes.

*When CfW?* Once the floodwater started receding, in October 2010, Internally Displaced Persons (IDPs) started returning to their homes and were struggling to rebuild the lost social and economic infrastructure. The devastation and catastrophe brought by floods had made task of restoration the hardest since both the personal and public infrastructure has been destroyed. Having lost their sources of income such as farm and non-farm labour, the people were confronted with an immense shortage of cash for a diverse range of expenditure needs which included loan payments, education, and health. At the same time, link roads, culverts, community raised platforms, water and sanitation, and drains needed repair to normalize community life.

In this context, it was discussed and decided among Plan Pakistan and many CSOs that cash-for-work during the recovery and rehabilitation phase would be more appropriate than commodities-for-work type intervention. It was decided that the worst affected three districts in the Punjab Province i.e., Rajanpur, Muzafargarh and Layyah should be targeted. A elaborate village selection strategy was devised, a summary of which is provided in Box 1.

### Box: 1 Selection Criteria for Workers

It was designed that selection of partakers) will be conducted by the communities themselves using the following criteria:

- Participants should be residing in a flood-affected village.
- Participants should be willing to work in a group.
- 1 Family (household) was entitled to contribute 1 Worker.
- Worker be able to work 6 or 7 days per week (1 working day = 6 to 8 hours).
- Worker to accept not to work in another relief program at the same time.
- Receive payments that will vary from PKR 350 - 600 (US\$3.3-6.6) depending on skills (based on the market rate in the implementation areas).



The following are details about goals and objectives:

**Goal**

To enable children, women and youth to return to their normal lives in which they realize their rights.

**Overall Objective**

Strengthened community restoration, and parents and caregivers facilitated to provide an adequate standard of living for their children.

The CfW project was designed to be implemented from 1 December 2010 to November 30, 2011. However, it ended on February 29, 2012. The project focused on providing short-term income and employment opportunities to the poorest and the most vulnerable families including female-headed households while simultaneously rehabilitating and strengthening the physical infrastructure in the flood affected villages. It aimed to implement 23 schemes in 23 villages with each scheme offering employment opportunity for around 100 workers for a period of maximum 30 working days.

**Box 2: CfW: Village Selection Strategy**

Plan Pakistan, in consultation with the implementing partners, devised village selection strategy, pre-tested it and finalized. The strategy developed the following criteria and methods for village selection:

- Review of secondary data for determining most devastated flood affected villages (source: government notification)
- Name of the identified villages must be included in the UNOCHA assessment
- To assess severity of damage through floods repeated field visits to be undertaken by the team
- The area is least served by government or other organizations (field visit & FGD)
- The area is under developed (poorest and marginalized villages with least developed infrastructure)
- The people of the area are willing to work on the schemes (Community meeting)
- The people of the area are socially and economically deprived (verification through field visits)
- No security threats to the staff exist.

Poorest families were identified through using objective poverty assessment tool i.e., Progress Out of Poverty Index tool (PPI) to determine if the household is below the national poverty line.

## Objectives of the Project Evaluation

The objective of the evaluation was to analyze the intended and unintended consequences, achievements, and outcomes of the CfW interventions. In addition, it also tried to ascertain whether and to what extent the project has succeeded in achieving its objectives and expected results. Analysis of project inputs, activities, processes, and outputs provide main material while assessing the success of contributions in achieving the project goals.

Specifically speaking, the following were main objectives of this evaluation study:

- Which aspects of the project worked well, what did not work as well as intended and unintended consequences and the reasons for any gaps
- Impact of the project on lives of the beneficiary families and local community
- Efficiency and effectiveness of the implementing partners in implementing CfW schemes
- Different aspects of sustainability
- Efficacy of the processes followed (e.g. management, social mobilization)

### *Scope of the Study*

In order to achieve the above-mentioned objectives, the evaluation tried to explore and analyse the processes and impacts of the project with the following guiding questions which provide the central framework:

- How many schemes were successfully completed?
- How many were the direct beneficiaries with gender segregated data?
- How much money was disbursed as daily wages?
- How many families benefitted?
- How many Child Friendly Spaces were created and how many children were enrolled?
- How many were indirect beneficiaries

The project evaluation also tried to understand and document how far project interventions strengthened community restoration, and parents and caregivers were facilitated to provide an adequate standard of living to their children. Applying various methods of social research, the below given four general objectives (Table 1) were taken into consideration while gauging the impacts of project interventions and effectiveness of implementing partners.

To enrich the evaluation with details of CfW related factors attributable to change in the local living conditions, the following were also taken into consideration:

- Beneficiary selection process
- Social mobilization process
- Implementation and monitoring of activities
- Wages of direct beneficiaries

- Impact on local contractors for services

**Table 1**

Sr. No	Objectives	Intervention	Expected Result
1	Food Security/Basic Needs	Supply people with cash when food and necessary household goods are readily available in the markets but communities do not have the necessary cash to obtain them.	Families have been able to obtain household goods.
2	Improvement of assets or community projects	Improve basic assets. Accomplish a community-defined project according to usefulness and sustainability.	Some of the damaged community structures are restored.
3	Jumpstarting local economic development	Reintroduce cash flows into the flood-affected communities, revitalize local markets, and restore basic economic functions.	Local economy revitalized.
4	Stability	Keeping the impacted population from migrating or abandoning their communities in search of new livelihoods.	Participating families are enabled to stay and rebuild their lives.

To ascertain details of what worked and how, focus of evaluation also included:

- Project relevance to local needs
- Project efficiency and effectiveness in delivering results and use of resources
- Sustainability of the project interventions
- Accountability to beneficiaries and quality standards

## Methodology and Research Framework

One of the main purposes of the evaluation was to assess the impact of the CfW project on the beneficiaries and to bring about recommendations to further strengthen the sustainability of the livelihoods of the beneficiaries. To assess the impact of the CfW project on the beneficiaries, quantitative and qualitative such as PRA tools were used. The evaluation used mixed methods (Denscombe, 2010) and instruments including documentation review, interviewing individuals, holding focus group discussions with beneficiaries and conducted one survey.

The primary methods employed for the evaluation purposes included:

- **Project documentation review**

Project documents were reviewed which provided relevant information, as project proposal, implementation plans, and quarterly progress reports. The documentation review provided a sound basis for understanding the project, its processes and envisaged outputs. It also helped understand the evolutionary nature of learning by doing in one of the pioneering CfW project in Pakistan.

- **Inception meeting**

After the document review, an inception meeting was held on January 24, 2012 between the Impact Consulting and country team of the Plan Pakistan in Islamabad. During the meeting, the evaluation plan, activities, and research methodology were discussed and suggestions made on improving the precision of questionnaires and increasing the number of FGDs. It was decided that two districts namely Muzzafargarh and Rajanpur i.e., one district per IP should be the population out of which appropriate sample be taken. Another meeting was held with the Project Officer in coordination office of Plan Pakistan in Multan to understand the situation on ground and develop a micro-plan for evaluation.

- **Interviews with key project actors**

A set of guiding questions were prepared for interviews with project staff both the Plan Pakistan and IPs taking into consideration all inquiries which were based around the main questions in the ToRs. Additional probing questions were added as needed.

- **Survey questionnaire**

*Quantitative data* from direct beneficiaries of the project was collected through a survey conducted by a questionnaire. The questionnaire was pilot tested with five direct project beneficiaries (5% of the sample) who had already participated in project activities. The survey instruments were developed in English while questions were asked by the author of evaluation in Punjabi/Siraiki which was the local language. The questionnaire primarily focused on the satisfaction of the direct beneficiaries with CfW project activities, work

environment and child friendly spaces, household expenditure patterns (for basic needs), physical security, payments, and impact on food security.

