

Pakistan

Country Strategy 2010 - 2015



Executive Summary

Pakistan is strategically located in Southern Asia, bordering the Arabian Sea, between India on the east, Iran and Afghanistan on the west, and China in the north. It is a developing country with the world's sixth-largest population, estimated at 180.8 million¹. It is currently the most urbanised country in South Asia, with over a third of the total population living in urban areas. It is estimated that by 2015, almost half of Pakistan's residents will be living in urban settlements, with their own challenges, particularly in the delivery of basic services including water, sanitation and shelter.

Pakistan being co-opted into the 'war on terror' has had important bearing on developments on the political front in the country in recent years. The resentment this has generated in substantial sections of society has led to increased incidence of suicide bombings, creating insecurity among the people. The inability of the state to secure the safety of its people has changed the context in which development debate or interventions now take place.

Pakistan is a middle income country with social, human and gender development indicators of least developed economies. This is due to highly unequal distribution of income, low allocation and utilization of budget for social sector and elite dominated power structure. Frequent takeover of political power by the military has further strengthened this inequality and deprivation.

The sector analysis of water availability and consumption shows that per capita water availability has been decreasing over time due to the combined impact of population growth, falling water flows, systems losses, and erosion in storage capacity. Irrigation uses about 93% of the water currently available, and the rest is used for supplies to urban and rural populations and industry. With the country's population set to increase by over 50% by the year 2015, the volume of water required, particularly by those living in the urban areas, is set to increase dramatically. Access to safe and clean drinking water remains a major challenge.

The Government of Pakistan is signatory to Millennium Development Goals (MDGs) and most of the international conventions on reduction of poverty, improvement of environment and provision of adequate water and sanitation services to the poor. This commitment is also upheld by national water and sanitation policies and provincial plans of action and strategies. Budget allocated by various tiers of government for improvement of WASH is under spent, inappropriately or inefficiently spent. Conducive policy environment and under utilization of budget both provide enormous space to right holders in WASH sector to effectively claim their rights by influencing government through demonstration of good practices and advocacy by evidence, and effective engagement. WaterAid Pakistan (WAP) can very effectively use the opportunity to engage and influence the government through the Rights Based Approach (RBA), with the help of its partners. (Details in Appendix 3, section 3.8 "Why RBA Approach").

The pre-CSP period 1993-2008, before the WAP office was established, focused entirely on Urban Sanitation, with partners selected by Orangi Pilot Project (OPP) replicating the component sharing model; the first Country Strategy Plan (CSP) introduced a more integrated approach bringing water and hygiene into the picture, it advocated for pro-poor policies and introduced systems that would enhance effectiveness and accountability. The advent of the new global strategy, introduced changes that had to be taken into consideration which curtailed the previous CSP implementation period and made way for a new Country Strategy (CS). This evolution has been illustrated in Figure 1 in this doc. The key shifts in the CS are a stronger focus on policy implementation, introduction of RBA through Equity & Inclusion (E&I), a more strategic look at balancing resources between water, sanitation and hygiene; being strategy driven rather than partner led; policy interventions at provincial rather than only at national level and engaging with the wider development arena.

¹ 2009 World Population Data Sheet - Population Reference Bureau
WaterAid Pakistan CS 2010-15

WAP will continue what it began in the previous CSP and strengthen its systems, build capacity of partners enabling them to develop into strong support organizations, deepen its work in the selected areas of operation, and seek more contracted funding.

These shifts are clearly linked to WA's global strategy, wherein Aim 1 states *We will promote and secure poor people's rights and access to safe water, improved hygiene and sanitation*, this CS's proposed shift from policy advocacy to policy implementation contributes towards this Aim. Similarly by supporting the government build the capacity of its staff to plan, develop and implement need based, affordable and acceptable water, sanitation and hygiene (WASH) solutions suited to the socio economic conditions and requirements of low income communities and marginalized groups, WAP will be contributing towards Aim 2 - *We will support governments and service providers in developing their capacity to deliver safe water, improved hygiene and sanitation*. In accordance with Aim 3 - *We will advocate for the essential role of safe water, improved hygiene and sanitation in human development*, WAP will mobilize, engage and support players from the media, education and health sectors.

