

FATA SUSTAINABLE RETURN AND REHABILITATION STRATEGY

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Federally Administered Tribal Areas (FATA)

This report has been prepared by the FATA Secretariat, Government of Pakistan in consultations with all key stakeholders.

Team Leader: Mr. Shakeel Qadir Khan, Secretary Planning & Development, FATA Secretariat; Team Members: Mr. Syed Imtiaz Hussain Shah, Director General Projects; Mr. Shakeel Iqbal, Program Manager & Engr. Shah Nasir Khan, Infrastructure & Resilience Specialist, FATA Rehabilitation and Reconstruction Unit.

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Foreword

The launch of the Sustainable Return & Rehabilitation Strategy (FSRRS) for FATA is indeed a moment of delight and satisfaction for all of us. The need for such a strategy has been evident for a long time and I am delighted that the launch of the strategy has coincided with my administration's efforts to facilitate the return of the TDP families. I firmly believe that "rebuilding lives" in FATA is the most important task at hand for my administration and we will leave no stone unturned to ensure that we support the people of FATA to rebuild their lives in a befitting manner.

I am pleased to see that strategy has crystallized the Government's vision into clear policy directions and priorities. I am aware and appreciate the hard work demonstrated by FATA Secretariat in putting together priorities of various partners and amalgamating it with the ongoing development and reforms initiatives into one comprehensive strategy. The technical support from the United Nations Development Programme to FATA Secretariat for the development of this strategy is also highly appreciated.

I am confident that the FATA Secretariat will put in place appropriate implementation and monitoring and evaluation mechanisms for this strategy for the realization of our Government's

vision to rebuild lives in FATA with a build back better and smarter approach. This will not only mean building back the affected infrastructure and public services of FATA, but also rebuilding the livelihoods of the displaced population in a resilient and sustainable manner. The Government is committed to strengthening the process of reforms and improving the governance structures, which is extremely important for the sustainability of the returns and to bring long peace and stability to this region. After the events of the past few years, there could be no second opinion that the peace and prosperity of FATA is vital to ensuring peace in the country, region and the world.

I also want to reaffirm that the Government is committed to taking a lead role in this strategy's implementation and we look forward to the cooperation of our stakeholders and valued development partners. We need to work together and work hard. The task is demanding and laborious. Transparent and accountable implementation of the strategy will be necessary if we are to achieve success. With determination and sincere commitment, we expect to succeed in rebuilding lives in FATA. We hope to equip the affected population of FATA with knowledge and resources, providing them with a safe and secure environment in which to live their lives serenely and constructively.

SARDAR MEHTAB AHMED KHAN

Governor, Khyber Pakhtunkhwa and FATA

Preamble

FATA and its residents are faced with innumerable challenges today. They have seen great displacement in recent years and have spent several years away from their homes and land. With the returns of the Temporarily Dislocated Persons beginning in 2015, the FATA Secretariat is pleased to launch a comprehensive Strategy for the Sustainable Return and Rehabilitation of FATA's returning Temporarily Dislocated Persons (TDPs).

This strategy needs to be seen as a first step and guiding document for the coordination of the human recovery and rehabilitation efforts and to achieve our vision of a peaceful, prosperous and developed FATA. The strategy not only focuses on the rehabilitation and reconstruction of damaged facilities, but also prioritizes restoration of livelihoods and interventions in education, health, housing and improving governance and service delivery functions. We firmly believe that any rehabilitation effort needs to be complemented by institutional, legal and administrative reforms, which would be critical to ensure the state's legitimacy and for sustainable peace and social cohesion in FATA.

FATA's complex problems require a holistic approach and the support of all stakeholders will be critical to the success of this strategy. Time is of the essence and we need to seize this opportunity to begin the implementation of targeted interventions with commitment, effectiveness, transparency and accountability. I invite you all to play an active role in making the strategy a success and to support the men, women and children of FATA to return home and rebuild their lives. This will be a living document and we will periodically review and update this framework in consultation with our partners and stakeholders.

I would like to appreciate the dedication and commitment of Mr. Shakeel Qadir Khan, Secretary Planning & Development, and his team, to the preparation of this document. I also acknowledge our stakeholders, development partners and FATA's dislocated communities, who contributed their precious time and ideas during the consultative sessions. My special thanks are due to Mr. Marc-André Franche, Country Director of the United Nations Development Programme and his team for their technical and financial support to the formulation of this strategy.

MUHAMMAD AZAM KHAN

Additional Chief Secretary, Federally Administered Tribal Areas (FATA)

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Acronyms and Abbreviations

ADP	Annual Development Plan
CBDRM	Community-based disaster risk management
CNIC	Computerized national identity card
DRR	Disaster risk reduction
EAD	Economic Affairs Division
FAO	Food and Agriculture Organization
FATA	Federally Administered Tribal Areas
FCR	Frontier Crimes Regulation
FDMA	FATA Disaster Management Authority
FR	Frontier Region
FRC	FATA Reforms Commission
KP	Khyber Pakhtunkhwa
M&E	Monitoring and evaluation
MIS	Management information system
MDTF	Multi-Donor Trust Fund
NADRA	National Database and Registration Authority
PA	Political agent
PCNA	Post-crisis needs assessment
PIFRA	Project to Improve Financial Reporting and Auditing
RRU	Rehabilitation and Reconstruction Unit
SAFRON	(Ministry of) States and Frontier Regions
SOP	Standard operating procedure
TDP	Temporarily displaced person
UNDP	United Nations Development Programme
UNHCR	United Nations Refugee Agency
WASH	Water, sanitation and hygiene



Introduction

The Federally Administered Tribal Areas (FATA) span the region situated along Pakistan's border with Afghanistan with the Durand Line forming the region's western border. Its rugged terrain and sparsely populated valleys are home to around a dozen Pashtun tribes and hundreds of clans and sub-tribes. FATA comprises seven agencies (Bajaur, Khyber, Kurram, Mohmand, North Waziristan, Orakzai and South Waziristan) and six frontier regions (FRs) (Bannu, FR Dera Ismail Khan, FR Kohat, FR Lakki, FR Peshawar and FR Tank). The population of FATA as per the 1998 Census was 3.18 million, which is presently estimated to have increased to 4.6 million¹. The region has long been an area of strategic importance, but has experienced high levels of instability and insecurity since the former Soviet Union's invasion of Afghanistan. Given its specific context, FATA remains one of the most insular and underdeveloped regions of Pakistan. Lack of access to basic services and productive livelihood opportunities continue to hinder the development of a large part of the population.

The situation is exacerbated by the region's insecure environment: high levels of militancy remain a concern for most residents of FATA, given its continued impact on their daily lives.

Given the gravity and magnitude of security concerns, particularly since 2008, large population groups have been frequently displaced to and from FATA with all agencies having been affected. While it has been possible for some groups of temporarily displaced persons (TDPs) to return home in recent years (most notably to Bajaur and Mohmand in 2010), displacement from FATA escalated in 2014 following military operations in North Waziristan (Zarb-e-Azb, June 2014) and Bara tehsil in the Khyber agency (Khyber 1, October 2014). This latest wave of displacement has brought the total FATA displacement caseload up to an estimated 310,729 families² – around 2 million TDPs³ – of which around 70% are women and children. A detailed breakdown of displaced families per agency/region is given in Table 1.

Table 1: TDP statistics

Agency	Total Registered	NADRA Verified	Registered Return	Spontaneous Return	Unregistered Return	Active for Food	Total Balance
Bajaur	86,407	72,895	72,895	0	0	0	0
FR Tank	2,256	2,228	1,852	0	0	376	376
Khyber	176,396	97,367	11,260	0	15,730	86,107	86,107
Kurram	56,122	47,802	21,937	6,135	2,022	19,730	25,865
Mohmand	48,954	36,759	36,759	0	0	0	0
North Waziristan	102,047	101,788	0	0	0	101,788	101,788
Orakzai	48,656	38,275	8,660	8,367	14,114	21,248	29,615
South Waziristan	94,096	71,124	4,146	44	7,455	40,988	66,978
Total	614,934	468,238	157,509	14,546	39,321	270,237	310,729

Source: FATA Disaster Management Authority (www.fdma.gov.pk)

¹ As per the 1998 Census, it was 3,176,331 with an annual growth rate of 2.19%.

² Figures as of 10th March 2015

³ The average family size in FATA is 6.5 persons while the average household size is equal to 9 persons.

Most of the displaced population has chosen to reside in hosting communities within the neighbouring province of Khyber Pakhtunkhwa (KP). Only a small percentage (around 5%) of families have chosen to live in the formal camps set up and supported by the Government of Pakistan and various humanitarian partners; these camps include New Durrani, Togh Sarai, Jalozei and Baka Khel. The continued presence of this additional population is increasing pressure on the already stretched resources (particularly water, education, and health) of the hosting districts in KP.

Although the government and its humanitarian partners are continuing their important efforts to provide relief to this vulnerable population (shelter, food, water, protection, cash grants, etc.), more sustainable solutions need to be put in place to support the return of TDPs to their areas of origin. This large-scale return will require that a substantial amount of resources be directed towards the rehabilitation of FATA in order to make some of the areas – particularly those most affected by the crisis – habitable once again. Ensuring people's safety and a minimum level of living conditions in FATA is an essential pull factor, without which the complex humanitarian situation will persist.

In response to this situation, the FATA Secretariat has taken the lead in developing a Sustainable Return and Rehabilitation Strategy to ensure the progressive and sustainable return of the entire TDP population to FATA. In order to encourage their safe, voluntary return, this comprehensive strategy aims to establish an enabling environment in TDPs' areas of origin in FATA.

These returns will be organized based on the existing principles and procedures established in the standard operating procedures (SOPs) signed by the Government of Pakistan and humanitarian community and implemented through the existing Returns Taskforce led by the FATA Disaster Management Authority (FDMA) and United Nations Refugee Agency (UNHCR). As such, the return component is referenced

in this document, but the strategy itself and accompanying budget focuses entirely on the immediate rehabilitation efforts required to ensure that TDPs can be assured of minimum living conditions on their return to FATA (the pull factor).

In the same way, the rehabilitation of private housing (an estimated 66,989 completely damaged and 38,754 partially damaged houses in FATA) is a key factor in ensuring sustainable returns. The estimated budget for this component is around PKR 32 billion (USD 320 million).

The timeline for this rehabilitation strategy as proposed by the FATA Secretariat is 24 months (2015–2016). The strategy will cover the entire territory under FATA (seven agencies and six FRs). This is linked to the fact that the return is planned in phases to be completed by December 2016. Given the specific circumstances of the FATA Region, the reconstruction phase will be initiated in parallel to the rehabilitation phase and will continue for the coming years. The initial estimated budget for three years' reconstruction is around PKR 30 billion (USD 301.6 million).

The strategy centers on five main pillars of rehabilitation: (i) rehabilitating physical infrastructure, (ii) strengthening law and order, (iii) expanding government service delivery, (iv) reactivating and strengthening the economy, and (v) strengthening social cohesion and peace building.

While FATA continues to face considerable development challenges in areas such as health, education, agriculture, housing and nutrition, the strategy is limited to the above-mentioned five pillars, which focus specifically on re-establishing minimum conditions of safety, governance and basic services to allow people to return home in the near future. The targeted social and economic rehabilitation activities will also be essential for the successful reintegration of this population. The FATA Secretariat and its development partners will, of course, continue

to address the region's considerable longer-term challenges in the governance, infrastructure, social and productive sectors, parallel to the implementation of this strategy.

The strategy is, therefore, limited in time and scope to cover the rehabilitation and restoration

of basic services and the social and economic reintegration of the returning population. However, it also provides details of all needs with broad policy outlines. By focusing on the key areas identified, the strategy also seeks to bridge long-term development and governance reforms in FATA.

Background

Years of regional instability underpinned by decades of poor governance have shaped the crisis that continues to unravel in FATA. Although significant efforts have been made in recent years to introduce legal and institutional reforms, marginalization and inequity continue to prevail

because the current legislation and institutional framework is inadequate for addressing FATA's considerable development challenges. A breakdown of relative socioeconomic indicators for the area based on the 1998 Census is given in Table 2.

Table 2: Socioeconomic indicators

Indicator	Pakistan	FATA
Population density (per square km)	166	117
Irrigated area as percentage of cultivated area	82	40
Population per irrigated hectare	9	44
Literacy rate (%) (1998)	45	17.42
Male	56.5	29.5
Female	32.6	3
Primary enrollment rate (%)	86	38
Population per doctor	1,404	7,670
Population per hospital bed	1,737	2,290
Roads per square km of area	0.32	0.2
Average household size (persons)	6.8	9.3
Urban population as percentage of total	32.5	2.7
Source: 1998 Census		

2.1. INSTITUTIONAL CONTEXT

Since the 19th century, FATA has maintained a special status that was enshrined in the 1956 Constitution and continued in the subsequent Constitutions of 1962 and 1973. The Tribal Areas remain outside the jurisdiction of central and provincial laws, and special powers of legislation were given to the President of Pakistan to make, repeal and amend any regulations for the whole or any part of these areas. Article 247 of the 1973 Constitution assigns administrative and legislative control of the Tribal Areas to the federal government. The Governor of KP acts as agent to the President, representing the

federal government and administering the Tribal Areas through the FATA Secretariat, which was established in 2002. The Governor is represented by a Political Agent (PA) in each agency.

The right to vote was introduced in 1996 whereby people from FATA were allowed to elect National Assembly members. The elections were not held on a party basis and political parties were not sanctioned to operate in FATA. It was not until 2011 that the Political Parties Order was extended to FATA.

Such factors of exclusion have created an enabling environment for militants who have

been able to exploit citizens' frustrations and challenge state legitimacy by offering alternative models of protection, justice and even income generation to the people of FATA. Despite the state's efforts (most notably by the armed forces) to control and eliminate militancy in this area, the persisting problem of militancy has resulted in the destabilization of the area, huge population displacement, and high levels of vulnerability.

The federal and provincial governments, the military, humanitarian agencies, donors and international financial institutions have made a considerable contribution in terms of humanitarian, recovery and long-term development efforts, which continue to be essential to improving the lives of the people of FATA. However, it is clear that a more coordinated and strategic approach must be followed if positive, lasting change is to be achieved in the region. As part of this comprehensive strategy for FATA, the sequencing, packaging and interrelation of all interventions will be vital to ensure coherence. Underpinning this all-encompassing process are five key steps or the five R's:

1. Return of the displaced population
2. Rehabilitation and reconstruction
3. Roadmap for medium to long-term socioeconomic development
4. Reforms: constitutional, legal, structural and institutional
5. Return from military control to civilian control

2.2. POST-CRISIS NEEDS ASSESSMENT, 2010

Given the severity of the situation as outlined above, in 2009 the Government of Pakistan opted to carry out a post-crisis needs assessment (PCNA) to identify the root causes of the crisis that had resulted in such widespread and deepening militancy in FATA and KP. The PCNA framework concluded that the militancy crisis in FATA was a result of eight key factors: (i) the political and administrative legacies of its colonial past,

(ii) the impact of the Cold War, (iii) pervasive weaponization, (iv) acute radicalization and the prevalence of extremism, (v) the impact of the post-9/11 invasion of Afghanistan, (vi) the formation of extremist groups, (vii) the presence of criminal syndicates involved in drugs and trafficking, and (viii) the collapse of traditional mechanisms of governance in the region.

Based on the PCNA, four strategic objectives were designed to address the drivers of this crisis: (i) to build the state's responsiveness and effectiveness in order to restore citizen trust, (ii) to stimulate employment and livelihood opportunities, (iii) to ensure the delivery of basic services, and (iv) to counter radicalization and foster reconciliation. To facilitate the implementation of these objectives, nine key sectors were also identified: (i) governance, (ii) the rule of law, (iii) agriculture, (iv) non-farm economic development, (v) education, (vi) infrastructure, (vii) health, (viii) social protection, and (ix) strategic communication.

Since the launch of the PCNA in 2010, total investments have reached USD 1,072.80 million with 78% of contributions coming from the Government of Pakistan (USD 834.53 million) and 22% from its development partners (USD 238.26). Although this represents a substantial financial commitment on the part of all actors, the investment has been concentrated in a few sectors (mostly infrastructure, agriculture, health and education), while other sectors have been relatively neglected (strategic communication, social protection, non-farm economic development and governance). Out of 495 activities listed in the PCNA, only 95 have been funded thus far and 75 have been partially funded.

The KP, FATA and Balochistan Multi-Donor Trust Fund (MDTF) was established in 2010 as one of the main financing mechanisms to address the recommendations of the PCNA. Administered by the World Bank, the MDTF's funds are pooled together by 11 donors and used to implement 11 projects across KP, FATA and Balochistan. So

far, the total pledges under Round I of the MDTF amount to USD 183.2 million, out of which USD 181.3 million has been received. The MDTF remains an important source of funding for the implementation of the PCNA recommendations in FATA: five projects are currently being implemented in the areas of governance, economic development and infrastructure with a total budget of USD 41.6 million.

A recent review of the PCNA's implementation recommends increased advocacy to fund and implement the components relating to governance, rule of law and peace building. The review also notes that substantial technical assistance will be necessary to increase the capacity of the FATA Secretariat to deliver results in many of the sectors. The present rehabilitation strategy seeks to incorporate the lessons learned from the PCNA process while accelerating the implementation of some of its key recommendations.



The FATA reforms agenda

It is generally accepted that, unless the strategy for rehabilitation and reconstruction is accompanied by a comprehensive set of reforms and substantive changes are made to the constitutional, governance, administrative and institutional, legal and judicial, and political frameworks of FATA, it is unlikely that any efforts will produce a long-lasting and meaningful impact for the area's citizens. The success of the ongoing reforms process will be instrumental in finally tilting the balance towards long-term stability.

How the introduction of reforms will overlap with the returns process is a key question. Some believe it is necessary to introduce reforms immediately while others argue that it is better to re-establish the status quo in FATA before attempting any major reforms. Based on the evolving, gradual nature of reforms, the objective of the current administration is to find a balance somewhere in between. In particular, the government seeks to take on board the lessons learned from previous reforms processes – such as the Provincially Administered Tribal Areas Regulations, the conversion of Category B Areas into Category A Areas in Balochistan and the Local Government Ordinance 2001 – as well as the present-day reality in FATA, which has changed tremendously over the last decade.

3.1. SUMMARY OF RECENT FATA REFORMS PROCESSES

The first notable reforms effort was in 2000 when a FATA Reforms Committee was set up to suggest reforms for the area. The 12-member committee

recommended, among other things, that certain powers be delegated to lower levels in FATA.

Although an important amendment was made to the Political Parties Order 1962 in the shape of the Political Parties Order 2002, this order was not extended to the Tribal Areas. 2002 also saw the creation of a separate secretariat for FATA to closely supervise development activities in the area. The secretariat was renamed the FATA Secretariat in 2006 and the position of Additional Chief Secretary FATA was created. This structure has been expanded and now functions with departments and directorates.

In terms of reforms to the Frontier Crimes Regulation (FCR), a 12-member FCR Reforms Committee (including retired senior civil servants, journalists, lawyers and tribal citizens) was set up in 2005 to recommend amendments to the FCR. Despite its notable efforts, political issues at that time prevented the federal government from approving amendments to the regulation.

FATA reforms remained on the agenda and, in April 2008, the Prime Minister tasked the federal minister for law to suggest proposals to reform laws on FATA. The Cabinet Committee on the FCR once again recommended changes to the regulation, but these were not enforced at that point.

In 2011, two decrees were passed to approve amendments to the FCR, for example, introducing the right to bail, increasing protection against false prosecution in civil and criminal cases, barring the administration from arresting women, children or senior citizens

above 65 for crimes committed by their relatives, and extending the Political Parties Ordinance 2002 to FATA to allow political parties to contest elections (which happened for the first time in 2013).