- **Sampling strategy**

It was decided that at least 70% of the schemes in each district must be visited while taking care of the representativeness of all variety of schemes in different geographical locations. It was designed to capture diversity in project implementation and differences in experiences of beneficiary communities. Based upon the time and resources available as well as mentioned in Essential of Social Research (Ruane, 2005, p. 109) for a representative sample, a sample size of 5% was taken chosen from the list of beneficiaries. The total sample size was proportionately taken to avoid any representational bias in findings.

**Table 2**

Organization	Districts	Villages	Schemes	Direct Beneficiaries	Sample Size (5%)
Doaba Foundation	Muzaffargarh	9	9	1411	70
Help Foundation	Rajanpur	10	10	723	36
<b>Total</b>		<b>27</b>	<b>27</b>	<b>2134</b>	<b>106</b>

With a population (n) of 2134, the sample comes to 106. For survey questionnaire, the sample was selected through the method of systematic random sampling from CfW participant's lists provided by the IPs. This was vital to ensure a reasonable representation of different geographical locations (across schemes in different areas, activity types (skilled/unskilled) and beneficiaries' age (young/old).

- **In depth interviews with key informants**

A set of guiding questions were prepared for interviews with key informants which were based around the main questions in the ToR with additional probing questions added as needed. The key informants included community elders, members of community organizations, government officials such as teachers, team leaders of the work force, and indirect beneficiaries.

- **Focus group discussions**

*Qualitative data* was obtained through a series of focus group discussions at scheme locations. In total, around 22 focus group discussions (11 each district) were held. Care was taken that FGDs were held with a wide spectrum of people grouped separately across gender. Separate FGDs were conducted with children as well with a focus to ascertain their perspective on the effects of schemes and how their life was impacted by employment of their parent. The **purposes of the FGDs** were twofold. Firstly, it was to gain a detailed insight into the economic and social impacts of the project on the beneficiaries and their direct

environment and community assets. Secondly, these FDGs were also held to ascertain what was the situation before, during, and after the floods of 2010.

Since, FDGs were held in close proximity to implemented scheme so it was possible for the people to recall their experiences while using PRA techniques about changes in their lives which were attributable to the CfW project. In addition, community views about project design were also taken and possible alternatives to CfW were probed in detail. A set of guiding questions for each stakeholder group such as direct and indirect beneficiaries, team leaders, and community organizations, men and women, and children was prepared for FDGs. Inquiries were based around the main questions in the ToR with additional probing questions added as needed.

- **Case studies**

While documenting the social and economic impacts of the project, five case studies were prepared. From each district one male, and one female was taken as unit of information gathering and analysis where as one scheme was also taken as case study. The basic purpose was to unpack the realities of intervention from the perspective of direct beneficiaries i.e., the labour. Case study of scheme was undertaken to document how schemes were actually identified, completed and what difference in the lives of people they made.

- **Direct observation and informal interviews**

Direct observation was used to record how far the schemes were relevant and beneficial, how people were making use of the schemes, and how they were living now. In order to let people reveal realities in a comfortable environment, efforts were made to undertake informal interviews with key informants. This was especially important to understand the household expenditure patterns and comparison of pre and post flood situations.

- **Data analysis**

The quantitative data related to questionnaire used in this evaluation was analyzed in the following steps:

- The questionnaire responses was entered into pre-designed data templates in MS Excel
- The data was cleaned for eventual analysis

The qualitative data was recoded and analysed in a detailed manner while writing the report.

- **Report writing**

As a first phase, a draft report was be prepared which reflected the consulting team's analysis including the survey findings, results and conclusions. In the second phase, final report was prepared and presented after the Plan Pakistan staff commented on the draft report.

## Results and Outputs

### ***The Pakistan Poverty and Flood Context:***

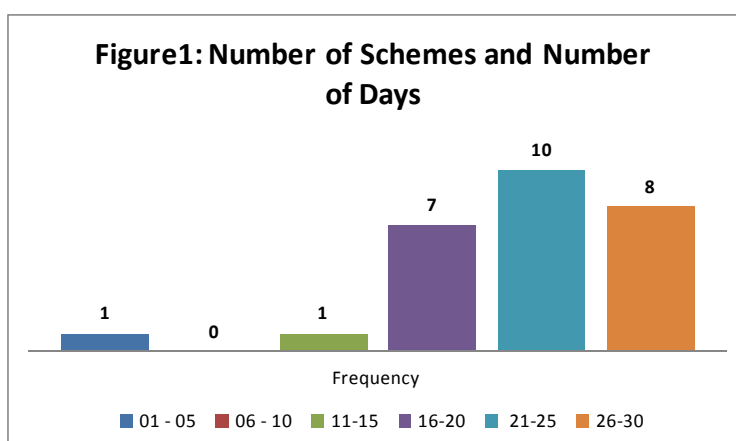
Pakistan is a country which has shown an impressive performance in economic growth. The economy actually grew on average 2 to 3 percent in more than sixty years of its life. This is an impressive growth rate amongst the developing countries. However, performance in economic growth could not be translated into social development such as improvement in indicators of education and health for women and children in particular (Easterly, 2003). It has also been argued that during the last twenty years, Pakistan has witnessed escalation (1990s) and then decline (till 2005-06) and then re-emergence (since 2007-08) of poverty owing to macroeconomic imbalances and structural issues of the economy. The main reasons of re-emergence of poverty has been identified as increase in inflationary pressures specially in the food items (GoP, 2008, MOF, 2011). In this process, the poor have been worse off during the first decade of twenty first century which has put them in enormously difficult living conditions.

The year 2010 was not really good for the fixed income group specially the rural poor. They lost savings to inflation as well as deteriorating jobs in the manufacturing sector due to energy shortages. The worries were aplenty when the floods of 2010 struck and the rural areas were subjected to extensive damages to wheat and rice crops. While non-governmental organizations specially the international organization were busy in helping the poor to cope with floods, there was a need to identify the worst affected areas and also reach out to the deep pockets of destitution. This need became more prominent when the relief phase was over and a recovery & rehabilitation phase started. During this period, starting from December 2011 and onward, innovative approaches were needed to help the poorest of the poor living in or close to the river beds which is locally called *kacha* areas.

Learning from the experiences of Cash for Work (CfW) in post-tsunami reconstruction (Doocy *et al.*, 2006) and job creation in post-conflict situations such as Gaza (Latif and Besaiso, 2009), Plan Pakistan started a CfW programme in Pakistan. It was thought that Cash for Work is better than the commodity for work programmes because cash is a flexible instrument and people see a fair amount of dignity associated with receiving cash instead of commodities (Harvey, 2005). Below given is a quantitative presentation of the results and outputs committed in the project document.

### ***The Project Results and Outputs:***

27 CfW schemes of various types were completed which benefited around 3023 direct beneficiaries. Out of the direct beneficiaries who received wages, 82% were men and rest were women. These schemes utilized PKR 19.35 million (US\$ 215018) as daily wages for the labour force. The average was 22 days per scheme excluding the weekly off and holidays. As shown in the Figure 1 below, majority of the schemes were between 21-25 days of duration followed by 26-30 days duration. These short term employment schemes benefited an estimated number of 19530 members of different families.