The linchpin of WAP's new strategy would be the well guided civil society organizations with strong managerial, technical and social mobilization capacity, building on systems WAP has put in place for improved performance of its partners. Due to changing global reporting requirements and weak existing capacities of the current CBO partners WAP will have to dedicate more resources to raise the level of professional expertise of its partners, and together they will work closely with relevant government departments and agencies to scale up WASH services.

Both the old CSP & the new CS mention deepening of work in the current areas of operation, however, if the external environment and resources permit, WAP will explore possibilities of working in Balochistan and Azad Kashmir towards the end of this strategic period.

With these shifts in the country strategy and in alignment with the aims of WA's global strategy; WAP will need to engage professionals possessing relevant expertise, in accordance with Aim 4 - *We will further develop as an effective global organisation recognised as a leader in our field and for living our values*. Human and financial resources required to cater to this expansion have been carefully reviewed by the SMT, who proposed a modest increase from twelve (2009-10) to nineteen (2014 -15). Besides strengthening existing systems, efforts will be made to develop a diverse team wherein each one contributes towards WA's global aims. Essential resources required for the expanded programme would be, Rs. 681 million. Given the resource crunch in the social sector due to global and national economic decline, increased incidences of terrorism, increasing food insecurity and inflationary pressure, WAP will need to aim for more ambitious financial targets in order to make significant impact as the only specialized agency in the WASH sector in Pakistan, for this efforts to tap resources from other donors will be made.

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Abbreviations

ADB	Asian Development Bank	OPP	Orangi Pilot Project
ADP	Annual Development Plan	OPP-RDT	Orangi Pilot Project – Rural Development Trust
AJK	Azad Jammu & Kashmir	OPP-RTI	Orangi Pilot Project - Research and Training Institute
CBO	Community Based Organization	P&D	Planning & Development
CCB	Citizen Community Board	PACOSAN	Pakistan Conference on Sanitation
CDN	Community Development Network	PASF	Project Appraisal Summary Format
CDWA	Clean Drinking Water for All	PCPDD	Planning Commission and Planning & Development Department
CDWI	Clean Drinking Water Initiative	PCRWR	Pakistan Council for Research in Water Resources
CLTS	Community Led Total Sanitation	PCSIR	Pakistan Council for Scientific and Industrial Research
CP	Country Programme	PDSSP	Punjab Devolved Services Support Programme
CPI	Consumer Price Index	PEPA	Pakistan Environmental Protection Act – 1997
CR	Country Representative	PEPC	Pakistan Environment Protection Council
CS	Country Strategy	PHED	Public Health Engineering Department
CSO	Civil Society Organization	PIHS	Pakistan Integrated Household Survey
CSP	Country Strategy Plan	PLGO	Punjab Local Government Ordinance
DAs	Development Authorities	PM&E	Planning, Monitoring and Evaluation
DCO	District Coordinator Officer	PMDFC	Punjab Municipal Development Fund Company
DRC	District Review Committee	PRSP	Pakistan Poverty Reduction Strategy Paper
E&I	Equity and Inclusion	PURC	Punjab Urban Resource Center
EAD	Economic Affairs Division	QRP	Quarterly Review and Planning
EC	European Commission	RBA	Rights Based Approach
EPA	Environmental Protection Agency	RD	Regional Director
FANSA	Fresh Water Network in South Asia	RMT	Regional Management Team
FATA	Federally Administered Tribal Areas	RSP	Rural Support Programme
FBR	Federal Board of Revenue	RSPN	Rural Support Programmes Network
FY	Fiscal Year	RWH	Rain Water Harvesting
GDI	Gender Development Index	SACOSAN	South Asian Conference on Sanitation
GDP	Gross Domestic Product	SMART	Specific, Measurable, Achievable, Realistic and Timed
GEM	Gender Empowerment Measure	SMC	School Management Committee
GoP	Government of Pakistan	SMT	Senior Management Team
HDI	Human Development Index	SO	Support Organizations
HDR	Human Development Report (UNDP)	SOP	Standard Operating Procedure
HPI	Human Poverty Index	SUN	SUN-Global Accounting System
ICSI	International Commission for Snow and Ice	SWM	Solid Waste Management
IDP	Internally Displaced Persons	SWOT	Strengths, Weaknesses, Opportunities and Threats
IMF	International Monetary Fund	TMA	Tehsil/Taluka/Town Municipal Administration – middle tier in three tier local government system
INGO	International Non governmental Organization	ToR	Terms of Reference
IRC	Indus Resource Center	UC	Union Council – lowest tier in three tier local government system
IRSP	Integrated Regional Support Programme	UCBPRP	Union Council Based Poverty Reduction Programme
IYS	International Year of Sanitation	UIB	Upper Indus Belt
LG	Local Government	UNDP	United Nations Development Programme
LGO	Local Government Ordinance	UNICEF	United Nations Children's Fund
MDG	Millennium Development Goals	WA	WaterAid
MNA	Member National Assembly	WAP	WaterAid Pakistan
MOE	Ministry of Environment	WAPDA	Water and Power Development Authority
MoU	Memorandum of Understanding	WASAs	Water and Sanitation Authorities
MPA	Member Provincial Assembly	WASCO	Water and Sanitation Committee
MPB	Multi Plan and Budget	WASH	Water, Sanitation and Hygiene
MTDF	Medium Term Development Framework	WATSAN	Water and Sanitation
MTR	Mid Term Review	WESNet	Water and Environmental Sanitation Network
NCCWS	National Coordination Committee on Water and Sanitation	WLB	Work Life Balance
NDWP	National Drinking Water Policy	WRM	Water Resources Management
NDWQS	National Drinking Water Quality Standards	WSDCG	Water and Sanitation Donor coordination Group
NEP	National Environmental Policy	WSS	Water Supply and Sanitation
NGO	Non governmental Organization	YJMF	Young Journalist Media Fellowship
NSP	National Sanitation Policy		
O&M	Operations and Maintenance		
ODA	Official Development Assistance		
ODF	Open Defecation Free		
PKR	Pakistani Rupees		