The reforms agenda gained new momentum in May 2014 when the Governor of KP notified the FATA Reforms Commission (FRC) to advise him on reforms to improve governance and general living conditions for the people of FATA. The FRC is mandated to set a strategic vision for FATA over a period of 25 years, accompanied by detailed action plans. This vision will include recommendations on legal and institutional reforms (the FATA Secretariat, the Governor's House and the Political Administration) to increase transparency and accountability and improve service delivery to the citizens of FATA.

Past efforts to introduce substantive reforms have been unsuccessful largely due to one or both of the following factors: (i) the proposed reforms were not substantial and sustainable, and (ii) the efforts of different stakeholders (civil society, the government, and legislators) were disconnected and not all actors had been taken on board. While the establishment of the FRC is an important step in the right direction, its success will ultimately be measured by the delivery of feasible and actionable recommendations in the short, medium and long term that have the support of all key stakeholders.

3.2. BUILDING A CONDUCTIVE ENVIRONMENT FOR REFORMS

As stated above, in order to ensure that any future reforms are successful, the unanimity of all stakeholders is a necessary prerequisite. Given the politicized nature of the FATA reforms debate, there must be buy-in from all the key stakeholders.

In addition to political buy-in, the reforms process will also require substantial funding to implement the proposed reforms. In this sense, allocations in both the federal Public Sector Development Program and the FATA Annual Development Plan (ADP) will need to be increased to absorb the costs. The authority delegated to the FATA Development Working Party will also have to be increased (suggested PKR 300 million) and another body, chaired by the Governor, should be established to approve up to PKR 500 million, as is already the practice in Azad Jammu and Kashmir and in Gilgit-Baltistan.

Given that FATA has borne the brunt of the impact of terrorism, some have called for the federal government to assign a compensatory allocation to the region, similar to the 1% of the federal consolidated pool that is currently assigned to KP. Although FATA cannot become part of the National Finance Commission Award, this report suggests giving it observer status with the facility to defend its case during the 8th National Finance Commission Award deliberations.

Other sources of funding, such as the introduction of a discounted investment policy to encourage investors or a discounted tax policy to encourage labour-intensive enterprises, could also be explored.

3.3. FOUR KEY COMPONENTS OF FATA REFORMS

The necessary reforms can be categorized broadly into four components, each of which is analysed separately below. The phasing and sequencing of these reforms will be a continuous process and will continue in the short, medium and long term. These reforms are interconnected such that reforms in one category will affect the other.

3.3.1. Constitutional reforms

Altering FATA's constitutional status has been a key feature of the wider FATA reforms process. Many suggest that FATA should become an independent province, while others call for the region to be integrated with the nearby province of KP, given the economic, social, cultural, historical and geographic similarities between the agencies of FATA and the adjoining districts in KP. Even if either option were to receive the support of the key stakeholders, the administrative, social and economic conditions that need to be in place to support the proposed constitutional changes are still lacking. The FRC's report will provide a roadmap in this respect.

3.3.2. Legal and judicial reforms

In the shorter term, the extension of existing laws (that are already in force in the rest of the country) to FATA is an achievable target – one that the FATA Secretariat is seeking to accelerate. It is suggested that a core group be constituted to analyse all existing laws and recommend how these might be extended to FATA. This exercise would help identify a set of core laws that could be extended immediately to FATA on the pattern of the Tribal Areas (Application of Acts) Regulation 1965. In particular, the efforts to review the FCR must be accelerated and swiftly implemented. However, given the interrelation between the different components of FATA reforms, the long-term strategy for its future constitutional status must be taken into account before any major changes are made to the FCR. Without this, the reforms to the FCR will be in vain.

As a first positive step towards these reforms, it is recommended that the draft Local Government Ordinance, which has already been submitted by the FATA Secretariat to the federal government for approval, be reviewed and approved in the near future. The draft ordinance has been

designed in a flexible manner to allow for its implementation in selected areas of FATA as and when it is suitable, safe and practical to do so. The Governor will have the discretion to determine the suitability of its application in each area of FATA.

3.3.3. Governance, administrative and institutional reforms

While longer-term decisions are being made about FATA's future, it is essential to continue strengthening the existing governance mechanisms, in particular the PAs and the FATA Secretariat. Additional resources and an improved institutional structure will be required to effectively support the Additional Chief Secretary. It is recommended that the current institutional structure be reorganized to strengthen the existing departments and to create new ones to ensure that all key sectors (social, economic, infrastructure, environment) are covered adequately and promoted by the FATA Secretariat. In order to ensure transparency, the funding under the control of the PAs must be auditable.

The FATA Secretariat is already working on developing practical measures to improve the functioning of the courts and service delivery to FATA's citizens by introducing a more efficient grievance redress system and improving service delivery, particularly in health, education and construction and works. This must continue, albeit at a quicker pace.

Another recommendation is that the Law and Order Department be further strengthened in order to lead the judicial and legal reforms process. Following approval by the federal government, the FATA Secretariat has already initiated the establishment of a prosecution service in FATA. There are also plans to reorganize and strengthen the Levies force in order to bring it up to par with the police services in other parts

of Pakistan. The FATA Secretariat also aims to gradually merge the traditional khassadar force with the Levies in order to produce a single, more efficient law-and-order service. The Levies force will be extended and active khassadars will be encouraged to apply for vacancies so that the recruitment of khassadars can be phased out.

While complete de-weaponization in FATA will not be possible at this stage, the application of the Arms Ordinance 1965 will be important for increasing arms regulation across FATA. The extension of certain laws to FATA will also bring it under the mandate of some federal authorities, which will then initiate their activities in the area.

3.3.4. Political reforms

Given the substantial changes to the power balance in FATA in recent years, the traditional system of Maliks and PAs cannot be fully restored. Indeed, despite its past efficiency, this system is now at odds with some basic constitutional and human rights and must be reformed. While certain traditional elements may remain, they must be amalgamated with the more modern political and administrative system that prevails in the rest of the country.

Following a series of consultations conducted by the United Nations Development Programme (UNDP) in 2014 on FATA reforms, it was recommended that the government articulate a long-term vision to integrate and mainstream FATA into national institutions and frameworks in order to bring it up to par with the other provinces in terms of socioeconomic development, political and civic participation and legal and constitutional status, thus ensuring the basic rights of the citizens of FATA. While the road to complete integration is undoubtedly long, with many legal and institutional hurdles to be overcome, the FATA Secretariat believes that increased socioeconomic development and the civic and political participation of FATA's

people, coupled with improved government service delivery, would represent the first steps of the journey to larger-scale reforms.

3.4. CURRENT AND PLANNED INITIATIVES THAT FEED INTO THE REFORMS PROCESS

In the meantime, some of the ongoing and planned initiatives of the FATA Secretariat as outlined below will contribute to the overall reforms agenda.

LAW AND ORDER

- Recruitment, training, equipment and a new organizational structure for the Levies force
- Setting up a Situation Analysis Wing to provide improved analysis
- Establishing a Jail Department in FATA with an independent chain of command to check human rights violations and manage detentions
- Strengthening the Legal Cell to monitor and assess the litigation process and the quality of judgments passed by the various courts in FATA
- Formulating a counter-militancy strategy for FATA
- Developing reconciliation and de-radicalization programs with the involvement of the mass media, civil society, the jirgas and religious scholars
- Formulating a well-defined counter-insurgency strategy to clear, hold, build and transfer the affected areas to civilian control, once military operations have been finalized

GOVERNANCE

- Capacity development of the political administration
- Local government elections managed by the Electoral Commission of Pakistan
- Introducing a local government system that

would manage local development funds

- Increasing the transfer of ADP funds to agencies and FRs
- Developing urban hubs in FATA at agency headquarters
- Strengthening anti-corruption, transparency and accountability mechanisms
- Creating an enabling environment for civil society participation
- Strengthening judicial and legal institutions with alternative dispute resolution mechanisms
- Creating an empowered Governor's Advisory Council for FATA
- Strengthening the traditional jirga system
- A comprehensive communication strategy to drive and promote the reforms process
- Introducing a strong monitoring and evaluation (M&E) system

ECONOMIC GROWTH

- Equipping young people in FATA with marketable skills through skills development and technical education⁴
- Promoting micro- and small businesses through the development of a special credit fund and extending credit facilities and services to FATA under the Small and Medium Enterprises Development Authority
- Establishing FATA development banks
- Establishing warehouse facilities and commodity markets
- Reconciling civil society in FATA through social cohesion activities that link traditional structures to progressive initiatives
- Promoting sports and cultural events and scholarship programs

3.5. TRANSITION TOWARDS CIVILIAN CONTROL OF FATA

With returns and rehabilitation taking place

and gradual reforms being introduced, it is time to prepare for the area's eventual transition to civilian control. Even at this stage, there are some areas in FATA of which the civilian authorities could take control. In this regard, the FATA Secretariat has embarked on a plan to categorize each agency. The first includes peaceful areas that are not threatened by militancy and have already been handed over to the political administration. The second category includes villages for which plans to remove all obstacles to the transition are underway and which could be handed over to the civilian authorities in the next six to twelve months. The third category comprises those areas (predominantly border areas) where the situation is unstable and might take more than a year before the armed forces hand over responsibility to the civilian government. It is, however, understood that none of the organizations have experience of such a transition and all will perform their duties while learning the process.

The PAs have been tasked to follow the plan and have already started categorizing each area under their jurisdiction. They have also been instructed to resume their regular duties; the profiling of militants, criminals and anti-state actors has begun and the PAs have been tasked to personally review progress on polio vaccination. Activities to monitor khassadars, the Levies forces and the courts are gradually being increased.

As the PAs resume their role and that of the FATA Secretariat increases and the situation in FATA begins to stabilize, the role of the armed forces will foreseeably change, albeit gradually. As wider reforms come into force, the role of the PAs will also change, leaving more room for elected officials and service providers (both government and civil).

⁴A master list of the unemployed youth population in each agency (aged 17–24) is available.



The return process

While there has been considerable effort in the past to organize TDPs' return to FATA, this is the first time that the FATA Secretariat has set out a comprehensive return and rehabilitation plan for the entire region. Indeed, as part of this effort, the civilian authorities, FATA Secretariat, federal government and armed forces are working hand in hand to ensure the safe and sustainable return of the TDP population.

4.1. STRATEGY FOR TDPs' RETURN

The government has recently finalized a strategy to support the voluntary return of over 341,916⁵

TDP families to their areas of origin in FATA over the next two years. The process will be sequenced in order to ensure maximum results such that tentative caseloads of TDP families are helped to return to FATA in four phases. In all cases, returns will only take place once the area of origin has been de-notified, the political administration is on board and an agreement has been reached with the tribal elders of the returning tribes and sub-tribes whereby they agree to return voluntarily to their areas of origin and adhere to a code of conduct that will promote peaceful returns. These consultations and agreements will precede any public announcement of a final date for return.

Phase 1: Returns by 30 August 2015

Agency	Families	Duration (months)
Khyber	114,796	3
South Waziristan	2,496	1
North Waziristan	18,117	1
Kurram	1,038	1
Orakzai	4,708	1
TOTAL	141,155	

Phase 2: returns by 31 December 2015

Agency	Families	Duration (months)
South Waziristan	9,026	1
North Waziristan	30,986	3
Kurram	920	2
Orakzai	6,204	1
TOTAL	47,136	

⁵ The total estimated return figure of 341,916 TDP families is higher than the current verified caseload figure of 310,729 TDP families as the verification process is still ongoing and the return planning figures aims to cover the entire final caseload.

Phase 3: returns by 30 June 2016

Agency	Families	Duration (months)
South Waziristan	10,135	1
North Waziristan	11,110	2
Kurram	2,937	1
Orakzai	755	1
TOTAL	24,937	

Phases 4 and 5: returns by 31 December 2016

Agency	Families	Duration (months)
South Waziristan	49,467	3
North Waziristan	40,867	5
Kurram	20,970	3
Orakzai	17,384	2
TOTAL	128,688	

Once the consultations have concluded, returns will take place according to the guidelines and SOPs already agreed with the UN and other humanitarian agencies.⁶ The role of the Return Task Force and Humanitarian Country Team will be pivotal in this respect. In logistical terms, it will be important to identify the current location of TDP families and their area of origin in order to determine the return trajectory, the proposed timeframe for undertaking the return journey, the location of the return screening and registration points and which facilities will be required at each of these points. These logistical arrangements are ongoing and will be finalized on a case-to-case basis.

In order to ensure that all TDP families are aware of the return plan and timeline, the government will execute a massive communication campaign to this effect. Clear messages will be sent out to all TDP families (through radio, TV, mobile phone and local organizations) to inform them in advance about the proposed plans for return and to make sure that they have sufficient information. An information and grievance

redress mechanism will also be set up to ensure access to information and a means to address individual cases and refer them to the relevant bodies.

As a prerequisite of their return, all returning families will be provided with a transport grant of PKR 10,000 and a return cash grant of PKR 25,000. In order to ensure that these grants are distributed transparently and effectively, each amount will be paid directly to the returning families through mobile payments and bank transfers. The humanitarian community will provide them with additional support such as food packages and non-food items, and support for health, education, water, sanitation and hygiene (WASH) and protection.

4.2. CASH GRANTS STRATEGY

Cash is seen increasingly as part of the toolbox for emergency response and early recovery. Evaluations of cash-based support suggest that providing people with money can be an effective and appropriate response in a wide variety of

⁶ Documents included in Annex 1 and 2

contexts. The basic criterion for cash transfers to be considered an appropriate means of support is the presence of functional markets such that people can buy what they need locally and cash delivered safely. Appraisals have found that it is possible to target and distribute cash safely and that people spend money sensibly on essentials and rebuilding their livelihoods. Cash transfers can provide a stimulus to local economies and have, in some contexts, proven more cost-effective than commodity-based alternatives. Moreover, experience has ascertained the efficacy of the government's consideration of this as a means of support and its responsibility towards the affected population in times of disaster and as part of the social contract between citizens and the state.

In the case of FATA, individuals and families have remained displaced for years and rarely had

the savings needed to handle the catastrophic shocks to their livelihoods on returning home. Appropriate support from the state for survival and recovery is, therefore, vital. The government plans to provide cash grants to support the returning population of FATA.

Amount

- PKR 10,000 (USD 100) per family as a transportation grant to arrange for passage back to their area of origin in FATA
- PKR 25,000 (USD 250) per family as a subsistence allowance to meet their urgent needs

The phase-wise financial requirements for these cash grants (as worked out by the FATA Secretariat in consultation with all stakeholders, including the TDP Support and Management Secretariat) are given in Table 3.

Table 3: Total funds required as per the five phases of return (PKR)

Timeline and phase	Transport	Cash Grant	Total (mn)
Mar 2015–Aug 2015 (Phase 1)	1,293.59	3,528.98	4,822.565
Aug 2015–Dec 2015 (Phase 2)	471.36	1,178.40	1,649.76
Jan 2016–Jun 2016 (Phase 3)	249.37	623.43	872.795
Aug 2016–Dec 2016 (Phases 4 and 5)	1,286.88	3,217.20	4,504.08
Total	3,301.20	8,548.01	11,849.2

The program for the provision of cash grants is to be designed keeping in view the lessons learned from similar programs, such as those implemented by the Government of Pakistan after the earthquake of 2005, the Malakand crisis of 2009, the Citizen Damage Compensation Program after the catastrophic floods of 2010 and the cash transfer support program for the displaced population of North Waziristan in 2014.

TIMING AND CONDITIONALITY

The FATA Secretariat plans to provide the two

types of grants outlined above as one-time cash grants disbursed to TDP families at the staging point. However, this will be determined by the level of resources available. The intention at this stage is for both grants to be completely unconditional. This is partly to keep the program simple, quick and efficient to implement: imposing any sort of conditionality would greatly increase the complexity and monitoring demands of the program. An unconditional grant also provides maximum flexibility to the beneficiaries and allows them to prioritize their own needs.

INSTITUTIONAL ARCHITECTURE AND IMPLEMENTING PARTNERS

- Coordination: Economic Affairs Division (EAD), Ministry of States and Frontier Regions (SAFRON), FATA Secretariat, FDMA
- Caseload identification: FDMA and the National Database and Registration Authority (NADRA)
- Data verification and final lists of beneficiaries: NADRA and FDMA
- Facilitation centres and disbursement counters: partner banks/telecom companies
- Grievance redress: FDMA, NADRA, partner banks/telecom companies
- M&E: EAD, SAFRON, FATA Secretariat, FDMA, development partners

Steering committees/technical committees may be notified at the EAD Level or at the FATA Secretariat to provide program oversight and guidance and to approve any amendments or mid-course corrections and action, based on monitoring and progress reviews.

CASELOAD IDENTIFICATION AND TARGETING AND ELIGIBILITY CRITERIA

In each case, the beneficiary of the cash grant will be the head of a TDP family that has fulfilled all the requirements laid down for its return to FATA. The head of the family must be verified by NADRA as per the following rules of business:

- The computerized national identity card (CNIC) must be valid
- The CNIC must be unique
- The CNIC must be cleared by NADRA as not being suspect, alien, or fraudulent, etc.
- The CNIC must belong to the head of the family (which must be a nuclear family, i.e., a husband, wife and their unmarried children)
- Both addresses given in the CNIC (present and permanent) must be in the affected areas of FATA.

MECHANISM FOR FUNDS TRANSFER

The Finance Division will allocate the necessary funds to be provided by the Government of Pakistan at the request of the EAD or SAFRON for the anticipated cash transfers through normal budgetary procedures, as agreed for the project. The government's cash accounting system will be used for the accounting of disbursements. Books of accounts will be maintained and the accounting model under the Project to Improve Financial Reporting and Auditing (PIFRA) will be used to prevent any fiduciary risks.

The financial reporting will include daily reconciliation reports on cash disbursements from the partner banks/telecom companies. The FDMA will look after the systems for reporting and reconciliation of funds with partner banks/telecom companies. Mechanisms to monitor banks' performance, including their disbursement patterns, will be strengthened.

DISBURSEMENT MECHANISMS

The planned mechanisms for cash disbursal to beneficiaries include the use of mobile phones and ATM cards. More options can be explored as mid-course evaluations are carried out and as needed.

1. SIM-based disbursement: All NADRA-verified families are to be provided mobile SIMs. The head's CNIC will be matched against the mobile SIM along with the biometric verification already in practice as per Pakistan Telecommunication Authority regulations. Details of the disbursal amount will be provided through the branchless banking system and auto-generated SMS texts. Retailers and special kiosks and counters run by that particular telecom company/bank will be used to set up beneficiaries' accounts.
2. ATM-based disbursement: All NADRA-verified families will be provided ATM cards during the return process at their embarkation

point (where TDPs are helped with legal documentation such as the signing of their voluntary return forms and other assistance). An account will be opened for each beneficiary based on the mobile accounts opened for all NADRA-verified returning families and the cash made available to each ATM card account holder.

Importance will be accorded to training beneficiaries in financial literacy, including the use of debit cards and mobile phones.

MANAGING CORRUPTION AND FRAUD RISK

The cash programs will develop a robust anti-fraud mechanism to deal with corruption risks and ensure that they are implemented transparently. Risks will be systematically assessed, profiled and reported and arrangements put in place to mitigate the probability of occurrence in the first place and measures to deal with fraud when it does occur.

COORDINATION

Better intra- and inter-agency coordination is needed to manage the cash transfer programs. Intra-government coordination can be improved through better database sharing. The FATA Secretariat will, through the EAD, coordinate with international aid actors, including the World Bank.