The project had the provision of Child Friendly Spaces where day care centres were established at all locations. Around 1497 children (55% boys and 45% girls) were enrolled. Indirect beneficiaries are around 6,250 households<sup>3</sup> and 50,000 individuals<sup>4</sup>

**Table 3**

Organization	Districts	Tehsils	UC	Villages	Schemes	Direct Beneficiaries
Doaba Foundation	Muzaffargarh	2	4	9	9	1411
	Layyah	2	4	8	8	889
Help Foundation	Rajanpur	2	5	10	10	723
Total		6	13	27	27	3023

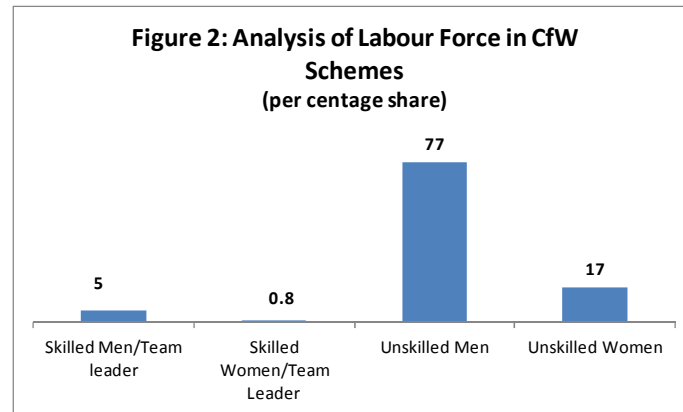
### Analysis of Labour Force: Gender Dimensions

The following Figure 2, presents an analysis of labour force in CfW Schemes. It shows that the schemes were predominantly beneficial for the unskilled male labour. Their percentage share in employment was 77% while less than 17% share was of women who were either team leader or skilled. However, the data showed that none of the women employed in CfW were skilled. It shows the gender disparity in skill endowments at the village levels. Therefore, women are in dire need of skill enhancement to adequately benefit from such cash for work schemes.

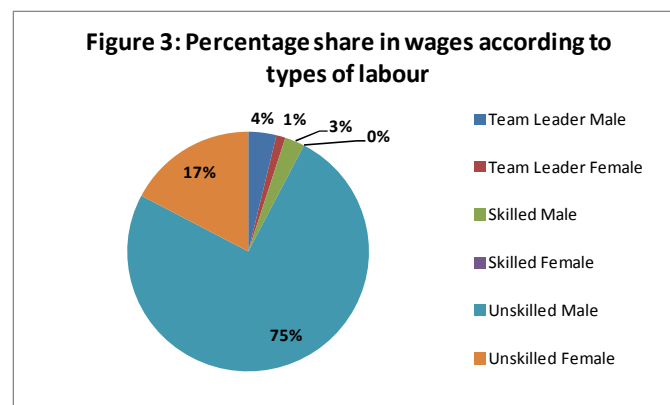
<sup>3</sup> Assuming 250 households in each of the 27 villages

<sup>4</sup> Assuming family size of 8 members.





Data analysis about wages also shows the similar picture. The below given Figure 3 shows that a sizable chunk of income went to the unskilled males. This is a true reflection of Pakistan's general problem of inadequate yet skewed social development. It can be argued that development players need to focus on gender dimensions of skills which are invariably linked with livelihood option, incomes and thus with patterns of economic empowerment and disempowerment.



## Project Impact

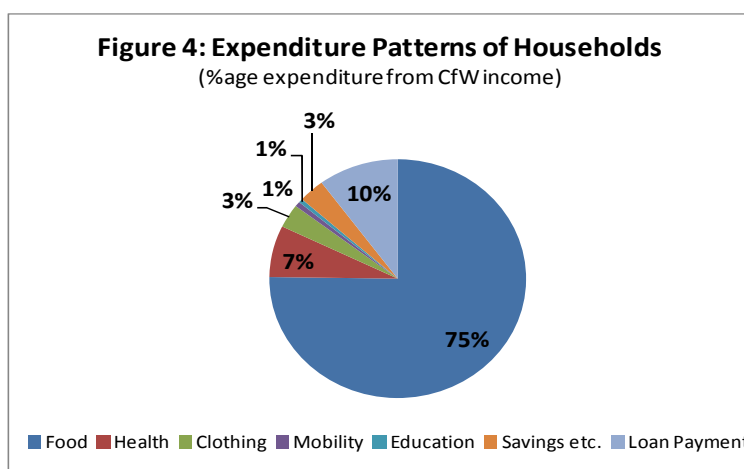
The main purpose of the project was to help and support the flood affected communities in restoring their lives by ensuring provision of cash (as wages) so that they could buy basic items including food while working on local public infrastructure projects. For a detailed discussion on impacts of the project on households, community, and local economy are analysed below:

### *Impact on households*

**Expenditures:** The overall impact of the CfW was positive on the wellbeing of households. The range of household spending on food ranged from 65% to 80% with an average of 75%. The Figure 4 shown below presents the average expenditure patterns of households in the sample. However, the households with more children and dependants (less than 18 years and more than 65 years) spent relatively more on food and medicine and less on other things including education. However, around 98% of the respondents who had got short-term loans before working on CfW were able to payback the loans fully or partially. Some farm labourers, during FGDs reported that they were also able to buy farm inputs such as diesel and seeds for cultivation as well.

‘Doaba and Plan asked us to form a community organization. We did not know how to do it. We never worked together for collective welfare. We only attended funerals together or met collectively on weddings. These people helped us think collectively and undertake responsibilities.’

**Ramzan Chishti (Muzzafar Garh)**



**Before and after the floods situations:** During FDGs and in depth interviews, participants claimed that their state of social wellbeing in post-disaster situation, after the CfW schemes, was even better than pre-flood times. According to them, CfW was a livelihood option and could further restore communications such as roads making mobility easier.

In one of the schemes in Rajanpur on water and sanitation, the households were profoundly better off after the CfW scheme. The main reasons being reduction in work burden on women as well as less waste in workdays owing to lowering of disease burden. It also improved education of children by improving class attendance which was consistently low previously owing to repeated episodes of diarrheal and malaria amongst children. Some

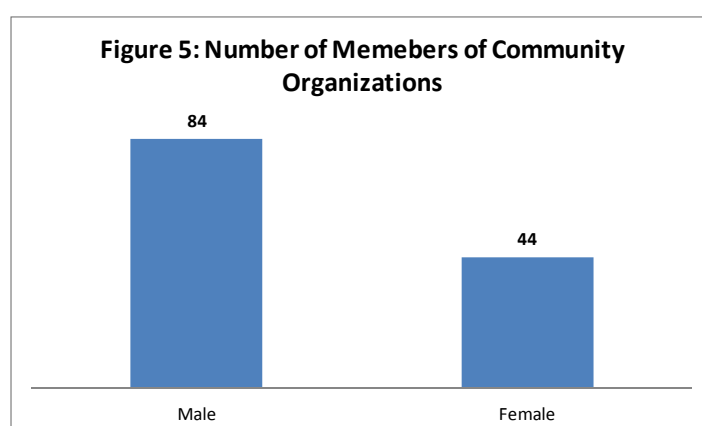
respondents also claimed that less disease burden has also helped reducing expenditure on visits to medical practitioners and treatment.

*Access to food:* Almost all of the direct beneficiary respondents in surveys, FDGs and in depth interviews claimed that their access to both quantity and quality of food has been increased during the CfW work. The indirect beneficiaries who had benefited from restoration and strengthening of public infrastructure such as drains claimed that in 2011, they were able to reclaim some of land and use it for growing wheat which provided subsistence level food security.

### *Impact on community life*

CfW was helpful in regenerating community life in the project areas. While working with community development approach, the schemes were able to either further strengthen the local village organizations or created new forms of community cooperation. Since for each scheme, a local community organization (CO) was set up or identified (in the case of previous engagement of IP with communities), it made local social control over identification and progress of work possible. These COs were successful in increasing the levels of community participation and ownership of development schemes. While most of the CfW schemes were around *kacha* tracks, rehabilitation of water channels, and community raised platforms, the infrastructure helped communities to start working on agriculture fields and also facilitated their mobility.

*Structure of community organizations and social gains:* The community organizations were formed after repeated visits to the project areas by social organizers. During these visits, the community was facilitated in forming community organizations of three to four members. At least one member had to be a woman. The community organization was headed by a President who was in charge of the whole process of identification of scheme, a key facilitator in targeting the poorest of the poor, and procurement of material. The following Figure 5. shows the gender segregated number of members of community organizations.