Introduction and background to the country programme

Purpose of this country strategy and its linkage with the new global strategy and four strategic aims

The previous CSP 2008-11 was based on collaborating with a select group of partners in three provinces and strengthening their capacities, engaging government in dialogue through policy advocacy and replicating the component sharing model for development. The new CS is based on the directions provided by the new global strategy, concerns emerging from changes in national context and lessons learned during the past programme cycle. The new CS reflects (a) a shift from pro poor policy advocacy to implementation of policies that promote and secure people's rights and access to safe water, and improve hygiene and sanitation, making a transition from the need based to rights based approach in accordance with *Aim 1* of WA's global strategy; (b) capacity building of government and NGO partners in accordance with *Aim 2*. This implies provision of technical and financial support to local government institutions to play their role as duty bearers effectively and capacity development of local communities and Civil Society Organizations (CSOs) for demanding their rights as right holders for the implementation of improved water and sanitation services and hygiene promotion under the component sharing model. This change in policy is also connected with *Aim 3* - This change in policy is also connected with *Aim 3* - contributing to human development, by engaging with other key players outside the sector, who also play some role in promoting WASH. In line with *Aim 4*, WAP will introduce proper systems, transparency and accountability, not only of its partners but also of itself – in an attempt to “walk the talk”.

Background information on the country programme

WAP's Country Office in Islamabad operates through three programmes at National level and in the provinces of Punjab and Sindh. WAP's work consists of three main components; (i) providing financial support and technical assistance to a network of CBOs and NGOs for improvement of WASH services; (ii) participating as a lead player in advocacy for implementation of sector policies in collaboration with other stakeholders and (iii) developing multi-stakeholder partnerships with NGOs, schools, academic and research institutions, private sector, health providers and government bodies. During the new CS period, WAP plans on influencing macro level changes by the government, through micro level demonstrations of its partners as effective rights holders.

As part of this approach, WAP will engage with the government to effectively implement policies and utilize resources. Simultaneously, it will support CSO and communities to develop their capacities as rights holders, demonstrate effective low cost infrastructure models, ensure community involvement in operation and maintenance (O&M) of village schemes, and with the minimum service delivery input- influence working of government on a large scale in selected geographic areas. This RBA to improve WASH indicators is based on the component sharing model, through which communities and government institutions are guided and strengthened with help from Support Organizations (SOs). This interactive approach of enabling right holders to seek better services from duty bearers uses demonstration work as evidence for advocacy at policy level and will act as a model for expansion by other key stakeholders. This will provide an effective way for WAP to leverage its limited resources for maximum impact, drawing on lessons from the last strategic period, present situation analysis and review of sector policies and practices.