PUBLIC INFORMATION CAMPAIGN

A key component of the cash transfer programs will be a public information campaign to ensure that TDPs are informed and understand how much cash they are entitled to, how to obtain it and how to complain if they do not receive their entitlements. Clear communications guidelines will be developed for this purpose. Rather than depending solely on traditional sources, a diverse mix of media will be used to ensure that all the relevant information reaches the right persons at the right time and right place.

To support the operational process and minimize public grievances, the EAD and FATA Secretariat will be responsible for developing an effective communication strategy in coordination with the FDMA and will employ all available resources within the government, such as the Ministry of Information, the Press Information Department and organizations with relevant experience in this regard.

Comprehensive public information also needs to be available at the beneficiary facilitation centres, given that many people lack financial literacy and do not know what to do. This should include detailed information on how to use mobile phones or ATMs to obtain cash grants.

GRIEVANCE REDRESS MECHANISM

A grievance redress mechanism will be launched at the start of the program. These mechanisms will be carefully prepared and the systems agreed in conjunction with NADRA and the telecom companies/partner banks in order to facilitate the process of lodging complaints according to the pre-agreed systems. There will be various points and levels at which grievances are resolved. Complementing this, helplines (preferably free of cost) will be set up and staffed by multilingual persons so that people can call and register their complaints or resolve their issues by phone.

The partner commercial banks/telecom companies will respond to grievances related to payments, such as lost mobile SIMs, lost ATM/debit cards, forgotten PINs and electronic codes, etc. They will operate grievance counters/centres and dedicated helplines for this purpose. These helplines will use an extensive public information campaign, in coordination with the FDMA, to provide guidance on the different grievance redress processes.

MONITORING

A clear monitoring plan with agreed objectives,

activities and specific, measurable, achievable, realistic and time-bound (SMART) indicators will be developed. The M&E system developed for the program will include the establishment of a management information system (MIS), periodic progress reports by the FDMA, external and internal audits, field-based monitoring and third-party evaluations and impact assessments. M&E will also cover two key areas: (i) monitoring the performance of partner telecom companies/ commercial banks and (ii) beneficiary feedback on program processes and outputs.

COMPLEMENTARITY WITH OTHER CASH GRANTS PROJECTS

To complement the initiatives being implemented by the FATA Secretariat through the FDMA and in agreement with key stakeholders such as the EAD and SAFRON, the government is also contemplating measures to strengthen early recovery efforts through a cash grants project named the Early Recovery Project. This project will be carried out with technical support from the World Bank and various development partners through the Bank's funds management mechanism. As explained below, the project's objectives are early recovery support and contributing to longer-term human development outcomes by making cash transfers conditional on the complete immunization of children (aged 0–24 months):

- Immediate safety net recovery support: Unconditional cash transfers will be made for six months to cover families' basic and subsistence needs once they return home. This will ensure consumption smoothing and provide support to people till they have restored their livelihoods.
- Co-responsibility cash grants for child immunization: This conditional cash transfer will be linked to a comprehensive child immunization package, including polio



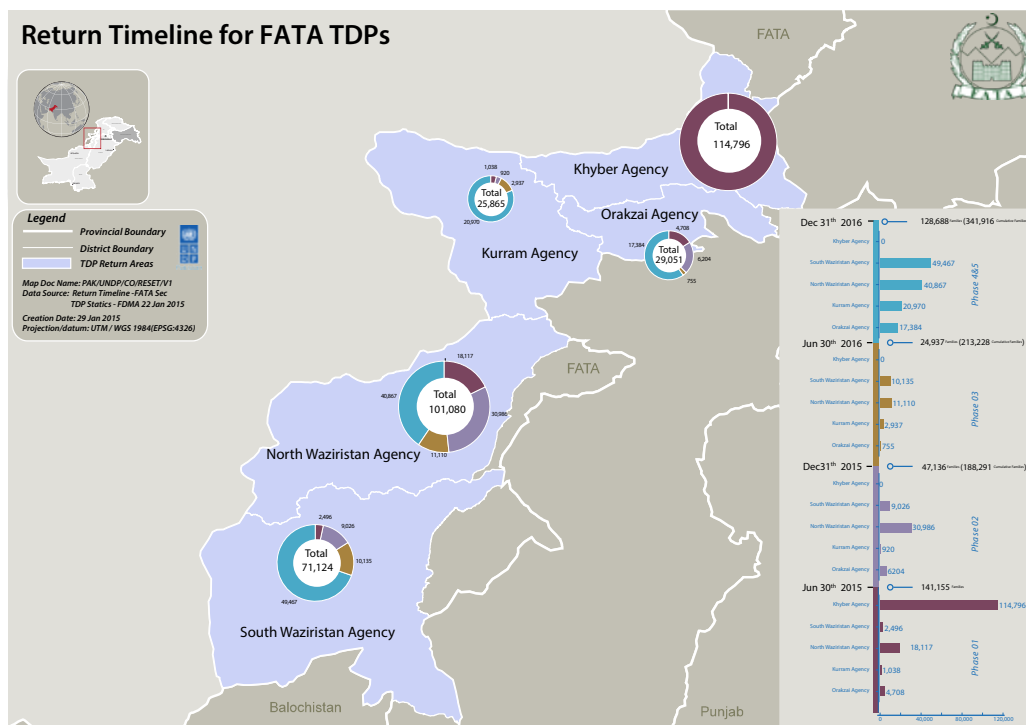
vaccination, for the affected families. This will improve children's health in the long term and support overall human development outcomes for the affected region.

An operational manual is to be developed in consultation with the key stakeholders to regulate this project's operations and guide how it will be managed throughout the implementation period. However, if any adjustments or modifications are required during the course of implementation, the EAD and NADRA, in consultation with the key stakeholders (including the federal government,

the FATA Secretariat and donors), will incorporate such changes.

The government has initiated the first phase of returns in March 2015 and hopes to provide return support to an estimated 141,155 TDP families before the end of June 2015. TDP families from Khyber Agency make up most of the 135,000-family caseload in the first phase, with smaller caseloads from South Waziristan, North Waziristan, Kurram and Orakzai also returning in this phase. A detailed breakdown of the remaining phases and TDP caseloads is given in Figure 1.

Figure 1: Return timeline for FATA TDPs (by phase)



Sustainable return and rehabilitation strategy

The strategy itself takes inspiration from the above-mentioned PCNA strategy and focuses on trying to remedy the limited progress to date in the areas of governance, law and order, economic development and social cohesion. It also seeks to address pending infrastructure rehabilitation needs (particularly those caused by post-2010 operations).

It is important to note that this strategy does not seek to provide all the answers to the complex development and governance challenges facing FATA. Instead, it attempts to identify targeted actions that will enable the FATA Secretariat to ensure minimum conditions for return in TDPs' areas of origin and provide support to returning families to help them reintegrate. These actions are intended to represent the first step towards larger reforms and progress in the area.

5.1. OVERVIEW

While remaining specific to the rehabilitation phase, this strategy is in line with the longer development plan presented in the FATA Sustainable Development Plan 2007–2015 and the reforms agenda being developed by the FRC to establish a roadmap for constitutional, institutional and legal reforms. Where possible, these linkages have been highlighted in each of the sector response strategies (Section 12). This strategy also takes into account schemes that are already planned and budgeted for under the ADP 2014–2015, which emphasizes the completion of ongoing schemes in the infrastructure and social sectors together with

introducing and exploring alternative energy resources for the region.

Based on the lessons learned, the present strategy has been conceived and designed by the FATA Secretariat and in consultation with all government stakeholders, in particular the armed forces and the EAD of the Ministry of Finance. Strong government leadership of the entire process is expected to ensure the sustainability of the actions laid out in the strategy.

Essentially, the targeted actions in this strategy have been identified so as to address the most acute rehabilitation and human recovery needs of the affected population within 24 months. As such, throughout the planning phase, the FATA Secretariat has made considerable effort to ensure wide consultation with population groups from FATA, including people currently resident in FATA, groups that are currently displaced, and members of political, cultural and religious collectives representing FATA.

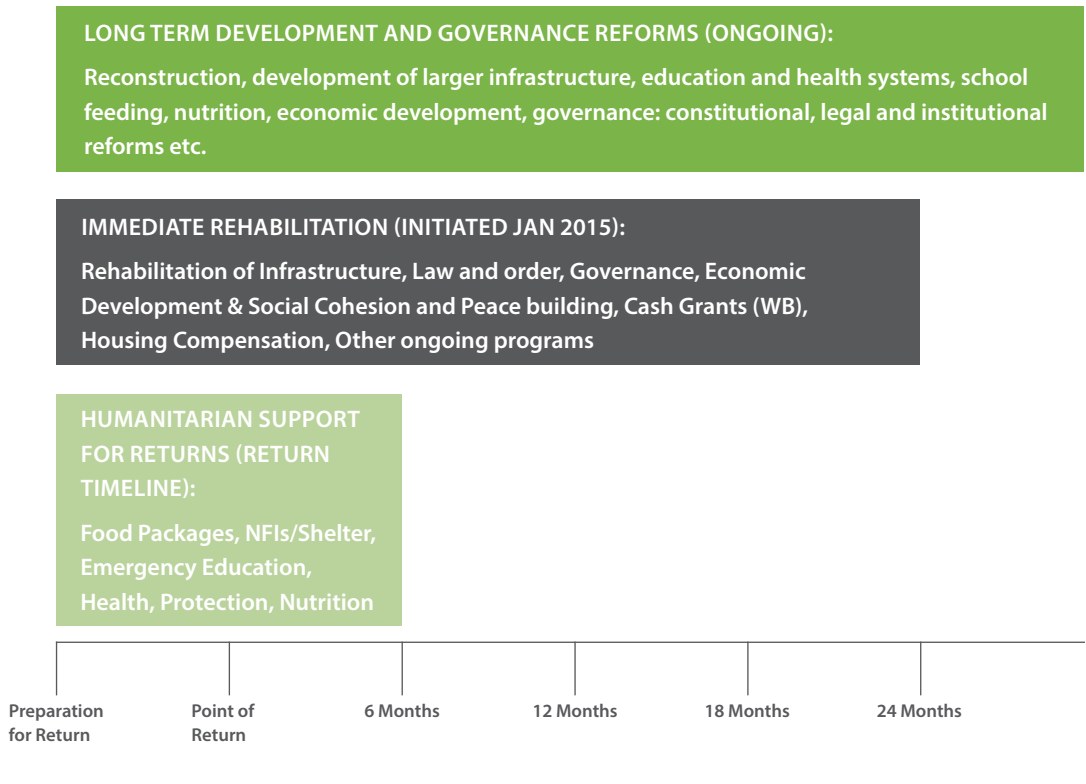
Issues such as reforms, the permanent reconstruction of public and private infrastructure, the introduction of alternative energy sources and more sustainable local economic development, all remain important and are, therefore, reflected in the document but not budgeted in the USD 120 million. The Rehabilitation and Reconstruction Unit (RRU) under the FATA Secretariat will attempt to explore further resources for the activities outlined above. **This strategy will be a “living document” that will be revised as needed and**

improved by including more solid data. The activities and budget can then be expanded accordingly.

In order for the strategy to be realistic and effective, a phased approach to rehabilitation work will be adopted in line with the return timeline outlined above. It is important that the most urgent rehabilitation works (water systems,

health units, schools) start before the arrival of the returnee population in order to ensure that minimum conditions are in place in their areas of return. In order to provide a coherent continuum of support to the people of FATA, the strategy will interlink with and complement both the ongoing humanitarian preparations for return and reconstruction and development work (see Figure 2).

Figure 2: Continuum of support for FATA TDPs



5.2. GEOGRAPHICAL PRIORITIZATION

The return areas that fall under Phase 1 (mostly Khyber) have been prioritized for immediate rehabilitation. Thanks to a reassignment of funds from the ADP and some initial donor contributions, some rehabilitation work is already underway in Bara to repair water, education and health facilities. The remaining rehabilitation

work will be carried out in consultation with the returning community.

A similar process has already been initiated in parts of North and South Waziristan where, following a rehabilitation assessment, funds from the ADP were reassigned to support rehabilitation works in coordination with the armed forces, which will also carry out some

basic rehabilitation works. A similar exercise will soon be conducted in Kurram and Orakzai. While all agencies and FRs of FATA still require urgent rehabilitation support, the following prioritization is proposed (Figure 3). Apart from the Pakistan army and FATA Secretariat, the US government (through its implementing agencies) is the only player contributing towards

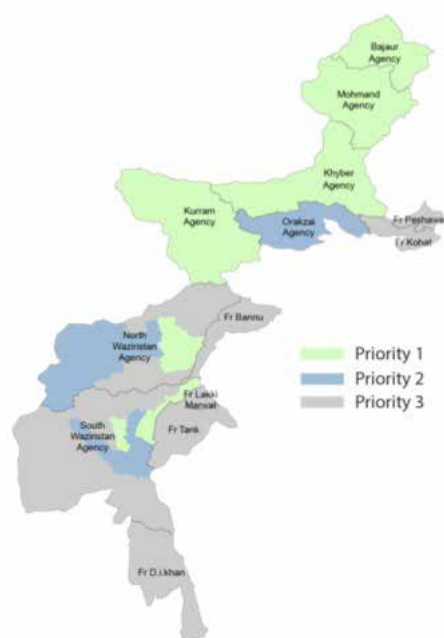
rehabilitation for the time being. Nevertheless, it is understood that this geographical prioritization is fluid and will inevitably follow the return timeline. Above all, this strategy has been designed in a way flexible enough to enable the FATA Secretariat to respond to the dynamic situation in FATA.

Figure 3: Priority areas for immediate rehabilitation in FATA

Priority 1: Khyber, Kurram, SWA (Sarwakai, part of Sararogha), NWA (North & South of Mir Ali), Mohmand & Bajaur

Priority 2: Orakzai, SWA (Sararogha, Tiraza South, Spin JumatKundi Ghar to Zawar Shabi Khel-Janata), NWA (North & South of Miran Shah, North & South of Boya & Datta Khel)

Priority 3: Rest of FATA



5.2.1. Complementarity with ongoing initiatives in FATA

As highlighted above, the rehabilitation strategy is not all encompassing and does not outline all the recovery and development needs of the region. It is, therefore, important that ongoing projects currently providing humanitarian, reconstruction and development support to residents and returnees of FATA continue in the coming years. A brief outline of some of the key development and reconstruction interventions is given in Annex 3.

5.2.2. Reconstruction

Although the strategy focuses on immediate

rehabilitation and needs, it will be extremely important to consider reconstruction during the 24 months and afterwards. The return and rehabilitation process is linked to resilient reconstruction and development. The guiding principles, as outlined in the strategy, will be followed to ensure that the reconstruction phase helps restore normalcy and build peace, stability and resilient development. A “build back better and smarter” approach will be adopted. The cost of reconstructing public infrastructure is initially estimated at PKR 30 billion (USD 300 million), the details of which are given in the reconstruction section below.

Rehabilitation analysis

In order to establish a benchmark for rehabilitation needs in TDPs' areas of origin, the FATA Secretariat initiated a comprehensive rehabilitation analysis, using secondary and primary data to determine physical rehabilitation needs as well as people's larger human recovery needs.

6.1. PHYSICAL REHABILITATION NEEDS

Given the substantial data already available

on damaged infrastructure in different FATA agencies, the FATA Secretariat asked the relevant line departments and directorates to collect fresh data on sector-based infrastructure that had been damaged as a result of insecurity and crisis. Following this request, infrastructure data for these sectors was compiled and analysed: health, education, water, energy, communications, irrigation, agriculture, livestock, and law and order. An overview of the initial total estimated damage is given in Table 4.

Table 4: Initial estimates of damage in key sectors

Sector	Damage/needs	Where
Education	229 schools damaged (partially or completely)	All seven agencies
Health	33 basic health facilities damaged	N Waziristan, S Waziristan, Kurram, Orakzai, Mohmand
Water	14 WSS damaged	N Waziristan, Orakzai
Electricity	Transmission lines, distribution systems, civil works, tools and plants, etc.	All seven agencies
Roads	Rehabilitation of basic access roads (200 km)	All seven agencies
Irrigation	218 irrigation systems damaged	All seven agencies
Agriculture	31 agricultural infrastructure (government offices) damaged	All seven agencies
Livestock	Fodder, vaccination, dew arming, etc., rehabilitation of 110 government buildings	All seven agencies
Source: FATA line departments.		

In order to verify this data, an independent contractor was engaged by UNDP to carry out a detailed data verification exercise. Due to logistical and security considerations, this exercise was limited to five agencies of FATA (Mohmand, Bajaur, Kurram, Orakzai and Kyber), which were covered over two weeks in January 2015. Random sampling clusters were identified such that all the damaged facilities in an agency

were divided into areas that could be covered by a team in one or two days. Five clusters were then drawn from among these 10 to 15 clusters.

During the survey, these areas were scanned thoroughly with the help of the local community to detect any additional damaged structures or facilities not listed. A total of 363 damaged facilities were sampled, comprising 45% of the

total reported damaged facilities. A parallel damage needs assessment was conducted by the FATA Secretariat's RRU in Bara tehsil, Khyber Agency. The data collected as part of this assessment was used as a baseline for the verification exercise in this area.

The data collection tools were designed to verify the extent and cause of damage. The data was collected through direct observation, photographs, and local community interviews. Data verification teams, including engineers and enumerators, were deployed to each agency for a week to ensure they had enough time to locate and assess each selected infrastructure. The field teams analysed three key aspects of the data: (i) whether the damage assessment was accurate (was the infrastructure completely or partially damaged?), (ii) whether the data provided by the line departments was complete (was there any other damaged infrastructure in the area that had not been reported?) and (iii) whether the data was up to date (had any rehabilitation work already been carried out?).

Of the total 363 reported damaged facilities, the data verification teams successfully covered 332, yielding a coverage (response) rate of 91%. On completion of the exercise, it was found that, on average, the data presented by the line departments and directorates was 53% accurate. In the case of the remaining data, 31% reported less damage than was the case, 6% was outdated as some rehabilitation work had already been carried out and the remaining 10% accounted for additional damaged facilities that had not been initially captured by the FATA Secretariat.

While the accuracy level is relatively low, the data verification exercise proved that the extent of damage on the ground (at least in the case of these five agencies) was far greater than initially reported. The damage in some sectors, such as education and law and order, was highly underrepresented in the line department data.

Agency-wise, Kurram yielded relatively more accurate data (68%), followed by Bara tehsil (51%). Sector-wise, health (73%) and roads (63%) presented relatively more accurate data.

While the final data from the verification exercise does not represent a full census of the damaged infrastructure, it does provide a snapshot of the minimum damage in the five agencies where the teams were deployed. Using the reliability factor produced by the rapid physical verification exercise, the adjusted data in Table 5 can be used in strategic planning and to allocate resource blocks. While these findings are based on a sample of data, they are in line with those of the internal exercises carried out by the RRU. For example, according to the initial data from the Education Directorate, 21 schools were reported having been damaged in Bara tehsil, Khyber. However, the damage needs assessment carried out by the RRU confirmed at least 139 damaged schools in this area – almost seven times more than originally reported.

Nevertheless, the existing data will have to be refined before it is used in operational planning. A comprehensive damage needs assessment will be required for each target area to ensure that all damage is recorded and assessed by a structural engineer. This will allow rehabilitation needs to be prioritized and provide a solid baseline against which to measure progress and success. Based on this data, an interactive database of damaged infrastructure will be created and updated regularly.

Following the completion of the data verification exercise, the FATA Secretariat has carried out more detailed damage needs assessments in South Waziristan and North Waziristan. These figures are being analysed and will be used to plan rehabilitation activities in more detail in these agencies.