During FGDs, it also appeared that local social activism had increased and people were able to raise their voice and articulate their common interests better than before. A good example of such an unintended consequence was found in Mohane Wala area of Muzzafargarh in which the community organizations helped other development organizations to start rehabilitation work in the area such as building of houses.

#### *Impact on local economy*

**Labour:** Impact on local economy was significant in terms of providing employment opportunities where economic activity was virtually stalled to a considerable extent. During FGDs and in depth interviews, it was reported by the respondents that CfW increased labour utilization used it for local infrastructure building which in itself facilitated further social and economic activities. Respondents also cited a positive impact of decent work opportunities in changing the local norms in labour sector since they could now advocate for timely payments and 8 hours of work. During FGDs, respondents reported that owing to one person per family criteria, other livelihood activities of the farmers were not disrupted. Therefore, the CfW did not create massive labour diversion which could cause disruption in normal non-economic activities of households.

‘Our *jhugiaan* were completely destroyed. We lost our families. We were scattered. The flood was so sudden. All the assets like goats and chicken that we had were wiped out. We were devastated. The Doaba and Plan Pakistan found us – the dislocated and resettled with the help of scheme at our previous location. We are extremely thankful to Allah and the staff of these organizations.  
**Goddo (Muzzfar Garh)**

**Wage inflation:** There was no significant impact on wage inflation since the wage levels were adjusted with market situation. However, in Muzaffargarh CfW lifted wages from PKR 250 (US \$ 2.8<sup>5</sup>) before the flood to PKR 300 (US \$ 3.3). However, in Rajanpur, a similar market rate (PKR 300 (US\$ 3.3) for unskilled and PKR 550 (US\$ 6.1) for skilled) was fixed by the district administration. According to respondents, a slight change in wages of unskilled labour cannot be attributed to CfW since the wages were adjusted in other adjoining areas in response to high inflationary pressure in economy and especially in the food items.

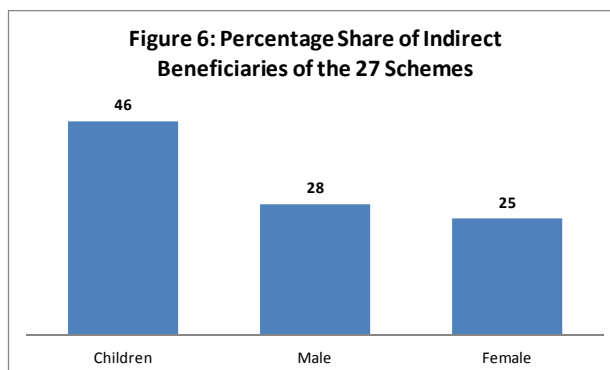
At the time of interventions, since there was virtually no other opportunity in the local economy for manual labour, the CfW was an intervention which rapidly improved the economic wellbeing by providing a small-scale cash injection which increased availability and accessibility of basic goods in localities. With repayment of small loans to local shopkeepers, in addition, local subsistence economy received a positive push.

**Agriculture:** Local economy especially the agriculture sector, which is a mainstay of local communities, felt a positive impulse in terms of increased ability of the farmers to rehabilitate their landholdings as well as buy farm inputs such as diesel for water pumps. In Muzzafargarh drainage clearance and improvements in supply of water to tail ends of water channels unambiguously improved agriculture fortunes of the area thus improving the stalled agriculture activity.

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<sup>5</sup> Exchange rate of US\$ 1 was taken as equivalent to PKR 90.

*Indirect Beneficiaries:* Respondent in FGDs mentioned indirect effect on the local economy in the context of link roads (*katcha* roads) which increased mobility of people and improved access to markets for selling and buying of commodities. The Figure 6 shows the gender segregated percentages share of indirect beneficiaries of the schemes.



*Contractors and suppliers of material:* The schemes had over all positive economic impact on local contractors and suppliers of construction material and equipment. The suppliers of construction material such bricks, wheel barrows, and cement, interviewed for evaluation, did not report any complaints against payments. The contractors who provide tracker-trolley for transportation of material also spoke in favour of a community based development schemes. Some responds actually praised the way community organizations surveyed the market and collected quotations before finalizing the final bidder.

### Targeting of beneficiaries

For the evaluation, an important test of effectiveness of the CfW scheme was how targeting of the poorest of the poor beneficiaries was done. What was of extreme help during this recovery and rehabilitation phase was the available good will of the IP in community. They had many years of extensive experience of fieldwork in most of the project areas though there were a few areas in which Doaba and Help Foundation were absolutely new. In addition, FGDs and in depth interviews revealed that reputation of the organizations as process-led and transparent outfits helped a great deal.

#### Box 3: Selection Process of Help Foundation:

- Review of secondary data for flood affected areas

#### Assessments through field visits and community meetings

- Assessment of severity of calamity in the bed of Indus River
- Assessment of being least served by government or other organizations
- Assessment of under-developed infrastructure
- Assessment of willing to work
- Assessment of socially, economic and political deprivations
- Assessment of levels of poverty
- Assessment of the state of rights of children Assessment of relatively safe access to community

During the field visits, the social organizers and supervisors held extensive consultations and discussions with community and undertook repeated visits to the area. The targeting was a stepwise process. Firstly, those areas were identified which were worst hit and no international or national organization was reaching out for recovery and rehabilitation work. Box 3 shows details of the selection process used by the IPs. This process was

“Floods caused heavy damage to the agriculture in the area. I could not feed my children properly as there was no work; I had lost all my hope to earn bread for my family. I was worried and desperate to feed my family. How could I think of my children's medical treatment when my children were starving?”

**Rafique (Mahane Wala)**

undertaken in consultation with local administration and different forums of civil society organizations such as Indus Consortium also played a role in selection of areas. After geographical areas being earmarked, targeting of beneficiaries was next step.

The evaluation found that targeting of beneficiaries was done in an effective way while adhering to both the organizational and international standard guidelines. Principles of non-discrimination and humanitarian assistance were upheld and followed. In addition, the values of community development approach such as local ownership of the process and informed consent remained embedded in the processes.

To make the process transparent, *selection criteria were developed* while working together with the targeted communities and their representatives. The selection of areas and beneficiaries was crosschecked by the monitoring and support visits of the Plan Pakistan on regular basis for each scheme. A consolidated list of criteria developed by communities themselves through facilitation by IP is given below. The criteria primarily focused on the poor, less-privileged and vulnerable household of the community who had suffered a loss of assets:

- Resident of flood affected village
- Small land holders
- Peasants and tenants
- Off-farms labourers
- Destitute /People with no family support
- People who are chronically ill, disabled, and large families and/or
- Poor female headed households

On the basis of these criteria, CfW committee members defined the list of beneficiaries through meetings in presence of all community members and agreed to include them as wage labourers or beneficiaries.

The main challenge which were faced during this exercise, in general was around fixing the wage for skilled workers. Since, the skill levels of the targeted communities were not highly specialized and differentiated, Doaba Foundation in consultations with relevant community organization mostly used the standard PKR 300 (US \$ 3.3) as wage for skilled/team leaders. The sense of equality so generated help contain sources of conflict. However, in the case of Help Foundation in Rajanpur, the parity in wages was maintained.

## Household CfW income and expenditures

As mentioned above, the CfW was started in a phase when there was no other viable source of income for the poor communities. Public infrastructure has been damaged and farms were not in a usable state. Most of them have been covered by sand and fertility of sand-filled farms was minimum. Non-farm work was difficult to find in nearby cities while moving out and leaving families alone in such situations was avoided by the community. The worst hit of floods in 2010, were the communities living near the riverbanks of Chenab and Sindh. They were cash and work starved and thus living on the margin of enfeebled local economy almost unable to meet daily expenses. They were in a situation of falling into the trap of high indebtedness.