Looking Back – Progress and Key Shifts over the Last Strategic Period

WAP's Senior Management Team (SMT) reflected on the past strategic period to draw lessons for the future course of action and identified key achievements and challenges (details in Appendix 1). The achievements and challenges are clustered below:

Achievements

Leadership through advocacy and innovations

At policy level, it was felt that WAP had gained recognition as a key WASH player. This was evident through activities such as International Year of Sanitation (IYS), Community Led Total Sanitation (CLTS) core group, Pakistan Conference on Sanitation (PACOSAN) /South Asian Conference on Sanitation (SACOSAN), and the WATSAN donor group interactions. The team took pride in taking the lead in pushing the SACOSAN agenda and Budget Advocacy in the sector. Managers acknowledged the input of partners' active involvement in pushing the National Sanitation Policy (NSP) forward. Innovations by WAP partners in work on Solid Waste Management (SWM), Rainwater Harvesting (RWH), and WAP's own Young Journalist Media Fellowship (YJMF), have all generated interest and plans to involve the government to take over some of these.

Stronger and strategic partnerships

WA proved to be flexible in instances of emergency - Internally Displaced Persons (IDP) and Gojra, which helped strengthen existing partnerships in both cases. During the previous CSP period WAP also entered into partnership with new strategic partners, who were working on issues other than urban sanitation (school sanitation and hygiene). Some partners had also begun discussing research and policy change interventions. This indicated some positive change in visioning.

Development of internal systems

Reporting and monitoring mechanisms were put in place for WAP and its partners, and joint monitoring has helped improve coordination between programme and finance. Partnership agreements were given out to most partners, feedback sessions were introduced and openness and confidence amongst WAP team members increased due to annual retreats

Challenges

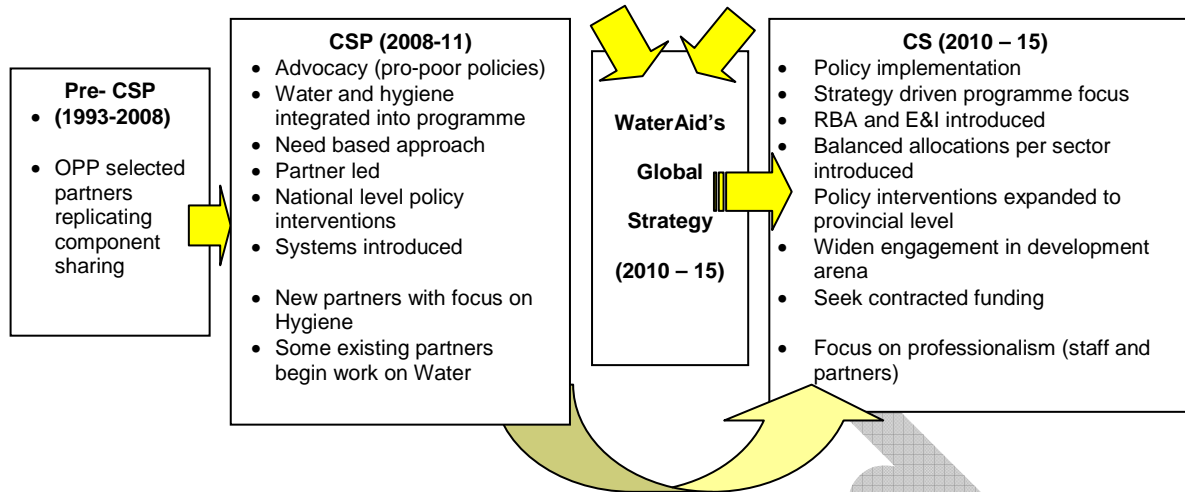
Weak knowledge management and capacity

Knowledge management and shared learning were identified as challenges, that the team felt needed to improve both within WAP as well as among partners and other stakeholders. As part of improved knowledge management, inconsistent sector data needs to be analyzed and reconciled, stronger case studies that capture actual work and impact need to be developed and capacity of partners in planning and reporting needs to improve.

The SMT also felt that they needed to be aware of WASH integration that would promote a holistic vision, and explore avenues that would allow water to be integrated into existing work. Managers recognized the fact that they would need to guide partners build on activities that support, develop focus and involve communities during various stages of planning and monitoring. Capacity building initiatives need to be properly assessed and should not be budget driven; engagement with networks need to improve, and WAP's overall planning needs to be more realistic keeping in mind work life balance (WLB), security issues, requests from WA UK and personal development.