The armed forces have also provided some initial

Table 5: Minimum verified damage per sector

Agency	Bajaur		Mohmand		Khyber		Orakzai		Kurram	
Sector	Partly	Fully	Partly	Fully	Partly	Fully	Partly	Fully	Partly	Fully
Education	0	6	6	22	10	194	10	53	24	29
Health	-	-	0	5	3	7	2	15	0	6
Water	7	10	1	2	41	54	0	12	0	4
Administration & Security	0	6	0	15	13	11	0	18	4	3
Irrigation	3	21	12	12	10	14	19	9	3	36
C&W (roads)	0	17	9	0	14	30	0	5	12	33
FATA	10	60	28	56	91	310	31	112	43	111

estimates of damage, particularly for North and South Waziristan. The FATA Secretariat and the TDP Support and Management Secretariat are now working together to reconcile the agency/sector-based data in order to link rehabilitation works with the return timeline, produce collective figures on rehabilitation works in each of these agencies (to clarify who will take care of which scheme) and to establish effective coordination mechanisms.

6.2. HUMAN RECOVERY NEEDS

Experience shows that crisis situations affect the most vulnerable populations disproportionately. In the past, most post-crisis assessments focused entirely on the damage to physical infrastructure and the cost of economic losses; the impact of a crisis on the needs of the affected population was not adequately assessed and addressed. Including a human recovery needs component in the analysis allows a qualitative assessment of the perceptions of people and communities: this, in turn, can better inform the recovery and reconstruction process, particularly on how to conduct the rehabilitation process and prevent the crisis from happening again.

As part of this rehabilitation analysis, consultations were carried out with many different development and political actors connected to FATA. Specific focus group discussions were held with communities in at least five agencies (Mohmand, Bajaur, Kurram, Orakzai and Khyber) and two areas of TDP displacement (Jalozai camp and host communities in Bannu) to understand their perceptions of the current situation and note their possible solutions for the region's future.

The consultations covered a key selection of FATA actors, including senior government officers, politicians, UN agencies, non-government organizations, donors and members of civil society. The latter included members of tribal youth groups, youth involved in vocational training programs and prominent businesspersons from the area. Additionally, a total of 18 focus group discussions comprising eight to ten people each were organized across FATA and in the TDP hosting areas to hear directly from the TDP community and the existing community in each agency and to understand their priorities for a smooth return to FATA and rehabilitation in the area.

The main perceptions that emerged from these discussions revolved around people's concerns about the rehabilitation of their damaged houses and infrastructure and restoration of basic services, especially education. The communities also expressed the importance of providing psychosocial support, especially to youth and children, to help them deal with the trauma of the crisis and de-radicalize them.



Vision and definition of scope

The response strategy detailed below has been developed based on the results of the quantitative and qualitative data collected during this analysis. Drawing on this analysis, the FATA Secretariat has defined the following vision for the rehabilitation strategy:

The basic foundations are laid down across all Agencies and Frontier Regions of FATA to allow the TDP population of FATA to return home and have basic living conditions in their areas of origin. Basic physical infrastructure

is rehabilitated, basic services are restored, the population is free from insecurity, the writ of the state is present and the population has adequate access to decent livelihoods opportunities which enable them to provide for their families.

As Table 6 shows, the scope of the strategy centres on implementing five key pillars of action over 24 months across the entire territory of FATA. The budget for the rehabilitation activities outlined in this strategy is USD 120 million.

Table 6: Key rehabilitation pillars and budgets

Pillar	Area	Budget (US\$ million)
Pillar I	Rehabilitating physical infrastructure	60
Pillar II	Strengthening law and order	15
Pillar III	Expanding government service delivery	8
Pillar IV	Reactivating and strengthening the economy	27
Pillar V	Strengthening social cohesion and peace building	10
Total		120

7.1. REHABILITATION AND RECONSTRUCTION UNIT

In order to ensure that the rehabilitation effort is effectively coordinated, the FATA Secretariat has created the RRU under the Directorate of Projects. The RRU will be responsible for the overall management and coordination of rehabilitation and reconstruction works and will hold frequent coordination meetings with all stakeholders operating in FATA, including government line departments, UN agencies and other international and national actors; this will help ensure complementarity and avoid overlap.

The RRU has been established as a separate strategic unit and administrative arrangement to (i) prepare strategies and development plans for implementation in the affected areas, (ii) plan and coordinate the overall rehabilitation and reconstruction in FATA and (iii) provide national and international development partners with a one-window facility. It will supervise and monitor the work of the implementing agencies and establish standards and internal controls inside and outside the unit. The unit will also be responsible for all projects proposed under the various support funds created by the

government and by national and international partners. Thus, it will facilitate the coordination and supervision of the reconstruction and rehabilitation programs and strengthen linkages among all the parties involved in helping the government rehabilitate the affected areas.

The RRU will be based at the FATA Secretariat Headquarters in Peshawar and will establish coordination cells in each of the agencies and FRs of FATA to guarantee effective coordination in the field. These cells will be attached to the PA or assistant PA's office and will become an integrated part of the government presence in the area.

The coordination cells will be mandated to (i) collect, analyse and update data on rehabilitation and reconstruction in coordination with line directorate staff, (ii) organize regular meetings between all the government stakeholders present in the area to ensure that the implementation of rehabilitation and reconstruction efforts is effectively coordinated, and (iii) conduct regular meetings with community members in the area to discuss community issues, priorities and grievances. This will be the major communication channel with the community and all grievances will be recorded and referred to the relevant body for follow-up. The coordination cells will then report to the community on the status of their concerns as and when information becomes available.

However, the RRU's mandate will be limited to managing and coordinating rehabilitation activities: it will not be an executing agency for schemes. Instead, schemes will be executed through the existing line departments and directorates or outsourced to private sector firms, depending on the scheme in question. In order to carry out its activities, the RRU will be staffed by technical experts, specialist and advisors and supported by engineers, database analysts, field officers and support staff hired from the open

market. Humanitarian partners may also provide some technical staff for the capacity building of the line directorates or political administrations as and when required.

7.2. THE FIVE PILLARS OF THE STRATEGY

The five key pillars are briefly described below.

7.2.1. Pillar I: Rehabilitating Physical Infrastructure

This pillar focuses on the rehabilitation of basic physical infrastructure that has been damaged as a result of the ongoing crisis. In order to ensure that families have access to basic services and infrastructure on their return to FATA, there is an urgent need to rehabilitate infrastructure across the area, including schools, health facilities, water schemes, access roads, bridges, irrigation systems and electrical distribution lines and plants.

7.2.2. Pillar II: Strengthening Law and Order

This pillar focuses on strengthening the capacity of civil law enforcement agencies in FATA to prevent and respond to insecurity. This will involve the rehabilitation of Levies facilities (posts, pickets), the provision of equipment and training and the establishment of correctional facilities. At the same time, efforts will be made to improve access to justice by increasing awareness of legal rights and responsibilities and providing free access to legal guidance for vulnerable populations. Given the high incidence of mines and unexploded ordnances, which are still present in some areas of FATA, public awareness and risk reduction training will be carried out with the at-risk population.

7.2.3. Pillar III: Expanding Government Service Delivery

After years of crisis and instability, a key objective of the rehabilitation phase is re-establishing

trust between the population of FATA and the government. In order to deliver the services laid out in the strategy, the FATA Secretariat still requires substantial technical assistance and support. This pillar aims to strengthen its capacity to increase basic service delivery through improved planning, coordination and monitoring of the rehabilitation and ongoing development projects in FATA – both at the secretariat level and in the field – while increasing interaction between the government and the community at the local level.

7.2.4. Pillar IV: Reactivating and Strengthening The Economy

In order to inject cash into and reactivate FATA's recovering economy, returnees will need both short-term and medium-term livelihood opportunities in farm and off-farm areas. Short-term job opportunities (using cash-for-work and cash-for-food modalities) will be an important element to ensure buy-in during the initial stages of return and rehabilitation. Medium- and long-term livelihood opportunities and economic revitalization will be promoted in the return areas through a series of activities that will be modified based on the livelihood opportunities in each area and the existing skills and education level of the returning population. Government services in areas that support the local economy (such as agriculture, livestock, industry, commerce, and trade and skills development) will be strengthened to provide adequate support to micro-entrepreneurs and businesses operating in FATA.

7.2.5. Pillar V: Strengthening Social Cohesion and Peace Building

Given FATA's troubled past, it is essential to promote increased social cohesion and peace building in the return areas for the strategy to remain sustainable. Activities under this pillar will seek to ensure that the population is well informed about the situation and the ongoing response, and takes a lead role in the rehabilitation process by prioritizing their needs and implementing small projects (infrastructure, livelihoods, CBDRM, etc.) to improve their living conditions. Community infrastructure development through social mobilization will be encouraged. Accessible communication channels with the local authorities and other communities will be developed. A communication and outreach campaign will also be implemented to specifically involve women, youth and vulnerable groups in social cohesion and peace building.

Following an explicit assessment of the potential threats to social cohesion and peace building in each area (tribal disputes, land disputes, legal and physical insecurity, lack of access to services and employment, etc.), an area-based strategy will be developed together with the affected community to carry out specific actions that will help reduce the potential for conflict in the area. Psychosocial support delivered through de-radicalization centres, especially for youth and schoolchildren, will be initiated to support efforts towards sustainable peace building.

Guiding principles

In order to achieve the people-centred vision set out above, a set of guiding principles has been defined for the strategy. These will be applied throughout its implementation:

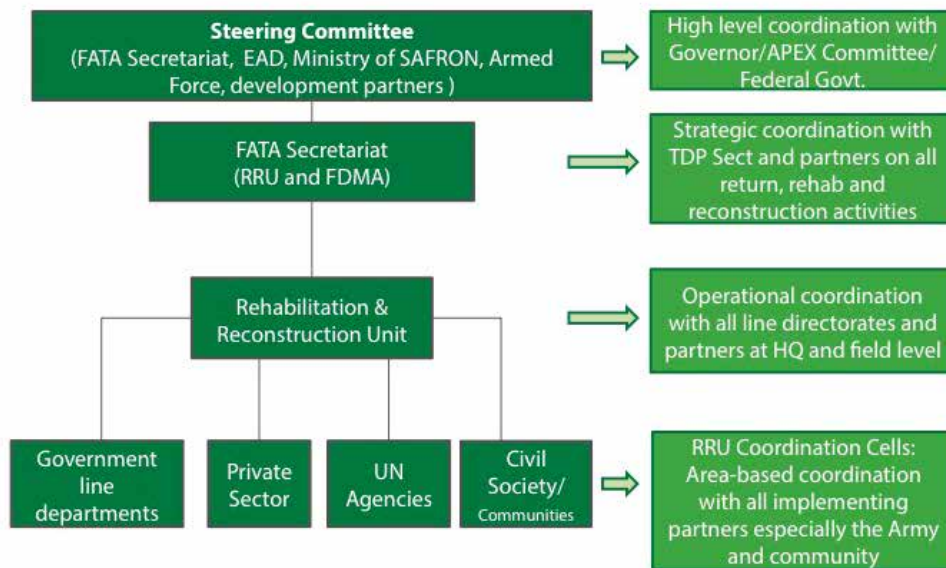
- **Context-specific, needs-based steps.** This focuses on the immediate rehabilitation of service delivery-related infrastructure and the restoration of livelihoods for returning TDPs. This guiding principle will help prioritize competing demands in a particular context. A consultative process at the appropriate level, with the widest possible cross-section of local stakeholders, will help determine which agencies should be rehabilitated first and in what magnitude.
- **Capacity development.** The capacity of existing governance structures and implementation agencies to manage sector-level recovery processes must be restored. To the extent possible, existing systems – appropriately adjusted to keep pace with the extent and urgency required – will be used to implement recovery and rehabilitation initiatives. All additional technical assistance will be routed through the relevant government departments with a view to transferring technical and institutional knowledge and skills.
- **Participatory design.** Throughout the process, efforts will be made to adopt participatory decision-making and implementation designs to ensure community ownership and empowerment, and that solutions are locally appropriate. Starting from community organizations at the grassroots level, stakeholders will be consulted at every stage of planning and execution. Special arrangements will be put in place to ensure the adequate participation of women, the elderly, people with special needs, and minorities.
- **Build back better and smarter.** All rehabilitation efforts will seek to promote sustainable solutions for development in FATA by employing disaster-resilient and energy-efficient structures. Additionally, efforts will be made to expand the capacity of public sector facilities to bring them at least up to date with the increased caseload since they were first constructed many years ago. In order to mainstream disaster risk reduction (DRR), all infrastructure projects will be regulated through a customized DRR checklist created by the Planning Commission of Pakistan. Soft interventions, such as community- and agency-specific DRR plans and ancillary training, will also be initiated.
- **Peace building.** The promotion of social cohesion and conflict resolution will be treated as a crosscutting theme and as a strategic focus of all recovery initiatives. Additionally, organizations and projects with a specific focus on peace building, de-radicalization and conflict prevention will be encouraged to intervene.
- **Inclusion.** There will be a special focus on and provision for youth, women and vulnerable groups to participate in all processes of recovery planning, execution and M&E. In cases of public sector buildings, access for the disabled will be made part of the design.

- **Gender mainstreaming and women's empowerment.** The recovery and rehabilitation process will venture to mainstream both practical and strategic gender needs at all levels and at all stages by ensuring there is provision for (i) including gender considerations in all programs, projects and schemes, and (ii) women-specific projects in all sectors, designed on the basis of extensive consultation with the intended beneficiaries. The skills imparted to women during displacement and return will be followed up through support for continued training and the establishment of market linkages. Government buildings that provide public services should have women's enclosures or waiting rooms to promote their access to such services, given FATA's peculiar sociocultural context.
- **Disaster risk reduction.** It is important that rehabilitation efforts take into account the potential for future disasters or hazards. Rehabilitation work must not exacerbate existing vulnerabilities or create new forms of vulnerability. It must also seek to reduce vulnerability to future hazards. Anticipating and mitigating the likely risk of disasters in the future not only saves lives, but also reduces the costs incurred by recovery and rehabilitation. DRR-specific interventions that seek to strengthen the disaster management system as a whole – and particularly to better prepare local governments and communities to identify, mitigate and respond to future events – will be integrated into this strategy.

Management structure

The actions outlined in the rehabilitation framework will be managed under the framework illustrated in Figure 4. The roles and responsibilities of each actor are defined below.

Figure 4: Management framework



9.1. STEERING COMMITTEE

A steering committee will be established to provide strategic guidance and oversight to the overall rehabilitation strategy. It will comprise members of the FATA Secretariat, the EAD, the armed forces (particularly the TDP Support and Management Secretariat), SAFRON, and development partners. Depending on the specific agenda of each meeting, other relevant stakeholders will also be asked to attend. This committee will meet every quarter to assess progress, capture lessons learned and make the required changes to strategy design, focus and

activities in order to achieve the main objectives within the given timeframe. In particular, the steering committee will act as a formal coordination mechanism between the civilian and the military authorities in order to ensure maximum coherence in the implementation of rehabilitation and reconstruction efforts. The Additional Chief Secretary FATA will chair this committee while the RRU will provide secretariat support. The chair will be responsible for ensuring that any issues arising at this forum that require input or approval from the Governor or APEX committee are referred to these authorities accordingly.

9.2. IMPLEMENTING AND COORDINATING AGENCIES

The strategy will be implemented through two main actors: the FATA Secretariat and UNDP. Depending on the funding and management arrangements, either one of these actors will assume responsibility for funds management and quality assurance with respect to the implementation of the specific activities detailed in the relevant project document. In any case, the FATA Secretariat will be responsible for the overall coordination and monitoring of the activities detailed in the rehabilitation framework.

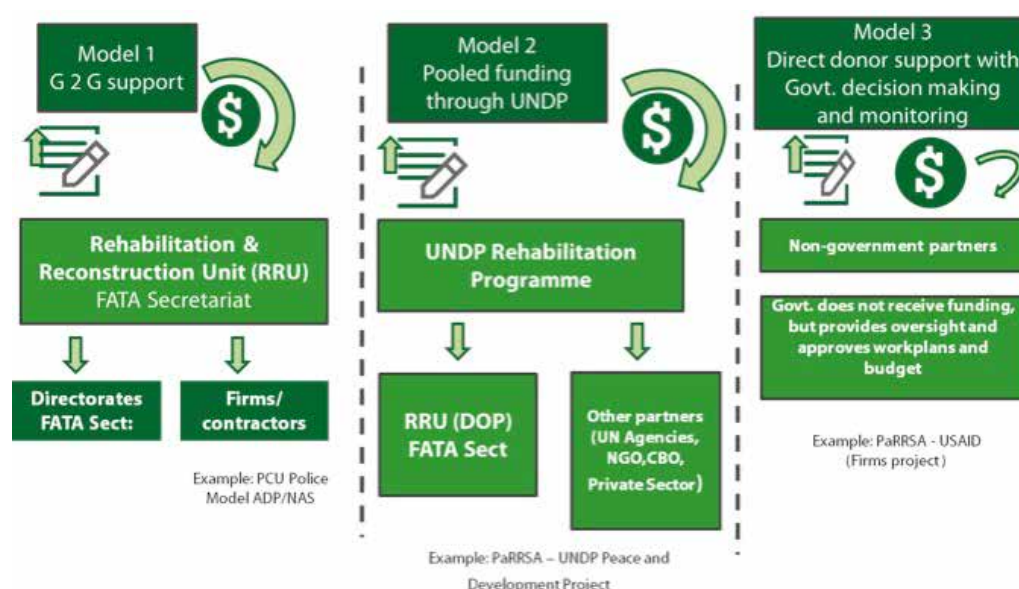
9.3. IMPLEMENTING PARTNERS

In order to implement the activities detailed in the response strategies, the FATA Secretariat and UNDP will engage wide, multiple implementing partners able to add value in a specific field of intervention. These will include government line departments, UN agencies, private sector firms, civil society organizations and community organizations. Depending on the specific circumstances, these actors may be engaged through competitive procurement procedures, letters of agreement, community grants or any other transparent mechanism. In all cases, security and access will remain key considerations in the selection of implementing partners.

Funding mechanism

Various funding models can be employed to fund the implementation of the rehabilitation framework. Three possible models are identified in Figure 5 below but other options could be explored.

Figure 5: Models for funding mechanism



Model 1

Under Model 1, the donor would provide funds directly to the FATA Secretariat to implement certain activities detailed in the rehabilitation framework. This model is normally referred to as government-to-government support. In this case, the FATA Secretariat would sign an agreement with the donor and receive funds deposited directly into the government bank account. The FATA Secretariat would then be responsible for managing and using these funds as well as for reporting to the donor. The funds would be channelled through the RRU of the Directorate of Projects under the FATA Secretariat and its operational and financial

procedures would be followed in implementing the agreed activities.

Model 2

In Model 2, the donor would partner with UNDP to implement specific aspects of the rehabilitation framework. In this case, the donor would sign an agreement with UNDP and the funds would be transferred directly to the latter. UNDP has set up a project to channel FATA rehabilitation funds. It would then be responsible for funds management and use and for donor reporting. UNDP's standard Program and Operations Policy and Procedures would be applied throughout the implementation of the

agreed activities. UNDP would work closely with other UN agencies in order to tap into the added value of the UN system as a whole. A project team would be engaged to carry out daily project management tasks and implementing partners would be selected to implement specific activities. The project team would be based at the FATA Secretariat and coordinate daily with the RRU staff to ensure maximum coherence. In this case, the steering committee would function as described above.

Model 3

In Model 3, the donor would provide funds to implement the activities outlined in the rehabilitation framework through an actor other than the FATA Secretariat or UNDP. In this case, it would be preferable for the FATA Secretariat to continue playing a lead role in planning, executing and monitoring the agreed activities.