The average income of workers was PKR 300 (US\$ 3.3) per day. Skilled workers at different location earned a bit higher which was PKR 550-600 (US \$ 6.1-6.6). Most of the households spent around two third of the income on food. The following Table 4 gives a breakdown of average expenditure pattern of the sample. It was found that there was a certain degree of correlation between higher the family size, higher were expenses on food and medicine and education. Family size robbed large households from savings as well. As a result, same amount of money making small families better off and diversify livelihoods quicker than the large family sizes.

**Table 4**

<b>Expenditure Patterns of Households</b> ( %age of expenditure from CfW income)	
Food	75.2
Health	7
Clothing	3.2
Mobility	0.7
Education	0.5
Savings	3.3
Loan Payment	10.1
<b>Total</b>	<b>100</b>

*Diversification of livelihoods:* The survey shows that in the case of 99% respondents who were direct beneficiaries, CfW provided the sole source of income though for a limited duration. It helped them meet their day to day expenses. As a sign of positive externality, in four FGDs, the respondents mentioned that the income helped them re-diversify their livelihoods. Some women mentioned that they could buy poultry to obtain eggs and meat while selling eggs in local households. The staff of Help Foundation, cited a few examples of people becoming able to have small goats either as owners or caregivers for other people's animals. However, the cash was spent mainly on food items, loan repayments, and education based on the survey conducted, a few of them got clothing as well.



*Savings and Loans:* During FGDs in Rajanpur and Muzzafar Garh, it was found that men tended to invest their savings into farm inputs after meeting food related expenditures. Women on the other hand could save small amount of money for future needs such as marriages and burials. It was interesting to find that 92% of respondents could save a small amount of money (3%) from the CfW work. This saving rate is much lower than the national average of 11% and such rate of savings used to be in the early days of Pakistan (Zaidi, 2008). It was found that 98% of the households who took loans before CfW schemes, specially the small loans, to run kitchens were able to retire their loans either partially or fully. On average, the loan was in the range of PKR 500-1500 (US\$5-16). However, almost none of them were able to save money beyond three to four months at best while virtually none was able to repair his/her house with the money they got as wages.



A provisional recommendation, based on the saving and investment patterns, is that a basic training on personal and home finance may be given to communities so that they could manage their incomes in a better way.

### **Cash-for-Work is a Better Choice**

The survey data and FGDs show that the overall impact of the project was positive. While comparing the CfW with commodity-for-work programmes such as food for work (FfW) programmes, a vast majority (96%) of the respondents claimed CfW was better than the FfW. The cash provided them flexibility to prioritise expenditures on goods and assets, getting remuneration for work with dignity, enabled them fulfil basic needs such as buying cloths, paying for children education, and use available private and public health services. This finding is consistent with other researchers as well (Harvey, 2005). Interestingly, none of the respondent in the survey reported any incidence of security breach i.e., theft, dacoit etc owing to cash disbursements which gives viability to CfW intervention in rural settings.



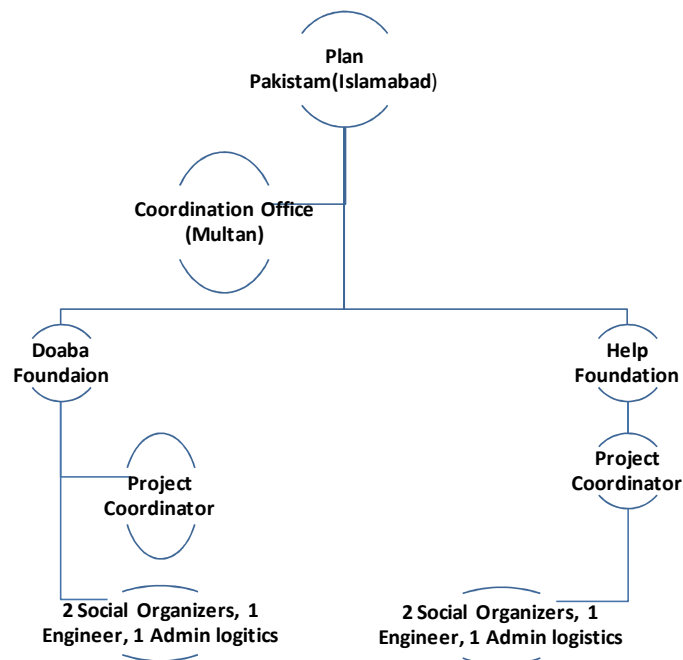
## Project Management

### Project management structure

The project was implemented by Plan Pakistan in association with two local organizations specializing and having years of experience in humanitarian work at the local levels. The main coordination function for the project was handled in Multan with one Project Coordinator based in coordination office in Multan. Looking at the workload, it was found that the Project Coordinator must have been provided with an admin and finance person.

To start the implementation process, service agreements were signed with Help Foundation (HF) and Doaba Foundation to implement the Cash for Work (CfW) schemes in the three flood affected districts of south Punjab i.e. Rajanpur, Muzaffargarh and Layyah. Help Foundation implemented CfW schemes in district Rajanpur while Doaba Foundation implemented in district Muzaffargarh and Layyah. The projects were implemented with community development approach which is based on the principles of human dignity, equity, impartiality and openness, transparency and accountability, inclusiveness, and collaboration.

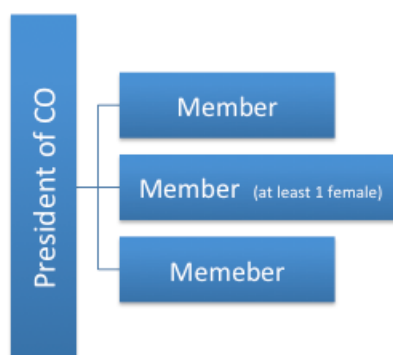
The project staff at IP level included one project coordinator/supervisor who has support from one admin and logistics person two social mobilizers and one civil engineer. Help Foundation, tried a model of civil engineers are social mobilizers which strengthened both the technical and social aspects. The below given chart, illustrates the project management hierarchy:



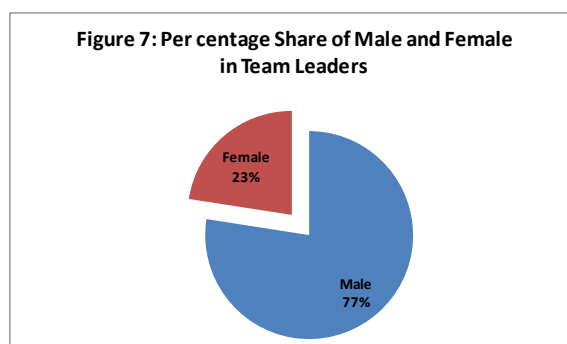
*Implementation at Community levels:* While implementing the project at community levels, the IPs formed Cash-for-work committees at all project locations. Term of Partnership (TOP) was signed between the CfW committee members and the implementing organization which assigned the roles and responsibilities. The CfW committee was responsible for

schemes identification, transparent procurement, and day-to-day management of labourers as well as the work on the CfW scheme as core responsibility.

To keep control over ‘ghost workers’ i.e., the workers who flee during working hours and only come for attendance to demand wages later, special identification cards were issued along with special jackets to wear as identification marks. To further manage the division of labour amongst workers as well as better understand the resources required for a scheme, productivity standards from Plan International were used. As a result, work targets were allocated to workers by the team leaders. It must be mentioned that during analysis it was found that the workers showed more productivity than mentioned in standards. It is evidence that when rewards of a project are known and directly beneficial for community, they work harder and with motivation. The structure of community organization (CO) was as following:



*Organization of teams for work:* The work force was divided into workers and team leaders. Team leaders were responsible for a team of 20-30 workers who managed the assigned tasks for inputs, outputs, and facilitating workers. The percentage share of male and female team leaders is shown in the Figure 7 given below.



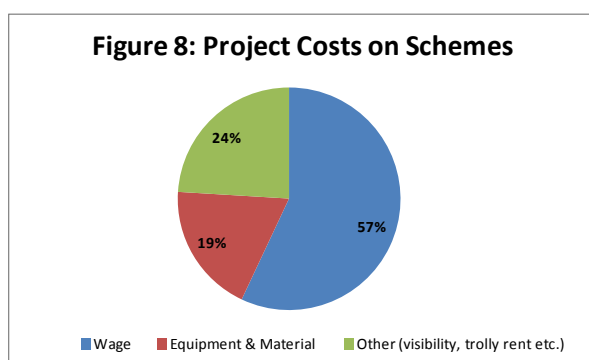
## Project effectiveness

The project was able to create more than the envisaged number of jobs as well as output of workers was more than planned in almost all schemes. It helped them get paid with dignity and without standing in long queues. The core activities such as identification of schemes and completion were achieved without any major problems. Discussions in FGDs and direct observation of the schemes provided enough anecdotal evidence that schemes were beneficial for the community be that was a link road, a raised platform as disaster preparedness, culvert, or water and sanitation scheme. In addition, the wages which

labourers got were adequate to enjoy respectable standards of living during the project periods. Their overwhelming satisfaction with the schemes was evident.

## Project efficiency

*Cash transfer:* One of the key objectives of the project was to inject cash in the local economy through public infrastructure building by which the lives of women and children were supposed to be improved. One key element of success of the project was to see what proportion of money was actually delivered to the community as wages. It was found that around 57% of financial outlay was for wages while rest of it was on equipment, materials, and trolley rent. The below given charts illustrates the project costs on schemes.



*Procurement:* The evaluation documented and analysed how **procurement of materials** for each CfW scheme was done. It was found that the CfW Community Organizations at the local levels, made arrangements for market survey and ensured competitive quotation collection and selection process. COs formed procurement committee selecting local experienced persons and assigned them the task of market research and collection of samples for material and equipment to ensure competitive prices and good quality. In the process, some technical help was also provided by the engineers of IPs. The Community Organizations later accepted or rejected the quotations in an open and transparent manner. Finally, the finalized quotation, the lowest on prices, was forwarded to the Plan Pakistan for final approval.

*Worker Productivity:* The unskilled labour earned on average PKR 250-300 (US\$ 2.7-3.3) per day for 9-10 hours work before the floods. However, CfW paid them for 8 hours (8 a.m. to 4:00 p.m.) with one hour of break. It also provided Child Friendly Spaces to help women and men to keep children at safe locations under adult supervision. These arrangements were found to be a facilitating factor for increase in productivity of workers. In FDGs, it was argued that a major source of increased productivity was associated with the sense of ownership of community

### Box: 4: Early Signs of CRM

**HELP Foundation** initiated the Complaints Response Mechanism (CRM) for the first time in its program area to show its commitment towards Accountability and to comply with the HAP Standards.

HELP Foundation is currently in practice of maintaining the complaints register to record and inquire the complaints of the community. For this purpose, phone numbers of CRM Focal person from HELP. The Management decides on the admissibility of the complaints and assign senior members from HELP to investigate the matter and recommend the appropriate course of action.

infrastructure of which the labour itself was main beneficiary. Therefore, in some instances, the workers exceeded their targets on *katcha* roads (link roads) and performed additional tasks in which more material was not needed. In this way, the local labour for local projects provided to be more efficient than national productivity standards.

*Equipment as Asset:* After having discussion with people and undertaking direct observation, it could be inferred that the project was efficiently handled. The material used in schemes was of good quality and the equipment in the case of Doaba Foundation remained with community. It helped build their assets in terms of shared equipment needed for work elsewhere. However, Help Foundation procured equipment such as wheelbarrows and would distribute after the completion of the project amongst the communities. It was not difficult to conclude that the strategy of project implementation was successful and efficient which was also reflected in the satisfaction levels (99%) of the direct beneficiaries of the project.

*Payments:* During FGDs, in depth interviews, and informal interaction effort was made to investigate payment mechanisms and any cases of extortion. During this extensive exercise, there was not even a single case found of genuine delay of payment which might have owed to inefficiency of staff or done by design for extortion. Payments were made weekly and in full based on the attendance sheets maintained at the local levels. However, during FGDs and in depth interviews with project staff, it was found that there were delays in the first scheme payments but not later. That was due to Eid Holidays in which banks were closed.

*Maintaining security:* During the project implementation, special care was taken to maintain security of the staff and financial assets. The two IPs used different strategies. In Rajanpur, security measures were taken such as keeping the time and date of payments secret and finance officer was accompanied by three or more people at the time of payments. However, effort was made to deliver cash as close as possible to the location of work. On the other hand, in Muzzafargarh, women were paid in cash and men were given cheques for payments. During FGDs with the project staff it appeared that towards the end of the project, some headway was made with Telenor Pakistan to deliver money through mobile phones such as 'easypaisa'. However, it could not mature owing to many reasons such as prohibitively tedious processes in money transfer and relatively small number of outlets in the project areas.

### **Project reporting, monitoring and evaluation system**

For a successful project, reporting, monitoring and evaluation is a central process which helps in taking corrective measures during the implementation phase. It was found that a periodic monitoring mechanism was administrated by the Plan Pakistan coordination office as well as monitoring units of the IPs. It helped tracking the progress based on plans. Along with a macro-plan for the whole project, every scheme had a micro-plan for implementation.



Based on the analysis of project documents and project team interviews, Plan Pakistan and IPs seemed to have an adequate and effective monitoring and evaluation system. A *Daily Report Sheet* was prepared and communicated to the Plan Pakistan by the IPs. Regular *quarterly qualitative reports* were prepared as well as *final reports* were submitted. In addition, there as a mid term review of the project impacts as well.

*Local community oversight:* Moreover, The presence of labour for work was tracked on daily basis and identification cards as well as uniform jackets were distributed amongst workers. The Community Organizations were another important local oversight layer of monitoring system. For this purpose, Help Foundation had provided complete information related to scheme to the local community organization. The file had the records ranging from scheme estimates to expenditures and record of employed workers. It is a good practice which can be recommended for replication elsewhere.

As for reporting, there should have been a common structure with stylized facts. This could help a better and systematic analysis of the project performance, lessons learnt, and impacts created. In addition, there were no **complaint response mechanism** guidelines available in the project. It is recommended that to create more transparency and accountability as mentioned in HAP standards, there should be a formal complaint response mechanism in place.

## Project relevance

*Relevance for local communities:* In the context of devastation caused by floods, general levels of poverty and deprivation, and underdevelopment of riverine communities in southern Punjab, this was not very difficult to conclude that such project was extremely relevant. It was quite evident.

However two factors made such an intervention more relevant. The first factor was *relative isolation* of riverine communities. These schemes were mostly undertaken where neither government nor international organizations were extending a helping hand for rehabilitation and recovery. These schemes broke the destitution of riverine communities specially the people who live very close to the riverbanks or inside the river bed.

The other factor was the concept of *empowerment through participation* embedded in the design of the project process. It was designed that communities themselves identify, plan, and execute schemes which have had local institution building impact. This

### Box 5: Poverty in Southern Punjab

‘Based on the 2008-09 PSLM, there is apparently low level of poverty in Punjab. because the central and northern part of the province is the least poor - with districts having 3-5 % population below the poor. However, it is largely concentrated in districts in the South. District Rajanpur has 43% population below poverty line, Muzaffargarh 40%, and Layyah 31% population below the poverty line’.

Source: Naveed, A. and Ali, N. (2011) Estimating poverty in Pakistan: A district level analysis of multidimensional poverty, Paper presented at the 14th Sustainable Development Conference, *Redefining paradigms of sustainable development in South Asia*, Islamabad.

way they not only showed ownership of the projects but also learnt the basic techniques of project handling and the way low-cost infrastructures were built. These factors made the project relevant with communities.