Monitoring and evaluation

While each component will be carried out in accordance with the relevant program management arrangements, the RRU will regularly monitor the progress made towards achieving the strategy's expected results. This will involve regular monitoring visits and meetings with the relevant line directorates at the headquarters and field level through the RRU coordination cells. The IT-based monitoring system that is to be set up for the overall rehabilitation process will be used to ensure quality data entry and management in order to support and inform the results monitoring process.

Quarterly reports detailing the overall progress made will be presented to the steering committee and shared with all stakeholders. A midterm evaluation and final evaluation will also be planned in consultation with the donor and all relevant stakeholders.

Community-based planning and monitoring is an essential element of the community resilience program. The strategy adopts a participatory, bottom-up approach to development. At the neighbourhood and village level, community organizations will be engaged to plan and monitor interventions. In addition, project monitoring staff and engineers will carry out day-to-day monitoring and oversight of project activities.

In addition to community and project monitoring, independent third-party monitoring firms will be engaged. Based on a randomized sample, project interventions will be monitored by field teams that will report to the project team and steering committee. In accordance with the relevant internal accountability framework, the project will be subject to audits and investigation.

Sector response strategies

This section details the sector response strategies under the five main pillars.

12.1. PILLAR I: REHABILITATING PHYSICAL INFRASTRUCTURE

This pillar focuses on the rehabilitation of basic physical infrastructure that has been affected as a result of the ongoing crisis. Throughout the crisis, FATA's already scarce infrastructure has been subject to damage from firearms, explosives, aerial bombing or wilful destruction as a punitive or tactical measure between the government and the insurgents or among rival groups of insurgents. In addition to this direct damage, the infrastructure has suffered as a result of irregular maintenance by the government and local community as well as the prolonged absence of the area's residents. The damage assessment carried out by the line departments of the FATA Secretariat indicates that all sectors of infrastructure have sustained immense damage.

In order to ensure that families have access to basic services and infrastructure on their return to FATA, there is an urgent need to rehabilitate infrastructure across the area, including schools, health facilities, water schemes, access roads, bridges, irrigation systems and electrical distribution lines and plants. In order to ensure that these rehabilitation works remain sustainable, it is necessary to include some specific DRR and mitigation works. These are detailed and budgeted for in this sector.

A strategy for housing rehabilitation is outlined

in Section 13. A pilot housing rehabilitation component is also included and budgeted for in the rehabilitation strategy.

12.1.1. Needs

Physical infrastructure in FATA, the country's most underdeveloped region, was inadequate even before the current crisis. While it is true that the area's demography (a low population density, large households and a largely rural population) makes government provision of infrastructure and services particularly challenging, the lack of access to schools and health facilities here is alarming as is the low percentage of irrigated land. FATA's population continues to lack access to electricity, clean drinking water and sanitation. Where rudimentary facilities do exist, they are often not functional.

Initial reports from the FATA Secretariat show that, in the aftermath of the crisis, whatever basic infrastructure and services were available have been extensively affected. This lack of infrastructure and services continues to alienate the population and creates a perception of ineffectiveness on the part of the state where its ability to deliver basic services is concerned. Restoring this infrastructure and related services will be an essential step of the rehabilitation process: not only will this component serve to provide returnees with necessary services, but it will also be an important step in showing that the government is serious about improving services in the region.

In all the sectors outlined below, the demolition of completely damaged infrastructure is an important element to bear in mind. This will be

carried out in coordination with the relevant authorities in a safe and efficient manner. Where possible and environmentally and economically feasible, the strategy promotes recycling and the reuse of debris.

12.1.2. Approach

The rehabilitation of infrastructure will be carried out in coordination with the relevant government bodies and local communities. The implementation modality will vary depending on the scale of the rehabilitation works. For larger-scale schemes, all rehabilitation works will be carried out through the RRU in coordination with the relevant FATA government line departments and directorates. Based on government statutory procurement procedures (preferably with suitable procedural adjustments to increase the pace and cater for the larger-than-routine scale required for recovery and rehabilitation), appropriate contractors will be selected for the works and supervised directly by the RRU in coordination with the line directorates.

Depending on donor preference, contractors may be engaged directly by UNDP or another actor, based on their procurement procedures. The implementing contractors will be encouraged to optimally employ labour from the local population for construction schemes in order to help create local employment, thus jointly addressing the issue of livelihoods creation. In all cases, the RRU will be responsible for the overall coordination and monitoring of infrastructure works.

Smaller community infrastructure schemes (particularly water and irrigation) will be carried out directly by the community through the provision of community grants, using a tried and tested community grants mechanism and participatory methodology. Small community infrastructure includes items that are community-owned and which the local

beneficiary community have the technical and financial capacity to operate and maintain. These include minor irrigation systems, flood protection structures, small hydropower units, community halls, mosques, primary schools, bridle paths and ancillary structures, and small gravity-flow water supply schemes, etc.

A consultative scheme selection and prioritization methodology will be adopted to ensure that the infrastructure recovery reflects community needs. This will foster ownership of the recovery schemes by the local community and help ensure that local stakeholders maintain the schemes after the works are complete. The designated community members will be provided managerial and technical training to enable them to operate and maintain the schemes.

Particularly in relation to schools and health facilities, efforts will be made to ensure that the rehabilitated facilities have the minimum equipment and materials needed to become functional in 24 months' time. The staffing component for these facilities is covered under Pillar III of the strategy.

It is important to note that the geographical and sectoral focus of the interventions prioritized in this strategy has been coordinated to avoid overlap with other efforts to rehabilitate infrastructure in FATA – notably existing projects under the PCNA and ADP and other ongoing and planned development projects.

Costs for the proposed rehabilitation activities are tentative at this stage and are based on the Composite Schedule of Rates (2012) and standard costing for similar activities under ongoing and past projects in FATA. The final costing will be carried out following a detailed assessment of damage and will inevitably vary from agency to agency based on the availability of transport and materials.

Key sector-based concerns and considerations identified in coordination with the relevant line departments are described below.

Rubble removal

The quantity of rubble in each area has not yet been properly assessed. This will be calculated area-by-area during the detailed damage needs assessment. Depending on the volume, type and condition of the rubble, a strategy will be devised to remove and, if possible, recycle it. The engineering departments of the armed forces and, to a lesser extent, the Works and Services Directorate of the FATA Secretariat will be able to demolish and remove rubble with their existing equipment.

Another option is to include the demolition and rubble removal component in the rehabilitation contracts in each sector, particularly where large-scale rubble removal may be necessary for rehabilitation works to take place. If the rubble is accessible or can be easily demolished, then cash-for-work programs could be set up to encourage communities to safely remove and recycle the rubble found in their communities.

Education

FATA's literacy rate is especially low among women and dropout rates for secondary school girls are also exceptionally high. Estimates from the gross enrolment rate suggest that as many as 1.6 million children in FATA are out of school⁷.

There are at least 43 partially and 309 completely damaged schools in this sector; an initial detailed assessment will be carried out to determine the exact numbers. Where the damage to school buildings is enough to require demolition, alternative temporary education solutions will be sought to reactivate schooling for children in the surrounding areas, such as tents or rented facilities for the initial period. All efforts will be

made to ensure that these temporary facilities are safe and child- and adolescent-friendly.

The aim will be to ensure that all rehabilitated schools are made more resilient (equipped with ramps, the existing infrastructure reinforced, retrofitted or redesigned to make schools disaster-resilient, and provided boundary walls, better sanitary facilities and safe drinking water, etc.). This must be taken into account in the budgeting exercise. Clear guidelines for school rehabilitation will be drawn up based on the detailed needs assessment. Initially, primary and middle school facilities will receive priority.

Providing all rehabilitated schools with adequate equipment, furniture, materials and supplies will be essential to ensure they become functional. Outreach campaigns designed to encourage enrolment and reduce dropout rates, particularly among girls, will accompany the physical rehabilitation. Efforts will also be made under the social cohesion pillar to strengthen the role of school management committees in the overall process. The education MIS maintained by the Education Line Directorate will be used to monitor progress in enrolment.

The availability of teachers in the field continues to be a major obstacle to improving service provision in this sector; this is particularly true for women teachers. Accordingly, Pillar III deals with improved deployment and management of adequate teaching staff to rationalize student-teacher ratios and improve the quality of teaching in the rehabilitated schools.

These rehabilitation efforts will be carried out in coordination with existing and planned interventions in the education sector, notably with UNICEF and UNESCO.

The reconstruction of all completely damaged facilities will continue in the reconstruction

⁷ FATA Secretariat, Planning and Development Department, UNICEF, WFP. 2009. Multiple Indicator Cluster Survey.

phase and adhere to the principles of safe, disaster-resilient and energy-efficient construction. These schools will be constructed in non-hazardous areas. The rehabilitation of partially damaged schools will also ensure that they are “retrofitted” rather than merely repaired. The RRU will provide technical support to all stakeholders involved in the rehabilitation and reconstruction to ensure that these schools are safe, resilient and energy-efficient while meeting updated requirements and needs.

Health

While the initial damage assessment suggests that at least 38 health facilities (including basic health units, clinical dispensaries, child health centres, and type-D hospitals) have been damaged, it is believed that many more health facilities will need to be rehabilitated in order to provide adequate health services to FATA’s population. Again, this will be determined once a detailed needs assessment has been carried out. As with education facilities, health facilities will also need to be restocked with the minimum equipment, furniture, materials and medicines needed to become functional. Given the difficult access to power in FATA, it is recommended that solar refrigerators be installed to ensure the cold chain for medicines.

Given that it is not easy to find qualified medical professionals willing to work in FATA, particularly in the rural areas, it will also be necessary to rehabilitate the adjoining residential facilities for doctors and other medical staff as incentive for them to return to their posts and remain there permanently. This is particularly necessary to encourage women health workers, especially doctors, to accept deployment in FATA.

It must be noted that the existing fleet of 29 mobile health vehicles⁸ needs to be rehabilitated to ensure service provision to areas that still lack functioning static health facilities.

The Directorate of Health reports that only six mobile health vehicles (out of 29) are functional at present.

Community mobilization to ensure awareness and use of the services offered by the rehabilitated facilities will also be carried out. This will be particularly important in promoting access for women and children in order to reduce maternal and infant mortality and improve reproductive health practices. The health component will be implemented in full coordination with other ongoing health initiatives in FATA, particularly the polio and nutrition programmes supported by the World Health Organization, UNICEF and the World Food Programme.

Water and Sanitation

Poor water and sanitation increases the risk of illness among vulnerable populations. Where possible, this component will employ a participatory approach and involve communities in the rehabilitation process to ensure they remain actively committed to improving water management at the community level.

Under this component, the FATA Secretariat aims to rehabilitate damaged and non-functional public and community-owned water schemes, which will improve access to water both for drinking and domestic use. In doing so, the RRU will work closely with the Works and Services Directorate of the FATA Secretariat and the Public Health and Engineering Department. The verified data indicates that there are at least 43 partially damaged water schemes and 115 completely damaged schemes.

Initially, priority will be given to rehabilitating existing water schemes, for example, by disinfecting non-mechanized water facilities (hand pumps, dug wells) and/or installing pumps and solar panels to increase the productivity of the schemes. Given that some of the existing

⁸A typical mobile health unit comprises five vehicles: a mini operation theatre, a dentist vehicle, an X-ray and ultrasound vehicle, a staff vehicle, a gynaecology-related vehicle, and a maternal and child health vehicle

water schemes were installed many years ago, water-table assessments will be carried out before initiating rehabilitation works to verify the feasibility of the current water level.

Water supply schemes within or adjacent to schools and health facilities will also be prioritized, accompanied by community awareness efforts focusing on safe hygiene and sanitation practices. Particularly for drinking water schemes, innovative means to ensure water purification at the community level will also be explored and implemented.

The FATA Multiple Indicator Cluster Survey for 2009 indicates that just 28% of the population had access to improved sanitation. While no current figures are available, this coverage has likely decreased further, following the extended period of displacement. Inadequate access to sanitation at the household level increases the risk of sanitation-related diseases such as diarrhoea and, for children, stunting and polio. In the areas of return, efforts will be made to increase sanitation coverage in line with the Pakistan Approach to Total Sanitation.

These rehabilitation efforts will be coordinated with ongoing water and sanitation initiatives by UNICEF and UN-HABITAT. Although UNICEF has initially estimated that WASH sector rehabilitation and improvements will cost USD 10 million, a detailed WASH assessment will be carried out to identify needs, priorities and budgets.

Energy

FATA's population has extremely limited access to reliable, clean, affordable and convenient energy. Load-shedding has been reported to last up to 20 hours a day. This is not only an impediment to service delivery and economic development, but also an added burden on people's everyday lives. In order to improve

access to energy, particularly to support the implementation of rehabilitation works, the rehabilitation strategy seeks to pursue two main activities: (i) restoring the existing electrical plants and related transmission lines and (ii) identifying alternative sources of energy.

The first activity will be carried out by the Tribal Areas Electric Supply Company in coordination with the RRU. The four main points of electricity for FATA will be rehabilitated in order to ensure basic electrical services. At the same time, a community approach to finding alternative energy sources (solar panels, micro-hydropower systems and biogas) for community-based activities will be initiated.

Communication

FATA's roads and bridges are known to be underdeveloped and badly maintained. While larger-scale infrastructure projects are being carried out by development partners (such as the US and KSA) as well as under the ADP to improve access, particularly to transport and trade routes, numerous pre-existing link roads and bridges have been damaged and require immediate rehabilitation in order to link isolated communities to main roads, services and other neighbouring communities. Larger roads and bridges will be rehabilitated through the RRU in conjunction with the Works and Services Directorate, while smaller roads and bridges will be rehabilitated through community grants as described above.

Irrigation

FATA is an arid and semi-arid zone, which receives little precipitation. The water table is, therefore, low and there is little water available from surface sources. An estimated 40% of cultivated land is irrigated while the remaining land relies heavily on rainfall.

While numerous tube-wells have been constructed to improve irrigation, many of these are now dysfunctional and must be rehabilitated. Existing watercourses and channels must also be lined and water control and harvesting structures developed. Where possible, efficient irrigation techniques will be explored and introduced at the community level. In particular, hydel power generation units will be considered. A watershed approach will also be employed.

The verified data suggests that there are at least 56 partially and 83 completely damaged schemes. In order to fully rehabilitate FATA's irrigation systems such that they are effective for agricultural use, the Food and Agriculture Organization (FAO) estimates that a total of USD 13.3 million is needed to rehabilitate over 370 irrigation schemes.

Housing

As a result of the conflict, many private houses have been partially or fully damaged. In 2011, the FATA Secretariat decided to launch a housing compensation for Bajaur and part of Mohmand Agency together with USAID. From 2011 until 2014, households received PKR 400,000 for fully damaged house and PKR 160,000 for the partially damaged.

In the remaining agencies of FATA, there are 105,744 reported damaged houses (66,989 fully damaged and 38,754 partially damaged). It is expected that these numbers will increase following a detailed housing damages assessment and that in particular the number of fully damaged houses will increase as the structural damage is assessed by a qualified engineer. An estimated USD 320 million would be required to provide similar compensation packaged to the households in the remaining agencies.

A comprehensive housing strategy has been

prepared as a part of the overall R&R strategy, the total budget of which is separate to the FRRS budget. However, in order to better inform the housing strategy, a housing damages needs assessment has been budgeted under Pillar I of the FRRS. The damages assessment will be carried out in areas of return to determine the exact quantity and extent of damages. Secondary sources and data including remote sensing imagery from SUPARCO may also be utilized for assessing the damages if required. A robust MIS will be developed to capture the details of beneficiaries including their CNICs, category of damages, photographs of the damaged houses, GPS coordinates if possible, etc. A training component for the survey teams will also be included under this Pillar.

Disaster risk reduction

In addition to having been affected by violent conflicts and lawlessness in the recent past, FATA is prone to a range of natural hazards, including floods, earthquakes, droughts and landslides. There have been instances of localized as well as wider-scale natural disasters associated with these hazards, the impact of which is exacerbated by the very low local capacity for risk reduction, preparedness and response. Since it was set up, the FDMA – the focal agency responsible for DRR and management – has been overwhelmed by the pressure of coordinating a response to the humanitarian spillover from the decade-old conflict in FATA. The FDMA also continues to help coordinate and manage camps for TDPs in the settled areas as well as the return process.

Undertaking DRR activities in tandem with post-conflict recovery is important from both a humanitarian (rights-based) and development (results-based) perspective. It would contravene established humanitarian values to leave people who are recovering from a manmade disaster to fend for themselves in the face of natural hazards.

The RRU will ensure that investment in the rehabilitation and/or expansion of FATA's physical infrastructure takes into account any climatic and non-climatic natural hazards that could potentially damage or destroy it. As the coordinating body, the RRU will work closely with the FDMA to ensure that DRR is mainstreamed across the board.

Promoting DRR in FATA will comprise three parallel sets of action: (i) mainstreaming DRR into all development processes, (ii) investing in the managerial, technical and intellectual capacities of the FDMA and relevant line directorates and (iii) enabling and empowering local communities to manage and respond to disaster risks at the grassroots level. As the first to bear the brunt of a natural disaster,

communities must also take on the default role of first responders. The rehabilitation strategy proposes helping the FDMA roll out a widespread mobilization campaign to train and enable communities to compile community-based disaster risk management (CBDRM) plans (as per the nationally notified and internationally acclaimed National Disaster Management Authority template). Plans will be chalked out and resources mobilized to follow up this FDMA/RRU initiative with support, capacity building and monitoring. Technical and academic institutions, both local (e.g., the University of Engineering, the University of Agriculture) and regional (e.g., the Asian Disaster Preparedness Centre in Bangkok) will be engaged by the RRU and FDMA to ensure that their planning is based on technical research and risk assessments.

Table 7: Actions under Pillar I**Pillar I: rehabilitating physical infrastructure**

Area	Targets for end-Dec 2016	Key activities	Budget USD mn
Rubble removal	To be determined following assessment	Demolition of key buildings to facilitate rehabilitation, rubble removal and transport, rubble recycling, cash-for-work related activities	2
Education	Rehabilitation of 229 schools	Rehabilitation of physical infrastructure, provision of furniture, equipment and materials	13
Health	Rehabilitation of 33 health facilities and 5 mobile units	Rehabilitation of physical infrastructure, provision of furniture, equipment and materials	8
Water	Rehabilitation of 100 water schemes	Rehabilitation of existing tube-wells and dug wells, expansion of water pipe networks, installation of hand pumps and solar panels	8
Energy	4 plants with priority transmission lines restored	Restoration of plants, replacement of transmission lines, introduction of alternative energy	6
Communications	Rehabilitation of 150 km of basic access roads	Levelling and carpeting of roads, cash for work for local labour	7
Irrigation	Rehabilitation of 200 irrigation systems	Cleaning and lining of water channels, installation of pre-cost irrigation channels	10
Housing	Pilot rehabilitation of 4,000 houses	Damage Assessments for Housing grants, Training of Teams, GR for Enrolment & surveys, Anti fraud helplines etc	3
DRR	50 CBDRM initiatives carried out in return areas	Technical assistance to FDMA, community grants for CBDRM	3
Total budget 2015/2016			60

12.2. PILLAR II: STRENGTHENING LAW AND ORDER

Law and order in FATA has long been cause for concern. At the community level, most people perceive an acute sense of insecurity. Government law enforcement agencies lack capacity and are perceived as being underfunded, poorly trained and ill equipped to maintain law and order and to oversee the substantial security undertakings required in the region. This lack of trust and perceived lack of capacity on the part of the government security forces has given other non-state actors the space to provide alternative means of security and

speedy justice. The situation has also weakened the ability of traditional governance structures, such as jirgas, to exercise power and meet citizens' expectations⁹.