*Relevance for women and children:* While looking at the main focus of the Plan Pakistan, which revolves around ensuring wellbeing of women and children, the Child Friendly Spaces made the schemes relevant and worth joining for working women. At the same time, the bridges and link roads made significant contribution in making travel times shorter for school going children and women alike. In the case of Abbas Wala, the scheme actually saved lives of people who used boats to get cross two adjacent localities. The flood created this 40 feet deep water channel dividing communities and education facilities. Once a boat capsized and children fell into the water channel.

Generally speaking, the interventions seems relevant and well targeted and not a waste of money to please the local powerful elite. In a nutshell, these were the schemes for the poor, managed and executed by the poor with the support of pro-poor organizations.

### **Participation levels: Gender Dimension**

*Local communities:* The local communities were found to be enormously involved in the project identification, planning, and execution. There was no incidence of discrimination at workplace based on sex, religion, caste, or social status was reported. Probing through FGDs and in depth interviews, it appeared that social mobilisation processes and detailed meetings could ensure that communities adhere to principals of humanitarian assistance and maintain transparency while keeping spirit of cooperation.



*Labour participation and empowerment of women:* Despite the fact that there was no widespread discrimination on the basis of gender, there were a few members in some communities who did not want their women to work on such projects. For this cultural and social reason, the participation rate of women in labour (17%) was less than equal to men and very close to the national average which is 21% (MOF, 2011, p. 158). However, in Rajanpur the female were 29% in total employed workforce as compared to Muzzafargarh where their share was 15%. Looking at from a gender empowerment lens, it was found during FGDs and in depth interviews that the money which women got as wages helped them have greater control over financial decisions. They were able to divert more money towards children and added to personal savings.

*From Female unpaid farm labour to CfW:* It was interesting to note that the women were mostly unpaid farm workers to assist men in the pre-flood situations. The project was able to change that proposition at least for a limited time of the project period. It was successful in increasing not only female labour participation rate which was extremely low (anecdotal evidence suggests less 5% of women) in pre-flood conditions but also their role in decision making processes such as financial allocations in household management. This project,



nevertheless, proved that even small schemes of 30 days or less can accommodate Child Friendly Spaces which facilitate paid jobs for mothers and help community benefit from increased efficiency of women workforce.

### Project sustainability and exit strategy

Cash for Work was a limited time intervention and worked as fast track solution to complex problems of livelihood, food security, and living conditions of women and children. It succeeded at the output levels and *brought tangible difference* in community infrastructure as well as access to food and satisfaction of basic needs through increased incomes.



#### *Sustainability in community – a KAP approach:*

‘Money comes and goes. What stays?’ This question was asked during the FGDs and in depth interviews in the context of Knowledge, Attitude, and Practices (KAP). Some respondents insisted that the skills stay and make them more employable. Most of them were able to do levelling of land and measure their work in the context of national productivity standards. At the same time, the attitude of respondents was reported to have changed towards the women. After the scheme, the poorest of the poor women could earn money and their economic worth was established. A respondent emphasized that with such schemes, community might reduce stereotypical profiling of the poor women and disabled persons as burden on community.

*Ownership as sustainability:* Sustainability must not be interpreted only as continuity of financial support or ability of the aid to jumpstart new businesses, although this can be a very important aspect. What makes a change sustainable is change in practices not even knowledge and attitudes. If people start doing things differently, the change is sustainable. There were a few instances in which community in Muzzafargarh did repair works and maintained the infrastructure. This was mentioned as a clear divergence from the past which made people sensitive toward community infrastructure rather than only personal one.

A few respondents also mentioned that community organization was the social infrastructure which would stay with them even after the CfW intervention and they would be able to do more such activities. It was found to be true. Owing to changes in skill levels, respondents could find similar type of employments elsewhere after the scheme were completed. In one of the instances in Muzzafargarh, labour of CfW scheme were busy in repairing and building their new houses with help from other organizations.

*Equipment for sustainability in capacity:* Another way to look at sustainability of intervention is by way of residual capacity of communities to access equipment for similar tasks. Doaba Foundation helped communities to buy new equipment for the scheme and the equipment remained with community organization after completion of scheme. This was a good decision which would help the local community to do minor repair work and

sustain the infrastructure. On the other hand, Help Foundation collected material once and used in many schemes. The supervisor of Help Foundation, however, during interview mentioned that the organization would like to handover the equipment to community on 'need basis'.

*Institutional sustainability of partner organizations:* In this CfW scheme, Plan Pakistan worked through implementing partners. The project created opportunities for Plan Pakistan and Doaba and Help Foundation to carve out niche around CfW in disaster affected areas. The learning was both institutional and personal. At institutional levels, Plan Pakistan and partners were able to develop a systematic approach and project manuals to designing, implementing, monitoring, and reporting needs for such interventions. The institutional effects of such projects would live a life longer than the intended consequences of such projects. It generates chances or re-enacting replicable lessons not only as disaster response but also in longer-term poverty eradication and livelihood programmes. At the institutional-personal level, the project played central role in building human resources in designing and implementation of CfW programmes. In this way of institutional sustainability, at least two persons in each of the project implementing organizations which included Plan Pakistan developed core competence in CfW schemes.

After having discussed various elements of sustainability, it can be recommended that there must have been an **exit strategy** especially if IPs would not be working with the same communities in near future. Such exit strategies help build social capital between the implementation bodies and beneficiaries while planting more seeds and elements of sustainability.



## Recommendations and Lessons Learned

- *Poverty reduction relevance:* A CfW project undertaken with community development approach is not only helpful in recovery phase of post-disaster situation but it can be helpful in small-scale poverty eradication projects. It is especially good for the areas where skill levels of communities are low and there is no shortcut available by which they can learn new skills. The long route of conventional and even technical education is too long for such communities. A CfW-type intervention can increase employable skill endowments many folds.
- *Women-specific works:* While the project could deliver cash and basic community infrastructure to ensure food security and wellbeing of households specially the women and children, effort should be made to undertake women-specific activities as well such as embroidery and tailoring. However, it will need a bigger project which involves a vent for such products in the larger markets of cities.
- *Where wages are low for people with special needs:* While markets provide as easy handle to determine wages, some avenues can be explored by which special allowances (not wage increase) are added to the people with special needs. Female headed households and specially if some children are disabled, such an effort can provide additional leverage.
- *Explicitly reference to Sphere and HAP standards be made:* It was found that though the IPs were cognizant of the Sphere and HAP standards and practicing it but an explicit reference to implement the standards can bring additional benefits. One good example is complaint response mechanism which should have been made explicit in service contracts.
- *Additional soft skills and life skills be taught:* There can be more explicit way of transferring soft skills such as budget making for households and how to start a small business etc. Such orientation can take place for one day at the end of the completion of a scheme.
- *Building community infrastructure:* This small scale project could show to donors and development community that investment in public infrastructure can be directly beneficial for communities both in terms of income and product. They take more interest and keep high levels of motivation if rewards of work are found in close proximity. This was one of the reasons of high levels of satisfaction amongst the direct beneficiaries.
- *People prefer CfW over FfW:* It appears that 99% of people were interested in cash for work schemes. They thought cash more flexible specially if markets were not damaged and there was no shortage of commodities. After disasters, need of communities are more diverse than need of specific commodities such as food.

- *What works is community development approach:* One important lesson learnt is that the a process-based and value-driven intervention which takes the form of community development approach always does magic (Khan, 1998). It increases ownership by the community and is reflected in post-project self-help based repair works by communities themselves. This is where sustainability of social entrepreneurship lies.

## Conclusion

Let us compare the current state of project with the original project document. It was thought to benefit 2300 workers with 23 schemes in 23 villages for a maximum of 30 working days.

As the analysis shows, it can be concluded that the CfW project was successful in generating 3023 temporary jobs and disburse PKR 19.35 million (US \$ 215018) as wages and complete 27 schemes. It can be further asserted that with this money, people could improve their livelihood for short term period. The program was very effective in rehabilitation of community infrastructures which was prioritized by them. Through child friendly spaces, the project benefited the children of workers in day care centres. Around 1497 children both boys and girls utilized the spaces.