The law-and-order pillar focuses on strengthening the capacity of the civil law enforcement agencies in FATA to prevent and respond to crime. This will involve rehabilitating Levies facilities (posts, pickets), providing equipment and training and establishing correctional facilities. Efforts will be made to improve people's access to justice by increasing awareness of legal rights and responsibilities

⁹ PCNA, p. 36.

and providing free access to legal guidance for vulnerable populations. PAs and Maliks will be trained further to enhance their knowledge and understanding of the formal and informal justice mechanisms applicable to FATA. Given the high incidence of mines and unexploded ordnances that are still present in some parts of FATA, public awareness and risk reduction training will be carried out with the at-risk population. The monitoring of mines and ordnances by the relevant authorities is also a priority under this pillar.

12.2.1. Needs

Law and order in FATA is maintained by the khassadars and Levies force, with the Frontier Corps also playing an important role. Under the colonial khassadari system created by the British, khassadars were selected from the tribes to maintain law and order in their respective areas. While the khassadars are appointed and work under the political administration, they must provide their own weapons. Appointment is normally hereditary and the khassadars remain an important link between the administration and the area's tribes. There are currently an estimated 17,965 khassadars in FATA.

The Levies, on the contrary, are appointed on merit and receive support in the form of small arms, munitions and training from the federal government. Strengthening the Levies force is a key component of the law and order rehabilitation strategy. Increased support for the Levies force is critical for establishing stability, security and the rule of law at the community level. The FATA Secretariat has medium-terms plans to strengthen the 11,789 strong Levies force and bring it up to par with a well-equipped, professional police force. The initial steps required to implement this plan are part of the present strategy. FATA's law and order sector did not escape damage to physical infrastructure during the crisis. On many occasions, militants

have specifically targeted the facilities of law enforcement agencies, leading to wide-scale damage to Levies posts, pickets and residential quarters across FATA. The needs assessment carried out by the FATA Secretariat indicates that at least 73 law and order facilities have been damaged and are in need of repair and reconstruction.

In order to ensure that the Levies have at least the most basic facilities available from which to operate, major rehabilitation works are needed across FATA. As in the case of the education and health sectors, these facilities need to be not only physically rehabilitated, but also re-equipped with standard equipment, furniture and materials in order to become functional in a short period of time.

Currently, there is no separation of powers between the prosecution and the judiciary in FATA: both functions fall under the authority of the PA. There are already plans to introduce reforms that will create a specific prosecution service, which will work with the Levies force to ensure transparent investigations and prosecutions. Again, the scope of these reforms goes beyond the present strategy, but some initial actions will be taken in the immediate rehabilitation phase, particularly under the component for the training and deployment of a prosecution service.

Although the armed forces have made significant efforts to identify and remove landmines and unexploded ordnances in FATA, the problem persists. The continued presence of landmines and unexploded ordnances has a large impact on social and economic activities and can result in injury and loss of life. It is essential to continue demining efforts and to increase awareness among the population and law enforcement agencies about the dangers of these devices and how to identify and avoid them.

Finally, the perceived lack of access to justice in FATA is a major challenge that must be addressed if the strategy is to succeed. Citizens are keen to help ensure improved law and order in their areas of origin and have said that access to affordable, timely and equitable justice is an important step towards this goal. While there is a mix of formal and informal justice systems in place in FATA, access to justice and legitimate dispute resolution are fundamental to stability and for directing personal and political grievances into peaceful channels and improving the level of trust between citizen and state¹⁰.

12.2.2. Approach

Rehabilitation of infrastructure

In order to rehabilitate the damaged schemes identified under Pillar II, a similar strategy to that presented for Pillar I will be followed. As these schemes are generally larger, they will be carried out through the RRU in coordination with the Law and Order Department, using government procurement procedures. Furniture, equipment and materials will also be provided based on the standard packages set up for each of these facilities.

Strengthening the Levies force

The FATA Secretariat seeks to establish a training program that will improve the capacity of the Levies to deliver services to local communities. This program will focus on building the knowledge, skills and resources of the Levies force while, at the same time, enhancing mutual trust and confidence between the Levies and the community.

The training program will promote a wider knowledge of the applicable laws and procedures, develop investigation and reporting techniques, and update and implement liaison protocols between the law enforcement agencies and the armed forces to strengthen collaboration. Specialized training in specific

issues such as narcotics control will also be made available for selected officers. Finally, the existing equipment stocks will be reviewed and additional allocations made to ensure that the Levies force have the minimum equipment necessary to operate effectively in FATA.

Mines and unexploded ordnances

While the armed forces will take on the task of clearing mines and unexploded ordnances, given the risk these pose in FATA, it is essential to educate and raise awareness among the law enforcement agencies and general population so that they understand better what mines are, what they look like and the risks they pose.

The awareness training will depend on the audience, but it will give an overview of the types of anti-personnel and anti-tank/vehicle mines and their associated risks. Preventative measures, including how to identify, mark and avoid minefields, will also be discussed. Above all, reactive measures will be explained in detail so that both law enforcement agencies and the general population alike understand what they should do in the event that they find themselves in a minefield or a mine-strike situation. The Mine Risk Education toolkit (currently being developed by UNICEF and the FDMA) will be a useful tool for imparting this information to children and their guardians.

Access to justice

In the absence of access to justice, people are unable to have their voices heard, to exercise their rights, challenge discrimination or hold decision-makers accountable. Indeed, access to justice and legal empowerment helps create an enabling environment for post-crisis recovery and rehabilitation. While the rule of law and the administration of justice in FATA remains a complex issue, involving numerous legal and constitutional barriers, where possible the strategy will seek to strengthen linkages

¹⁰PCNA, p. 52.

between formal and informal justice structures and to increase advocacy and research on access-to-justice issues relevant to FATA.

In the short term, the strategy aims to promote the legal empowerment of the local population by improving their knowledge of applicable laws and justice structures. Legal services will be improved by ensuring that PAs and their teams

receive improved training. These activities will be carried out in coordination with ongoing efforts to support law and order reforms in FATA, notably with the US Embassy's International Narcotics and Law Enforcement Affairs section.

12.2.3. Actions

Table 8 lists the actions to be taken under Pillar II and the corresponding targets and budgets.

Table 8: Actions under Pillar II

Pillar II: Strengthening law and order

Area	Targets for end-Dec 2016	Key activities	Budget USD mn
Rehabilitation of infrastructure	Rehabilitation of 40 posts/pickets and 20 residential hostels for levies	Rehabilitation of physical infrastructure Provision of furniture, equipment and materials	6
Training for law enforcement agencies	5,000 FATA law enforcement officers complete training	Capacity assessment of law enforcement officers finalized Training plans developed and implemented Performance management systems installed	1.5
Equipment	New/upgraded equipment provided to 20 law enforcement posts	Analysis of existing equipment stock and distribution systems Determination of priority equipment necessary to improve operations Procurement and distribution of equipment Tracking system in place	3
Awareness training in mines and unexploded ordinances	40,000 people trained	Mapping of mines and unexploded ordinances Identification of population at risk Training plan developed and implemented Monitoring plan in place	0.5
Access to justice	10,000 people with increased access to justice	Legal empowerment of local population Legal services and assistance Advocacy and research for legal and judicial reform	4

12.3. PILLAR III: EXPANDING GOVERNMENT SERVICE DELIVERY

After years of crisis and instability, a key objective of the rehabilitation phase remains to re-establish trust between the population of FATA and the government. Given that citizens perceive a lack of transparency, accountability and division between administrative, political and judicial

roles in the governance structure, it has been widely recommended that the administration of FATA be overhauled extensively to achieve this objective. While numerous reforms processes are already underway in order to improve the area's governance structure, both within the framework of the PCNA implementation and the larger FATA reforms process, the FATA Secretariat

still requires substantial technical assistance and support to deliver the services laid out in the strategy.

A people-centred approach to governance – based on equality, human rights, citizen participation, transparency and accountability – must be adopted to ensure that citizens feel and see a real change. Good governance and improved service delivery are not possible without a competent and accountable civil service.¹¹ As such, the strategy seeks to strengthen the capacity of the FATA Secretariat to expand basic service delivery through improved planning, coordination and monitoring of the rehabilitation and ongoing development projects in FATA, both at the secretariat level and in the field.

12.3.1. Needs

Although a complete functional review of the FATA Secretariat has not been carried out, consultations with various actors, both for the PCNA and for this strategy, reveal continuing concerns about governance capacities in FATA. As mentioned above, the FATA Secretariat has undertaken significant steps to improve its functioning by focusing on increased capacity, transparency and accountability. The Monitoring and Evaluation Directorate and the Governor's Inspection Team have been strengthened and an internal audit wing has been set up. An information technology policy for FATA has already been launched and a grievance redress mechanism has been designed. New cells and directorates have also been created to increase service delivery in the areas of gender mainstreaming, strategic communications and sports and culture.

In addition, the FATA Secretariat has taken important steps towards several essential legal and political reforms, including the modification of the FCR, the extension of over 180 existing

laws to FATA and the establishment of the FATA Tribunal. Significant progress has also been made in extending the Political Parties Order – a step farther to introducing a local government system in FATA. There are also signs of increased investment in developing the productive sector in FATA, particularly in cross-border trade and industrial development.

Nevertheless, some key challenges remain. FATA's civil service depends heavily on the Civil Secretariat of KP, and while this linkage offers certain advantages in terms of sharing information and knowledge, it also hampers the effective management of the civil service assigned to FATA.

Increased clarity as to the roles and responsibilities of civil servants in FATA remains a key concern as does the ability to staff the directorates and other government services, particularly those positions essential for ensuring service delivery to citizens, such as teachers, doctors, nurses and agriculture extension workers. These services also require more equipment and materials in order to complete their functions. A capacity gap analysis must be carried out to identify where more staff is required and what specific training and equipment these civil servants need.

Citizens continue to express a detachment with the government services deployed in their areas. It will be important to prioritize efforts to bring government services closer to the community and to involve the latter more closely in reviewing and implementing development and governance activities.

12.3.2. Approach

Capacity needs assessment

Following detailed needs assessments of the key line departments and directorates involved in the rehabilitation process, detailed rehabilitation governance plans will be developed to highlight

¹¹ PCNA, p. 57.

the roles and responsibilities of each institution and to identify any capacity gaps that need to be addressed in order to ensure the rehabilitation strategy is implemented efficiently. In particular, there will be a detailed analysis of the FATA Secretariat's human resource systems across all key line departments, following which quantitative and qualitative adjustments will be made to ensure that enough qualified staff are available to implement the rehabilitation activities.

Training and equipment

Based on the above, government officers and members of the Political Administration of FATA will be provided training and the basic equipment necessary to carry out the duties assigned to them under the strategy. Clear guidelines detailing the roles and responsibilities of directorates, offices and staff members will be developed and published, both on the website and in the field offices.

While all staff members will receive basic training in anti-corruption, transparency and accountability and monitoring, the more detailed training needs will be identified during the diagnostic stage since this will depend on the service provision line. Government staff working in the priority sectors of health, education, WASH, agriculture, livestock, industry and commerce will undergo sector-specific training to ensure that they have the capacity to deliver results. Staff performance management is also a key element that must be improved if the desired results are to be achieved during the rehabilitation phase. The current system will be reviewed and adapted accordingly.

IT solutions and grievance redress mechanisms

An IT system has already been prepared by the PCNA team to improve monitoring and

knowledge management. This system will be analysed and adapted to improve information management with respect to TDPs' return to their areas of origin and progress on the rehabilitation works. Using a centralized system will also increase access to consolidated information on all planned and ongoing rehabilitation, reconstruction and development efforts in FATA.

The PCNA team has also worked on developing a grievance redress mechanism to ensure that communities have a free and accessible means to report their grievances, particularly concerning public service delivery and protection-related issues. Again, this system will be adapted to meet the needs of the rehabilitation phase. An appropriate referral pathway will be drawn up with all the relevant stakeholders to facilitate the process. The mechanism will be linked to the IT system, but simple solutions, such as complaint boxes installed at public offices, will also be employed.

Institutionalization of the RRU

The FATA Secretariat has created the RRU within the Directorate of Projects to centralize the coordination and monitoring of rehabilitation and reconstruction efforts. While the RRU currently receives some support to carry out this coordination role, it will require additional human resources, equipment and training in order to carry out this sizeable task. The RRU will also be responsible for donor coordination.

In addition to the RRU structure based at the FATA Secretariat and in order to ensure that the rehabilitation efforts are coordinated at an agency and FR level, rehabilitation and reconstruction coordination cells (attached to the PA's office) will be set up across FATA. These cells will facilitate coordination between the line departments and directorates working in the field and liaise with the community. As part of

the participatory monitoring approach adopted, these cells will also facilitate dialogue with local tribal elders and other representatives of civil society in FATA to ensure maximum community participation in the rehabilitation process.

12.3.3. Actions

Table 9 lists the actions to be taken under Pillar III and the corresponding targets and budgets.

Table 9: Actions under Pillar III

Pillar III: expanding government service delivery

Area	Targets for end-Dec 2016	Key activities	Budget USD mn
Rehabilitation capacity assessment and governance plan	Functional capacity assessment of FATA Secretariat finalized (specifically for implementation of rehabilitation efforts)	Definition of scope of assessment Assessment conducted Rehabilitation governance plan developed and implemented	0.3
Human resource system	Human resources system improved	Review of HR system for all key line departments (quantity, capacity, functions of staff) Training and recruitment plans developed Performance management systems installed Sustainability plans for HR developed by each sector	2.7
Equipment	New/upgraded equipment provided to relevant government officers	Analysis of existing equipment stock and distribution systems Determination of priority equipment necessary to improve operations in key sectors (education, health, water) Procurement and distribution of equipment Tracking system in place Sustainability plans developed by each sector	2
IT system	IT governance system for FATA Secretariat rehabilitation process implemented	Review and adaptation of existing IT system carried out Procurement process for the implementation of the system Roll-out of the system Maintenance and monitoring of performance dashboard	0.5
Grievances redress	Grievance redress system set up and functioning	Protocols established for the system Call centre and community outreach mechanisms established Referral pathway developed Monitoring dashboard developed and updated on quarterly basis	0.5
Rehabilitation and reconstruction coordination cells (RRCCs)	13 RRCCs have been established	Identification of core functions of RRU and locations of the RRCCs Recruitment of staff and procurement of equipment Ongoing monitoring and coordination of rehabilitation activities in each agency/FR	2
Total budget			8

12.4. PILLAR IV: REACTIVATING AND STRENGTHENING THE ECONOMY

In order to inject cash into and reactivate FATA's recovering economy, this pillar focuses on creating both short- and medium-term livelihood opportunities for returnees in farm and off-farm areas. Short-term job opportunities (using cash-for-work and cash-for-food modalities) will be an important element to ensure buy-in during the initial stages of return and rehabilitation. Medium- and long-term livelihood opportunities and economic revitalization will be promoted in the return areas through a series of activities, which will be modified based on the livelihood opportunities in each area and the existing skills and education level of the returning population.

The pillar emphasizes market-based solutions, where training and business development services will be provided to micro-entrepreneurs and small businesses alike in areas that have the potential to strengthen the local market, particularly during the rehabilitation phase. Government services in areas that support the local economy (such as agriculture, livestock, industry, commerce and trade and skills development) will be strengthened in order to provide adequate support to micro-entrepreneurs and businesses operating in FATA. Links with private sector associations and chambers of commerce will be formalized and expanded where possible.

12.4.1. Needs

Pre-crisis data suggests that people in FATA adopted a mix of economic activities to sustain their livelihoods. These included subsistence farming of annual crops and livestock rearing, small-scale home-based crafts (mostly for local consumption), localized trade, employment in the services sector (mostly in the government departments), and remittances from within Pakistan and abroad.

The absence of industries and severely limited access to power and communications infrastructure, coupled with legal and administrative barriers, have prevented local or external investment in the vertical or horizontal expansion of FATA's economy. The conflict has ruptured the area's socioeconomic fabric and destroyed much of the pre-existing local economic activity. The destruction of marketplaces, homes, farms and irrigation infrastructure as well as the socioeconomic stress caused by internecine fighting and displacement are enormous challenges to restarting livelihood activities.

Unemployment is a serious problem in FATA. It is estimated that overall underemployment and unemployment rates in each agency exceed 50% and that 60% of those employed (mostly male) have had to leave their tribal agency to find work.

Agriculture is most people's lifeline and a pillar of the tribal economy, which is chiefly pastoral with agriculture practiced in a few fertile valleys. Although some commercial agriculture exists in the area, most of it is subsistence-based. Before 2008, out of a total of 2.7 million hectares, only around 7% was cultivated and another 7% was potentially cultivable. Around 40% of this cultivated area was irrigated using several systems (tube-wells, dug wells, lift pumps and communal canals). Land is mostly owner-cultivated and the majority of landholdings are smaller than 2.5 acres.

Livestock rearing is key to the household economy, providing milk, meat, wool, draught power and dung. There is some livestock-based industry in processing hides, skins and wool. Most animals graze on common waste and fallow land (shamilat) and need supplementary feed during winter and spring. Poultry keeping supplements the household economy and

provides income support. Some 400 poultry farms exist in FATA and there is great potential for developing more in the upper reaches of all the agencies.

Forests play a significant role in local livelihoods, meeting direct needs (fuel, fodder, timber, medicinal plants, etc.), creating jobs (transportation, saw mills, sale depots, charcoal, etc.), helping to retain water, and controlling soil erosion and flash floods. Fish farming is practiced mainly at the household level (on wasteland and marginal lands). Despite its potential, the inland fisheries sector remains underdeveloped.

Women take active part in agricultural activities and collect fuel wood and fetch water in addition to attending to household work and family duties. They spend a large part of their day looking after livestock and poultry and share responsibility for weeding, harvesting and threshing. Despite this, their access to policy and decision-making and to agricultural support services (including extension services) is severely limited. They also have little control over the management of natural resources.¹²

The agriculture sector in FATA suffers from a number of important longstanding structural problems. These include a low crop yield due to the limited use of inputs (quantity and quality), the depletion and poor management of natural resources (water, soil, watersheds) and a very low cropping intensity (only around 16% of cultivated land produces during the two seasons). In addition, there is low livestock productivity due to natural fodder shortages in winter and spring, degraded rangelands, inadequate livestock and pasture management, inadequate veterinary cover and low genetic potential. Extension services are inadequate and research facilities insufficient. The sector is also characterized by high post-harvest losses, low development of arid agriculture, the absence

of land reclamation, declining forest cover and biodiversity due to prolonged periods of drought, uncontrolled grazing, pressure from fuel wood and fodder collection, and excessive timber extraction, leading to soil erosion and low aquifer recharge. Finally, the incidence of flash floods and landslides, poor marketing services and infrastructure, low added value, and the lack of an organized system for milk and dairy products affect the sector's productivity.

The damage to FATA's agriculture sector in the past few decades has aggravated such structural problems. Natural disasters have also worsened the situation. The conflict has caused damage and losses to irrigation structures, animal shelters, livestock, soil and water conservation structures, water harvesting structures, fishponds and hatcheries, government facilities (veterinary centres, research and extension), processing facilities, and forest and rangeland areas. Large swathes of agricultural land have remained barren for several years. The damage caused to the market infrastructure has severely disrupted the local supply chain and links with the external market.

Despite the tremendous potential for horticulture in certain areas, there is no formal chain mechanism: fruit is picked without being graded and is transported in ordinary trucks, which reduces the shelf life of the produce and farmers' profit margins. Farmers need to be trained in post-harvesting techniques and marketing and a cool chain system should be introduced to facilitate trade. Some parts of FATA have immense potential for producing off-season vegetables, which could help meet demand down country during the off-season. The sector needs support to increase the volume of produce and engage more individuals. Marketing off-season vegetables is one of the key areas where interventions are needed.

¹² FATA Sustainable Development Plan 2007–15.

Livestock rearing is an essential component of the household economy. The Livestock and Dairy Development Directorate in FATA is the only agency in the livestock sector providing services in animal health and breed improvement through 735 veterinary institutions. It is worth noting that, during the crisis in FATA, 85 veterinary facilities were damaged by militants, as a result of which the department has had to function in rented premises, placing an extra burden on the government treasury. With the reconstruction of these damaged facilities, this burden will be reduced and the Livestock Directorate can then spend this amount on better animal healthcare, given that its share of the ADP is already meagre.

While the productive sectors of industry, commerce and trade remain limited in FATA, it will be important to stimulate growth in these areas in coordination with the relevant line directorates and the FATA Development Authority.

The damage to private enterprises, such as shops, small factories and industries, has not yet been assessed in detail. However, visits to the affected areas have shown that, in many parts (particularly commercial hubs such as Miranshah in North Waziristan), the damage to small, medium and large enterprises is substantial. This strategy focuses on restoring the livelihoods of the most vulnerable population and does not include a component addressing the compensation and reconstruction needs of larger enterprises. This said, on a full assessment of the damage to the private commercial/industrial sector, the government will seek to devise a strategy to address this issue through compensation packages or subsidies on reconstruction loans.

12.4.2. Approach

A comprehensive recovery of livelihoods in the affected areas will require a holistic and

simultaneous focus on all five aspects of the livelihoods framework, as described below.

- **Natural capital** refers to natural resources such as soil, water and vegetation. Years of neglect, destruction and wilful poaching have rendered many such resources extremely vulnerable and will require investment in their conservation. Wild vegetation growth has encroached on unattended farmland in many instances. In many cases, exploded and unexploded ordnances hinder access to agricultural land, forests and rangeland for cultivation, wood collection and grazing. In order to kick-start the rural economy, farmers will need agricultural inputs such as seed, fertilizers, means to restock their herds and the provision of agricultural extension services.
- **Physical capital** refers to the physical infrastructure needed to operate farm-based livelihoods, such as farm-to-market roads and water management systems (reservoirs, conveyance channels, embankments, etc.). In the case of non-farm livelihoods, access roads, marketplaces, shops and manufacturing and repair units are essential components of physical capital.
- **Financial capital** is simply the cash required for livelihoods to operate in a market economy. Various modes of injecting cash into the economy may be considered, including conditional and unconditional cash grants, micro-credit and the facilitation of micro-remittances. The choice of a particular mode of cash transfer will depend on local needs and the financial literacy of the target beneficiaries. Innovative approaches, such as mobile phone-based cash transfers through branchless banking, will also be considered where appropriate and possible. In cases where relatively large enterprises have

been affected and small grants are deemed inadequate for their recovery, options for extending subsidized credit to them will be considered.

- **Social capital** lies at the heart of the livelihoods recovery strategy. This aims to organize local communities into formal groups – such as village organizations, traders’ committees, farmers’ cooperatives and women’s groups – with a view to promoting collective action for collective challenges and also to facilitate interaction between the community at large and external stakeholders. Another important aspect of investment in social capital is creating and nurturing linkages between the producers of farm-, home- or shop-based goods and services and related stakeholders in the rest of the country in order to improve the efficiency and profitability of entrepreneurs in FATA.
- **Human capital** denotes the physical traits and characteristics of individuals, their social and productive skills, and their managerial and technical capacity to act as productive members of the community. In the case of FATA, the human capital element of the livelihoods framework pays special attention to the provision of new and improved skills to people affected by the crisis. Their displacement, while being a cause of great stress both for TDPs themselves as well as Pakistan as a whole, also offers an opportunity to equip TDPs with managerial, technical and financial skills to restart and upgrade their livelihood practices.

The specific components to be carried out under this pillar are outlined below.

Short-term job opportunities

The creation of short-term job opportunities will be an important element to ensure buy-

in during the initial stages of return and rehabilitation. These opportunities will be created by implementing schemes prioritized by communities themselves and may include the rehabilitation of community infrastructure (such as tube-wells and access roads), the creation of irrigation systems or even replanting to create new green areas in the community.

Particular importance will be given to identifying cash-for-work and cash-for-training schemes in which women can participate actively throughout the planning and implementation phase (preparing food for workers, hygiene training sessions, stitching uniforms for schoolchildren, etc.). Where possible, workers will be paid through mobile money or other technology-based systems to ensure transparency and efficiency in the payroll cycle.

Medium- and long-term livelihood opportunities

Medium- and long-term livelihood opportunities to revitalize FATA’s economy will be developed through a series of activities that can be modified based on the livelihood opportunities in each area and the existing skills and education level of the returning population.

Agriculture and livestock

The FATA Secretariat line directorates (agriculture and livestock and dairy directorates) will be provided greater support to help them expand their services to farmers in FATA. By improving and extending the advisory services provided by the existing agriculture and livestock extension centres (farm service centres and fruit nurseries, etc.), the strategy aims to train farmers and provide them with the necessary know-how, equipment and inputs to improve the quality and quantity of production.

Farmers will be trained in aspects of productivity such as how to reclaim agricultural land and

improve subsistence crop productivity as well as small-scale commercial agriculture (off-season vegetable cultivation, seasonal vegetables and orchards). They will be encouraged to use better inputs, adopt improved technologies and practices (through participatory research and extension processes such as farmer field schools), practice better on-farm water management and crop diversification, minimize post-harvest losses and adopt improved agribusiness development practices (processing and marketing such as grading and cool chain systems).

The shift from traditional low-value crops to high-value enterprises will be promoted strongly. Women will be trained in kitchen gardening by female extension workers. Much of FATA is known for producing added-value products (apples in South Waziristan, dates in North Waziristan and citrus in Bajaur); such area-specific products will be promoted in particular.

In terms of livestock and poultry, the extension centres will help farmers restock lost animals, rebuild animal shelters, improve animal feeding resources and practices, develop better breeds, build small-scale businesses, improve milk processing and other value chains, enhance marketing structures and processes and support backyard poultry. This component will benefit primarily smallholder livestock-owning families, especially women family members and those who have lost livestock in the crisis.

Specific packages of subsidies and grants for small farmers, particularly those with less than 1 acre of land, will also be rolled out through the extension centres. Training sessions on and the provision of biogas plants will also be initiated and encouraged. While this much necessary and immediate support will be provided as part of the strategy, it is clear that FATA's agricultural and livestock needs are far greater. The FAO estimates

that around USD 92 million will be required in this sector alone to rehabilitate farmland (clearing, levelling, preparation, terracing), support crop resumption (crop inputs, capacity development and kitchen gardening) and livestock resumption (reconstructing animal shelters, restocking herds, vaccines and poultry packages) and rehabilitate irrigation systems (water courses, water harvesting), fisheries, rangeland and forests.

Non-farm livelihoods

The strategy will focus on market-based solutions whereby training is provided in areas that offer potential in the local market, particularly during the rehabilitation phase. This could include masonry, carpentry, plumbing and other construction-related trades. Practical training for existing masons, carpenters and plumbers will be prioritized, given that these actors will hopefully be engaged in the immediate rehabilitation efforts. In order to promote a "build back better" approach, it is important to ensure that such workers are trained to meet minimum quality assurance standards. Women will be given practical training in other skills that feed into the rehabilitation process, such as tailoring, sewing and midwifery.

In addition, all participants will receive basic business management training in simple financial management, business plans, marketing and value addition. Following this, they will be provided some initial coaching by business experts to ensure that they are able to apply the skills learned to their economic activity. Successful participants will receive support to replenish or acquire assets. Depending on their trade, this may be delivered in kind or through a cash transfer. Where possible, participants working in the same field will be encouraged to collaborate (formally or informally) in order to achieve better value for money by purchasing inputs collectively and joint marketing.

Existing small business associations in FATA will be identified and supported to increase the scope of their economic activity in the area. They will be given specialized training to help them expand and hire more local workers. Small and medium businesses are often the backbone of many economic rehabilitation efforts. Engaging with such businesses and even with larger businesses functioning in the area will be key to ensuring sustainable economic development.

Existing small industries, such as marble, textiles and gems, will be supported through the FATA Development Authority to help them increase production and employment. Grants will also be provided to companies interested in initiating new industrial ventures in FATA. In the commerce sector, public markets will be rehabilitated and small firms provided with grants to restock and expand their businesses.

Youth

Given that the youth population is a key target group for the proposed rehabilitation activities, the project will seek to actively engage young people both in the entrepreneurship activities outlined above and in certain targeted employability activities. They will be trained in employability skills (CV preparation, interview skills and life skills) and referred to local businesses for upcoming job opportunities. Youth career fairs will also be arranged. Young people who show particular motivation will be selected to participate in three- to six-month internship programs with businesses in FATA and other provinces, enabling them to obtain valuable work experience.

12.4.3. Actions

Table 10 lists the actions to be taken under Pillar IV and the corresponding targets and budgets.

Table 10: Actions under Pillar IV**Pillar IV: reactivating and strengthening the economy**

Area	Targets for end-Dec 2016	Key activities	Budget USD mn
Skills training	Market-based training carried out for 20,000 people (30% women and 50% youth)	Skills training assessment Definition of market-based trade and associated training packages Selection of training institutes Selection of participants Implementation of training programs Referral to employability/business development services	6
Grants for micro-entrepreneurs and small business	20,000 micro-entrepreneurs and 1,500 small business services grants to stimulate local economy	Definition of selection criteria for grants (initiatives that have added value to local economy) Application process launched Review of proposal and selection of awardees Tranche grants awarded and monitored	8
Business development and employability services	Services available to at least 50,000 people/small business	Entrepreneurs and small business Support for business plan development, creation of associations, specialized legal and technical assistance, links with sector associations, chambers of commerce, knowledge management Employability: CV and life skills training, identification of employment opportunities, facilitation of internship and placements	3
Agricultural extension centres	30 agricultural extension centres rehabilitated and stocked. Seed distributed to 10,000 farmers.	Training for farmers Demonstration plots Provision of inputs (quality seed, tools, extension materials) Seed distribution	3
Livestock extension centres	13 main livestock extension centres rehabilitated and stocked. 20 smaller centres rehabilitated and stocked.	Training for livestock and dairy farmers Veterinary (vaccination/deworming for animals) Disease management Support to develop dairy value chain	3
Markets/ commerce and trade support services	13 markets constructed/ rehabilitated. Support provided to 1,000 businesses involved in commercial/trade activities.	Sustainability plans for market management Technical assistance to promote improved efficiency of existing value chains, wholesale and retail trade, clearance and transportation services, hotels and restaurants Promotion of networking and linkages to sector associations and chamber of commerce	2
Industry support services	Support provided to 500 industrial units to increase efficiency	Technical assistance to promote improved efficiency of existing value chains e.g. stone processing, textiles, weaving Promotion and incentives for introduction of new innovative industry Promotion of networking and linkages to sector associations and chambers of commerce	2
Total budget			27

12.5. PILLAR V: STRENGTHENING SOCIAL COHESION AND PEACE BUILDING

Given FATA's troubled past, it is essential to promote increased social cohesion and peace building in the return areas if the strategy is to remain sustainable. Many of the FATA residents consulted during this process identified insecurity as a major concern and stressed the need to work together to promote peace building in the region.

The first step in this complex context will be to ensure that the population takes a lead role in the rehabilitation process and is well informed of the situation and ongoing response. Establishing accessible communication channels with the local authorities and other communities will be important at this stage. Autochthonous social mobilization processes will be adopted to ensure full community participation throughout. Since communities are in the best position to identify ways and means to promote social cohesion in their specific areas, they will be asked to identify village rehabilitation and development plans and then given the opportunity to seek funding to carry out activities that increase social cohesion.

A communication and outreach campaign will also be implemented, with specific focus on involving women, youth and vulnerable groups in social cohesion and peace building efforts. Following a specific assessment of the potential threats to social cohesion and peace building in each area (tribal disputes, land disputes, legal and physical insecurity, lack of access to services and employment), an area-based strategy will be developed together with the affected community to carry out specific actions that will help reduce the potential for conflict. Actions to promote youth engagement in community life through sports, recreation and other means, will be prioritized.

12.5.1. Needs

The PCNA identifies the need to counter radicalization and foster reconciliation as one of its four strategic objectives, stating that growing alienation and disenchantment with the state, combined with high levels of illiteracy, had allowed militants to find considerable support among the people of FATA, particularly among unemployed young men. Although the strategy has proposed measures to counter radicalization through education and increased access to pluralistic information, and by promoting a new set of values and peaceful means of dispute resolution and grievance redress, little has been done thus far to implement these in FATA.

While the displacement has distanced a considerable part of FATA's population from active militancy in the area, there is currently no data to suggest any substantial change in the challenges faced in terms of de-radicalization and reconciliation. What has emerged from the consultations for this strategy is the widespread perception that the people of FATA are ready to work together with the government to find solutions that will allow them to live in a safer, more peaceful environment.

It should be noted that, while various actors have recommended a comprehensive social safety net payment, this component has not been included in the strategy as it is understood that the World Bank will extend a safety net cash transfer payment to vulnerable returnees to FATA in the coming months. This program seeks to provide them compensation as they restore their livelihoods while contributing to long-term human development outcomes by making the transfers conditional on the complete immunization of their children (aged 0–2 years), including polio vaccination. This cash transfer will also support returnees as they transition from dependence on humanitarian aid to state-managed support programs.

The program also hopes to initiate behavioural change through safety nets, which can later be extended to other social and human development outcomes. While the program design is currently being finalized in consultation with the government, it will probably consist of two components: (i) immediate safety net recovery support for six months following return and (ii) co-responsibility cash grants child immunization. A one-stop-shop arrangement will be set up to facilitate the disbursement of payments through this mechanism.

12.5.2. Approach

Community mobilization

Following the social mobilization process to be carried out by locals in each area, dialogue platforms will be established at the community level to engage the local population and to discuss and exchange ideas concerning their desired priorities. Where feasible, community organizations will be established to organize and streamline community priorities and action. Existing community structures, such as jirgas, school management committees, health committees and maintenance committees, will be actively engaged in this community mobilization process.

Based on a needs assessment, communities will receive training in leadership, communication, conflict resolution and other areas that they identify as key to improving social cohesion. Communities will be encouraged to interact with neighbouring communities both within and outside FATA to exchange lessons learned on community development, social cohesion and peace building.

Links between the community and local authorities will also be promoted and regular forums will be set up for both parties to discuss matters of local concern and agree on relevant action points.

Community grants

As a result of the community dialogue and training, the present strategy seeks to help communities formulate village development plans that include specific initiatives for improving social cohesion. These community grants could go towards initiatives such as constructing and operating community centres, establishing community savings groups to support excluded and vulnerable populations or organizing sports events and competitions or other recreational activities that promote dialogue and reflection, such as debates or poetry sessions. After a feasibility review of the proposed plans and a capacity assessment of the community group, community grants will be issued in tranches to the communities to carry out these activities. Technical assistance will also be provided to ensure the quality of work.

Analysis and outreach

Parallel to the social mobilization process, the strategy foresees an increased focus on analysing and understanding the root causes of the crisis in each area. Targeted perception studies and incident mapping will be carried out to establish an objective, accurate and ongoing tool to assess the risk of conflict and its possible drivers. Risk assessments will be promoted as an early-warning mechanism so that the government can take effective preventative measures against potential conflict and violence. Based on the initial assessments, further research will also be commissioned together with civil society and academia.

Improving the strategic communication aspect of peace building efforts is one of the main lessons learned from the PCNA implementation and is, therefore, an important element of the rehabilitation strategy. Coordinated communication campaigns to promote peaceful coexistence and social cohesion will be developed, bearing in mind local realities

and ensuring buy-in from all the relevant actors, including the army, civil society and religious groups. An outreach campaign directed at the youth population will be rolled out, encouraging them to become agents of change in FATA to promote peace. The involvement of local youth groups and schools will be crucial in promoting this message.

Citizen-led peace building initiatives

As successful peace building initiatives are always context-specific, citizens will be encouraged to identify actions that will promote peace in their communities. The scope of these

initiatives may vary from one area to the next. Alternative dispute resolution mechanisms may need to be strengthened. More cultural events could be organized. Codes of conduct may need to be established to address different forms of violence, including gender-based violence. Some members of the community may require psychosocial support. All these initiatives will be coordinated with the de-radicalization efforts being undertaken by other stakeholders.

12.5.3. Actions

Table 11 lists the actions to be taken under Pillar V and the corresponding targets and budgets.

Table 11: Actions under Pillar V

Pillar V: strengthening social cohesion and peace building

Area	Targets for end-Dec 2016	Key activities	Budget USD mn
Social mobilization	50,000 people mobilized, 20,000 trained, at least 100 village development plans finalized	Initial social mobilization Creation of community organizations/structures Training for community organizations Village development plans	2
Community grants for social cohesion	800 community grants for social cohesion (with specific emphasis on women, youth and vulnerable groups)	Definition of selection criteria for grants Application process launched Review and selection of proposals Tranche grants awarded and monitored	6.5
Communication and outreach campaigns	500,000 people reached with communication and outreach activities	Definition of key messages and communication and outreach strategy Implementation of strategy (events, radio campaigns, community dialogues, sports events)	0.5
Citizen-led peace building initiatives	30 citizen-led peace-building initiatives carried out	Assessment of barriers to social cohesion and peace building in each agency/FR Identification of possible solutions Implementation of peace-building initiatives Monitoring and knowledge management	1
Total budget			10

Housing strategy

As a result of the conflict, many private houses have been partially or fully damaged. In 2011, the FATA Secretariat decided to launch a housing compensation for Bajaur Agency and part of Mohmand Agency together with USAID. From 2011 until 2014, households received PKR 400,000 for fully damaged houses and PKR 160,000 for partially damaged houses.

In the remaining agencies of FATA, there are 105,744 reported damaged houses (66,989

fully damaged and 38,754 partially damaged). It is expected that these numbers will increase following a detailed housing damages assessment and that in particular the number of fully damaged houses will increase as the structural damage is assessed by a qualified engineer. An estimated USD 320 million would be required to provide similar compensation packaged to the households in the remaining agencies.

Table 12: Breakdown of housing damage, by agency

Agency*	Damaged houses	Completely damaged	Partially Damaged	Funds required (PKR mn)
S Waziristan	27,107	15,451	11,656	8,045
Orakzai	22,965	13,320	9,645	6,871
Kurram	8,240	3,131	5,109	2,070
N Waziristan	27,432	15,087	12,344	8,010
Khyber	20,000	20,000	0	8,000
Total	105,744	66,989	38,754	32,996

*** Under the Housing Uniform Assistance Subsidy Project, 9,577 houses have been subsidized by PKR 2,441.76 million in Bajaur and 1,391 houses have been subsidized in Mohmand.**

13.1. BASIC PRINCIPLES OF THE HOUSING RECONSTRUCTION STRATEGY

An owner-driven strategy will be adopted and technical support provided to help owners reconstruct their homes in a more resilient and energy-efficient manner. Grants will be accompanied by training for homeowners in “build back better and smarter” techniques. Engineers, sub-engineers and master artisans will be involved at the community level to

promote capacity building and mobilization and to help sensitize communities. In addition, specific skills training for local construction workers and artisans will be included in the economic development pillar.

Surveys, validations and disbursals will be on the basis of lessons learned from the earthquake of 2005, the Balochistan earthquake of 2008, the 2010 floods and the complex emergency in Malakand in 2009/10. A robust grievance redress

mechanism and MIS will also be established. The framework of the Citizens Damage Compensation Program and ensuing Future Disaster Response Action Plan will be followed as far as possible.