In terms of impacts, it had a wide range of social and economic impacts. It helped communities learn the benefits of working together, it helped people to acquire new skills, and know the importance of decent work where payments are neither delayed nor extorted. It helped them buy essential items including food and medicines and other related farm inputs to jumpstart local economic activities. It can also be concluded that the project saved communities from exploitative local money lenders and helped many poor households to diversify livelihood options. Through strengthening of social infrastructure and decently rewarding human work, women and children of the poor and vulnerable households should have been saved from the crooked clutches of never-ending chronic poverty.

**‘Each problem that I solved became a rule, which served afterwards to solve other problems’, Descartes.**

# Case Studies



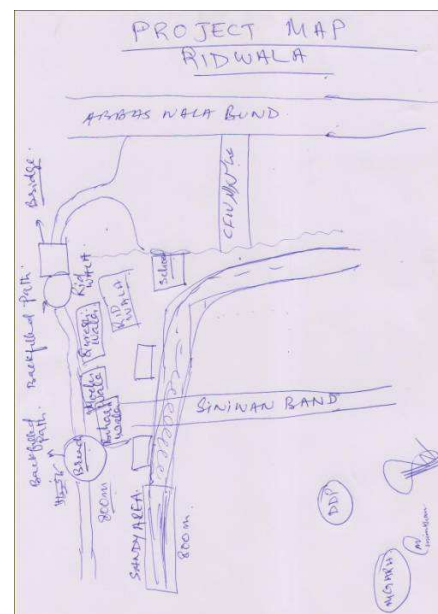
### Case Study of a Scheme

Name of the Project: Constriction of Village Access Road  
Village Name Abbas Wala  
Duration: One month

#### Background of the Scheme:

It was cold morning of February 6, 2011. Everything in the surrounding was peaceful and calm. Suddenly a sound came from the river which everyone near the lake could hear. The sound was of a boat capsized in the lake, where small children were screaming “Bachoo Bachoo” meaning help while some of them were shouting “Amaa Amaa” calling mother for help. Everyone near the lake somehow managed to protect them from drowning.

The above mention story is of Abbaswala village where after the flood a natural lake was formed, which as of 15-40 ft depth. This lake caused creation of a wedge of water which engulfed and dismantled all the access roads between more than 15 villages. People started using a boat for approach to other towns.



Students of the Government Elementary School Abbas Wala, after flood, started going to the school on boat which was very dangerous as far as threat to life is concern. Although all the children were safe but because of the incident parents didn’t allow their children to go to school on boat. While there was no other school in their villages so children were left with no option except to sit at home and waste time. More than 60 children stopped coming to school.

Communities of these opposite bank hamlets were unable to attend any social gathering, funeral and religious gatherings. On the basis of these factors Abbas Wala was selected as Model CfW Project. 600 ft in length of village access road was rehabilitated and 91 male and 9 female workers were selected through community targeting process.

These interventions provided them short term income opportunities by using Cash for work model. Rehabilitation of access road provided a safe means of transportation especially for children of nearby school and ultimately played a central role in increasing literacy rate in the town.



*When Started:* After the unfortunate incidence of February 6, 2011, CfW project of Constructing Backfilled Path (Band) on the lake at Abbaswala started on 15 February and it finished on the 23 March 2011. After the restoration of access between the villages to Abbaswala, the children from the villages across the lake started attending school in increased number. Not only children who had stopped coming to school started enrolling again but it brought new students as well. More than 54 children got back to school because of the project.

“I did not allow my children to go to school because their life was more important than anything else. Going on boat to school was surely be hazardous for them”, father of a student Azam said.

“We thank Plan and Doaba for constructing this road for us. Now we can continue our studies and we are very happy. After our completion of studies we will serve our nation in the same way as Doaba and Plan is done for us”, students said during an FGD near the scheme site.

### Ramzan Chishti

Ramzan Chishti is father of two children and a farmer by profession. His area was one of the well off areas of Muzaffargarh because of land being fertile. However, the flood in 2010 changed the fortunes of the people. 'The rich and the poor both were ruined alike', he says. 'Due to floods and resultant devastation of irrigation system, we were not only deprived of housing but also of food stuff and there was no external help coming to this place from anywhere', he recalls. He remembers that he prayed during the day and night for some work which he could do to earn some money to feed his children and himself. However, access to market was not easy and demand for paid labour was also low. These were the days when Plan and Doaba Foundation visited the areas. 'Doaba and Plan asked us to form a community organization. We did not know how to do it. We never worked together for collective welfare. We only attended funerals together or met collectively on weddings. These people helped us think collectively and undertake responsibilities.' According to Mr. Chishti, he was able to buy food and medicine, pay his small debts, and reclaim his land due to cleaning of drainage as part of cash for work scheme.

(Ramzan Chishti, Village Tibbilwala, District Muzaffargarh)

### Guddo BiBi

Guddo is mother of eight children. While narrating the story of floods in 2010 she said, 'our *jhugiaan* (mud houses and huts) were completely destroyed. We lost our families. We were scattered. The flood was so sudden. All the assets like goats and chicken that we had were wiped out. We were devastated. The Doaba and Plan International found us – the dislocated and resettled with the help of scheme at our previous location. She was team leader during the *kacha* track (link road) construction project. According to her, one of the key strengths of the project was availability of child friendly spaces near the workplace. 'The child friendly places actually helped us keeping an eye on children while they were under adult supervision as well. We could concentrate in work', she says. She said while thanking to Allah and the staff of these organizations, 'without cash for work programme, I might have never been able to repurchase hens which give us some eggs daily. Clothing for children was also possible only because of the cash for work programme'. She, however, suggested that visits of some doctors must be made to help the poor workers in getting medical advice and also some subsidized medicines.

(Guddo Bibi, Chah 7, District Muzaffargarh)

### Mohammad Javed

Mr. Mohammad Javed is father of two children and his main occupation is farm labour. Narrating his tale of flood, he said, 'everything in my house had gone. I used to work on my farm which has been destroyed'. All the link roads have melted in flood waters and the village had become an island in a remote area of Rajanpur. 'However, Help Foundation and Plan International provided us with a unique opportunity of getting money as well as repair of our own track. Everyone was happy and wanted to take part. But we decided to pick one person from each household so that every household gets some money in difficult times', he says. Communities get more involved when their own personal and community benefits are combined. 'Since this was our own work, so we made every effort to complete our assigned tasks before so that we could do some extra work for link roads'. He was able to buy food as well as farm inputs such as fertilizer and diesel to start cultivation. 'My investment is bearing fruit now and I will pay back the remaining loans soon after the next crop'. Mr. Javed, having worked for both the cash and food for work programmes argued that he preferred cash for work over food for work because cash is a more dignified way of getting things. Food for work seemed more like charity to him.

(Basti Ahmed Ali, Rajanpur)

### Manan Bibi

She is a widow with four children – two daughters and two sons. She is a farmer. Her main means of subsistence is wheat which she stores for a year. The flood was devastating and it took her house down since it was made of mud. She said that she never saw such as devastation in our life. While she lives in *kacha* area (riverside), she was aware of small floods. She told that by mid night there was crying all over and people were shouting that the bund was broken. She got help from Help Foundation by using mobile and were rescued within two hours. Ms. Manan was team leader in building raised community platforms. 'I was working as Chairperson for a community organization before the floods. Therefore, the community experience was a great asset for us even after the flood'. 'When there was no food and work available, the cash for work programme was of great help', she recalls. 'The money which I got was spent on getting medicine and food because we were earlier provided with non-food items by CSOs. But we needed cash to buy things and payback loans'. While narrating her experience in cash for work, she said that she was able to save some money and avoid excessive loans from local money lenders.

(Pakka area, District Rajanpur)



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