In order to ensure the technical quality of the proposed housing reconstruction program, the RRU will form a technical working group, including academia and technical institutes, to ensure that the housing rehabilitation and reconstruction strategy is successful. The RRU will provide simplified technical guidelines for construction and coordinate with organizations for community training in safer and better construction. The RRU coordination cells will serve as a one-window facility for communities for grievance redress and training.

The strategy will focus on five principle areas: (i) institutional arrangements, (ii) financial planning, (iii) the community participation approach, (iv) the reconstruction approach and (v) risk management. A pilot initiative may be carried out in one of the priority areas to test the methodology and prepare for a large-scale intervention.

13.2. COMPONENTS OF HOUSING STRATEGY

There are five important strategy components:

- Housing cash grants
- Technical assistance and capacity building
- Community participation and owner-driven approach
- Public information and support
- Risk management

Damage assessment and housing grants

- Damage assessment criteria will remain consistent across all affected districts. The eligibility criteria will include land title ownership or, in the case of tenants,

agreement or authorization from the owners to rebuild the house.

- Ensuring uniform assistance packages – across all programs and funding sources – and maximizing outreach – through optimized designs and implementation mechanisms,
- Providing cash grants for core housing units, which may not necessarily be proportionate to the replacement value of loss. This will apply to both pucca and katcha houses.
- Transparent and credible financial mechanisms to provide the cash grants.
- Reconstructing only where necessary, based on a damage assessment criterion that distinguishes between houses needing reconstruction and those only needing economically feasible restoration or retrofitting.
- Rebuilding in-situ: addressing land ownership and availability issues and minimizing relocation costs.
- Relocating only where necessary, i.e., where risks or hazards remain very high due to seismicity, topography, soil conditions and other environmental factors.
- Enhancing program sustainability through parallel efforts to rehabilitate livelihoods and physical and social infrastructure.
- Ensuring the judicious use of grants, reducing and managing conflicts and grievances, and avoiding socioeconomic distortions, inequities and disparities.
- Developing and putting in place participatory and inclusive grievance redress systems.

Technical assistance and capacity building

- Capturing the opportunity to develop housing standards and disaster-resilient techniques for non-engineered buildings.
- Where feasible, families will be encouraged

to work as a group in managing construction, for example, joint procurement and transport of building materials.

- Training artisans and construction workers in disaster-resilient construction techniques, accompanied by training for unskilled and semi-skilled labour to help them become semi-skilled and skilled artisans, respectively.
- Complementary support, such as training and technical support in rebuilding disaster-resilient shelters and identifying livelihood investment opportunities during the assessment phase. Partnerships will be developed with national and international organizations with expertise in these areas, such as the ADPC and UN-HABITAT.

Community participation approach

- Peer group surveillance will be encouraged. Communities will also be encouraged to undertake, validate, evaluate and monitor criteria for eligibility and compliance with standards.

Public information and support

- A public information campaign will be designed to ensure that beneficiaries are aware of the eligibility criteria; survey, enrolment and payment procedures; and grievance redress mechanisms. Beneficiary-builders will also be made aware of disaster-resilient and disaster-resistant construction techniques popularized through intensive information dissemination campaigns.

Risk management

- Proper risk management will be carried out in the areas of governance and corruption, environmental risk, social risk and DRR. These are a disparate set of risks, but with the

common characteristic that poorly managing them in reconstruction can lead to unforeseen and undesirable outcomes and delays and loss of credibility for the individuals and institutions involved.

- These risks will be considered and anticipated and measures will be taken to reduce vulnerability to them. This will begin with establishing a culture of risk management in reconstruction and ensuring that tools to analyse and mitigate the specific risks are widely understood and diligently applied.
- Each component of the housing strategy will incorporate monitoring, which serves as a risk reduction tool by providing early signals that the project design or implementation is poor or that communities are dissatisfied with the outcomes. Some of the activities identified as good practices in other policy areas also serve to reduce risk, for instance, the use of two-way communication, training and good financial tracking.
- Unrealistic standards of technical excellence will be avoided in the interests of time and effectiveness of the reconstruction program, as well as keeping in view the difference between reconstruction after a natural and human-induced disaster.
- A robust grievance redress mechanism will be set up to ensure grievances are resolved at the local level.
- Given the scale of the destruction and the limited time in which reconstruction has to be carried out, responsibility for implementation will be shared across as many qualified partners as possible.

13.3. INSTITUTIONAL FRAMEWORK FOR HOUSING STRATEGY

This framework comprises the following:

- Steering committee
- Housing Section, RRU
- Agency steering committee
- Tehsil steering committee
- Survey teams
- Technical institutes and organizations

13.4. OPERATIONAL GUIDELINES AND PROCEDURES FOR HOUSING STRATEGY IMPLEMENTATION

An operational manual may be prepared for housing to explain in detail the enrolment mechanism, payment delivery mechanism and frequency, communications framework, grievance redress mechanism and M&E system.



Reconstruction strategy

The response to a conflict and/or disaster situation is typically divided into three phases. First, the relief phase (up to six months) aims to provide humanitarian aid such as food, shelter and drinking water. This is followed by the early recovery phase, which focuses on livelihood recovery (6–24 months) by promoting self-reliance, rebuilding livelihoods and re-establishing essential services such as health, education, water and sanitation, and primary infrastructure (road repair, transport, communication). During this phase, it is essential to build (if not already there) local capacities to sustain the longer third phase – reconstruction and development. This either overlaps with or starts after two years of relief and recovery.

However, in FATA, unlike in other areas facing a post-crisis situation, the permanent reconstruction has to be initiated parallel to the return and immediate rehabilitation phase. This is important not only due to the complex nature of the crisis and magnitude of destruction over the years, but also because restoring normalcy to FATA is the most important means to make TDPs' return sustainable. The focus on reconstruction is one of the most important pillars of bringing back normalcy and displaying state

responsiveness to the permanent reconstruction needs of the affected population.

A robust reconstruction strategy has, therefore, been devised to help reactivate communities and empower people to rebuild their damaged infrastructure, their lives and their livelihoods. The reconstruction of all completely damaged facilities and infrastructure will be carried out in this phase in compliance with the principles of safe, disaster-resilient and energy-efficient construction. This will be applied to all sectors and areas. For example, schools will be constructed in non-hazardous areas. The RRU will provide technical support to all stakeholders involved in the reconstruction to ensure they are safe, resilient and energy-efficient and can meet updated requirements and needs.

The FATA Secretariat has come up with an initial estimate of PKR 30,164 million (USD 301.6 million). This has been approved by the Governor of KP. The indicative funding required for permanent reconstruction has been further divided on the basis of requirements per financial year for the next three years. The details are given below.

Table 13: Indicative budgets for permanent reconstruction

Sector	NWA	SWA	Kurram	Orakzai	Khyber	Bajaur	Mohmand	FRs	Total
Education	440	550	850	570	650	230	945	850	5085
Health	300	120	160	300	450	230	210	650	2,420
WSS	180	150	90	62	225	55	45	350	1,157
Power	400	230	250	180	350	180	220	520	2,330
Roads	950	450	815	650	1137	510	700	1250	6,462
Irrigation	300	280	170	245	325	355	280	725	2,660
Agriculture	350	220	280	250	330	250	170	550	2,400
Livestock	350	270	135	185	325	110	95	230	1,700
Governance	1,550	1,230	650	335	750	275	310	850	5,950
Total	4,820	3,500	3,400	2,777	4,542	2,195	2,975	5,975	30,164

Table 14: Funds required for permanent reconstruction over three financial years

Financial year	Funds required (PKR million)
2014/2015	3,619.68
2015/2016	10,082.00
2016/2017	16,462.32
Total	30,164.00

The following key guiding principles will apply to the permanent reconstruction:

- Reconstruction will be looked on as an opportunity to plan for the future and to build back better and smarter with more focus on quality, resilience, energy efficiency and sustainability.
- The capacity development of all stakeholders involved, especially government departments.
- Participatory decision-making to ensure that community members are partners in policymaking and leaders of local implementation.
- The promotion of social cohesion, conflict resolution and de-radicalization will be treated as a crosscutting theme.
- Inclusiveness with a special focus on including youth, women and vulnerable groups in the reconstruction process.
- Gender mainstreaming and women's empowerment.
- DRR to reduce existing vulnerabilities and not to create new forms of vulnerability while carrying out the reconstruction.
- Assessments, M&E and mid-course corrections may improve reconstruction outcomes and will focus on achieving the desired goals.

Annexure-01



RETURN POLICY FRAMEWORK for Internally Displaced Persons (IDPs) from the Federally Administered Tribal Areas

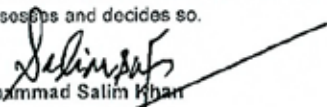


UNITED NATIONS

The FATA Secretariat of Pakistan will undertake the implementation of voluntary, safe and dignified return of IDPs from the Federally Administered Tribal Areas of Pakistan. The return will be guided by the relevant provisions of the Constitution of the Islamic Republic of Pakistan that enshrines the right to freedom of movement. It will also be in conformity with the internationally recognized Guiding Principles.

The following complementary principles will guide the return:

1. FATA Secretariat at all levels assumes that assistance and the protection of the IDPs from FATA to be its first and foremost responsibility and is committed to act within the framework of the international principles and standards applicable.
2. Voluntariness in decision-making implies that a decision to return, relocate or integrate locally is self-determined from a number of viable options. That return will be on voluntary basis and requires that IDPs make an informed choice, without coercion, and that the will to return is clearly expressed.
3. The end of displacement is the full restoration and enjoyment of a person's human rights, in a non-discriminatory manner, and is a process through which the need for specialised assistance and protection diminishes over time.
4. The return will be undertaken in safety and dignity. The FATA Secretariat will ensure that protection from violence, threats, intimidation or risks to physical integrity prevails in the areas of return, integration or relocation within FATA. This condition applies to transit areas or routes that IDPs will use.
5. While the return of people to their areas of origin or habitual residence will remain the preferred most solution, the option of relocation elsewhere within Pakistan will be available to them as well as IDPs wishing to remain in camps will be allowed till conditions for their safe return are met.
6. FATA Secretariat commits to provide respectful treatment to the returning IDPs, involving them through a consultative process in all stages of their return, taking into account the different views of girls, boys, women, men, older persons and diverse population groups.
7. In accordance with UN General Assembly Resolution 46/182, FATA secretariat commits to provide all possible assistance including liaison with concern security agencies for access to humanitarian actors to all affected population in implementing humanitarian assistance program, such as food, health care, water, sanitation and shelter.
8. FATA secretariat commits to ensure timely issuance of no objection certificates to humanitarian actors as per agreed procedures which is essential to impartially assess humanitarian needs, establish operations, move goods and personal where they are needed, implement distribution or provide services, and monitor the quality and effectiveness of humanitarian activities.
9. With the guidance of the Humanitarian Coordinator and the facilitation of OCHA, the humanitarian community takes up the responsibility to support FATA Secretariat in this endeavor by providing the necessary capacity that it will need in order to fulfill its obligations.
10. Sustained engagement and continued support of the international community will be needed to meet the protection, assistance and rehabilitation needs of the IDPs in areas of return and displacement, if the government of Pakistan assesses and decides so.


Muhammad Salim Khan
Director General
FATA Disaster Management Authority
FATA Secretariat
Peshawar
Date: 23/6/10


Martin Mogwanja
Humanitarian Coordinator
Pakistan

Date:

23rd June 2010

Annexure-02

Humanitarian Country Team Standard Operating Procedures (SOP)

Regarding

Support for 'Return' of Internally Displaced Persons (IDP) to their Areas of Origin.
(endorsed by HCT 10.02.2012)

Back-ground.

Since August 2008 more than 3.2 million¹ people have been displaced from areas of Khyber Pakhtunkwa (KP) and the Federally Administered Tribal Areas (FATA), as a consequence of 'Law Enforcement' action and sectarian violence. Whilst all IDPs from KP have returned to their areas or settled elsewhere more than 94,000 IDP families from FATA remain displaced at the end of 2011, with an estimated 80,000 families² forecast to return during 2012. The principles by which the Humanitarian Country Team (HCT)³ support the returns process, as part of a wider strategy to ensure durable solutions, are incorporated into a Returns Policy Framework⁴ agreed and endorsed by HC and KP and FATA secretariats on July 11, 2009 and June 23, 2010 respectively. Adoption of the principles has enabled successful cooperation between the HCT and local authorities to support the return of more than 28,000 families during 2011 alone, mainly to Bajaur, Mohmand, Lower Orakzai and areas of South Waziristan agencies.

Since endorsement of the Returns Policy Framework of 2009/10 the nature of returns has diversified to include the return of long term IDPs to homes in districts of KP to the return of long and short term IDPs from FATA. Consequently, the practical implementation of the framework is increasingly challenging. A returns matrix was developed by the Returns Task Force (RTF) in 2010 to facilitate the implementation of policies.

Large scale responses are costly and mobilization of funds takes time. Whilst in principle the HCT may endorse a commitment to respond to a government request, response by individual agencies will be limited to available resources.

Purpose

Pursuant to the provisions of Return Policy Framework, stating principles governing voluntary return of IDPs to place(s) of origin in FATA in a voluntary, safe and dignified manner, these Standard Operating Procedures (SOP) outline procedures to be followed to ensure return is undertaken in a principled manner. Based on new scenarios and lessons

¹ UNHCR IDP operation in Pakistan report 2009

² FDMA and PDMA presented planning scenarios for 2012, including this figure, on November, 20 2011.

³ The Humanitarian Regional Team in Peshawar is by default bound by HCT decisions.

⁴ See Annex 3 –Copies of KP and FATA Returns Policy Frameworks

Annexure-03

Ongoing reconstruction and development projects in FATA

FOOD SECURITY

In addition to emergency food security support for FATA TDPs in hosting areas, WFP has been providing food based recovery support in FATA since 2008 and is currently providing assistance through school feeding and nutrition reaching 235,000 school children in 1,185 schools; 63,000 moderately acute malnourished children and pregnant and lactating women through 1,008 health facilities, with the distribution of 13,868 Mt of food during 2014. While WFP has already mobilized almost USD 2 million to fund the school feeding programme, a further USD 10.6 million is required in order to meet the needs of the target population.

AGRICULTURE

Since 2010, FAO has implemented 10 projects in Bajaur, Orakzai, South Waziristan, Khyber, Mohmand and Kurram agencies in FATA supporting the agriculture based livelihoods of both displaced and returned families. In total FAO has supported around 73 000 families in resuming cropping, 39 000 families in livestock production, 122 000 families in livestock vaccination, and rehabilitated 50 irrigation channels. FAO is in discussions with the Government of Japan to launch a new project in in Kurram and Khyber agencies for families who returned before December 2014, and the planned returning families. As the funding is expected in May/June 2015, it will not cover support for the agriculture summer season (Khareef). The funding gap for FAO for 2015/2016 is around USD 20 million.

NUTRITION

The Food Security study in Pakistan indicates

that 62% of the population is consuming less than the recommended quantity of protein per day (52 grams), this percentage peaks to 82.7% in FATA. In terms of nutrition, as per the 2011 National Nutrition Survey, Pakistan is facing a silent crisis of malnutrition that is amongst the worst in the world and has not improved for decades. In rural areas stunting is higher and it represents is at the peak at 57.6% in FATA . While WFP has already mobilized USD 4.3M to continue school feeding and nutrition activities in 2015-2016, a further USD14.8 M would be required to provide complete coverage during this period.

At the same time, UNICEF is also implementing a nutrition programme to promote community management of acute malnutrition (CMAM) and infant and young children feeding practices (IYCF) in six agencies of FATA. UNICEF also promotes social mobilization for Universal Salt Iodisation and Iodine deficiency disease in these areas and will soon initiate work with the FATA Secretariat to develop a Multi-sectoral integrated Nutrition Strategy. Approximately USD 2,214,517 will be required by UNICEF to effectively and sustainably implement the nutrition programme in FATA.

EDUCATION

UNICEF has been working with the Education Directorate to support second shifts in 60 government schools across FATA through the Alternative Learning Pathway project which provides non-formal one year accelerated primary education to 9-14 year old children. It is hoped that this project will continue during 2015 and 2016 to help get out of school children back into school. Efforts to increase enrollment across FATA will also be increased during this period

and capacity building of teachers (particularly physical education teachers) will be promoted to increase social cohesion and harmony through sporting activities in 100 middle/secondary schools in the return areas. In the case of fully damaged schools, temporary learning Centers (TLCs) will be provided to ensure reactivation of education services. Approximately USD 6,557,360 is required by UNICEF to sustainably roll out education services in FATA for the two year period.

Through the Ministry of Education, UNESCO is also supporting the government's efforts to increase access and improve the quality of education through capacity building at both institutional and community level. So far this project has a budget of USD 700,000 for FATA and resource mobilization is ongoing to increase funding in this area by an additional USD 0.5 million.

HEALTH

WHO and UNICEF are currently carrying out a Polio vaccination campaign in FATA. More than 464 community staff have been deployed across FATA to improve the outreach of the programme and support has also been given on cold chain management. For this programme UNICEF currently has USD8.2 million. More funds would be required to expand the reach of the programme where UNICEF will specifically enhance the capacity of all polio frontline workers to ensure they are equipped with the proper IPC skills and technical knowledge to provide high quality services to the community, as well as establish an effective vaccine management system including establishing a well-functioning cold chain system.

On MCHN, UNICEF will strengthen emergency immunization activities while at the same time will promote Measles Campaigns, provide

Vitamin A and promote TT Vaccination of Pregnant Women. Will also facilitate deworming of Children between 6 months to 5 years as well as engage in promotion of Health and Hygiene education sessions with special focus on ARI and Diarrhoea. Advocacy Communication and Social Mobilization activities for promotion of maternal & Child Health will be strengthened in FATA as well. Approximately USD 3,745,500 will be required by UNICEF to sustainably roll out MCHN and polio programmes in FATA within a period of two years.

WATER AND SANITATION

UNHABITAT is working with the recent returnee population in Kurram Agency to provide safe drinking water and life-saving basic sanitation to 2,500 most vulnerable return families (i.e. headed by person with disability, Widow/female headed and elderly headed households). In order to extend the scope of this project, of which the current budget is USD 299,999, a further USD 1.75 million is requested.

SHELTER

UNHABITAT is also providing dignified and lifesaving shelter support to recent returnees in Kurram and Khyber Agencies through the provision of shelter and toolkits to 1,330 vulnerable returnees in order to prevent exposure to extreme climatic conditions. Plans to scale up this intervention to cover which has a current budget of USD 987,938 would require a further USD0.7 million.

LARGER INFRASTRUCTURE

USAID has been supporting FATA Secretariat since 2007 with development projects aimed at improving roads, access to water and power in several agencies. MDTF is also funding projects in Bajaur and Orakzai Agencies to

develop the communications, infrastructure and Municipal Services. The Federal Republic of Germany is also promoting infrastructure development in Khyber, South Waziristan and Orakzai Agencies. The International Narcotics and Law Enforcement Affairs (INL) is working with the Water and Service Department to develop infrastructure and communications in Khyber, Mohmand and Bajaur Agency. SDC is also funding infrastructure in Bajaur, Mohmand and FR DI Khan. The Kingdom of Saudi Arabia has also pledged over USD30 million to improve infrastructure in Bajaur, Mohmand and South Waziristan.

GOVERNANCE

USAID is also supporting FATA Secretariat to introduce and expand e-Governance mechanisms. The Governance Support Project, funded by the MDT-F also provides support to the FATA Secretariat on a number of Governance related issues, namely support with the establishment of the FATA Tribunal and the FATA Monitoring and Evaluation Directorate. SDC is also working to improve governance in Bajaur, Mohmand, Khyber and Kurram agencies by promoting Citizen Action for Peace and Development.