Key shifts – WAP's previous CSP focused on developing pro-poor policies, however, during the new CS consultation process, the team agreed that focus needs to shift to support the implementation of these policies, rather than to advocate for new pro-poor policies. Another shift would be to move away from the Needs Based Approach to the RBA (details in Appendix 3, section 3.8 "Why RBA Approach"), for which staff and partners would need training in RBA and E&I. A recent study by WAP highlighted the that budgets for improving WASH are inappropriately spent by various tiers of the government; this was seen as an opportunity as it provided space to influence the government through demonstration of good practices and advocacy by evidence and effective engagement. Another shift is the need to balance resources between WASH in a more strategic way; WAP's work should be strategy driven rather than partner led; programme managers must support policy interventions at provincial rather than only at national level, and engage with other players from outside the sector who may influence WASH, such as the media, health and education departments to begin with.

Figure 1: Evolution of WAP's CSPs since inception



WAP will continue with what it began in the previous CSP and strengthen its systems, assess existing partners regularly, provide support to partners and improve reporting against the global programme's Planning, Monitoring and Evaluation (PM&E) system introduced earlier. On the whole, these recently introduced systems demand more detail for which WAP staff as well as partners need further capacity building in order to be more effective and contribute towards WA's global Aim 4.

The introduction of sub-programmes, now known as "programmes" need to be further refined, WAP will use this CS period to assess the suitability of having a thematic or maintaining the geographical setup for its programmes.

Though water and hygiene were introduced in the previous CSP – a shift from urban sanitation, the team agreed that these were areas that required strengthening as partners begin to look at the programme in a more holistic manner and were beginning to engage with players from outside the sector, such as the media, lady health workers (Health) and teachers (Education).

Military operations in Swat led to the IDPs issue in Khyber-Pakhtunkhwa, where WAP shifted funds to accommodate WASH programme work in IDP camps; similarly the incident of communal violence in Gojra also required a quick decision regarding an intervention that would support the WASH needs of affected families, WAP's prompt action was much appreciated by all. Other similar incidents are likely to occur that would require WAP's support in the future for which WAP must be constantly on alert. The learning from WAP's work with IDPs and conflict affected communities will feed into WA's initiatives on climate change, disaster preparedness and to some extent WAP's E&I work.

Key lessons

- Transparency and accountability practices enabled WAP to make some difficult decisions, these practices must continue and be strengthened during the course of the new CS.
- Many small NGOs tend to become donor driven, and readily change focus when they perceive the availability of funds, WAP must encourage its partners to remain focused without changing direction constantly. The programme must be strategically driven to focus on impact.
- Partners who involved their staff in various planning activities performed much better, as a common vision was shared. WAP will encourage increased staff involvement, especially during planning stages, and involve community members in the future.
- Some partners made changes mid-way in their promotion of CLTS. The reasons must be reviewed and partners must not feel that they "have to" take on CLTS because WA is promoting it.

- Based on the experience of RWH and SWM, the team felt that the focus on replication, CSO and government linkages should have been emphasised some more during the planning stages to enable quicker scaling up.
- The sustainability of each partnership should be worked out and clear cut off points be identified, to avoid dependency and enable the partner to seek funding elsewhere.
- Staff was unable to take leave as the work load kept increasing, the team must plan better and allow more time for WA UK driven initiatives in their plans.
- Use of the WA brand opened new avenues, which made the team realize that the WA brand could be used to achieve more.

A) Situational analysis

Pakistan is a federation of four provinces, a capital territory and federally administered areas. It is a developing country with the world's sixth-largest population, estimated at over 180.8 million in 2009². It is currently the most urbanized country in South Asia, with over a third of the total population³ living in urban areas. It is estimated that by 2015, almost half of Pakistan's residents will be living in urban settlements, facing a multitude of challenges, particularly in the delivery of basic services like water, sanitation and shelter.

Political situation (politics, governance, human rights)

Since its creation in 1947, political power in Pakistan has been held by military and civilian regimes alternating almost every decade. Pakistan has a multi party system and the Prime Minister is usually the leader of the largest party in the National Assembly. The President serves as the Head of State with the Prime Minister as Chief Executive. Government consists of three tiers, federal, provincial and local. Under the devolution of power to the local government in 2001, all three tiers of local government – District, Subdivision (known as Tehsil or Taluka) and Union, were given autonomy to raise funds, plan and implement physical and social development projects independently. Elected local government officials are assisted by civil servants and technical experts to design and implement local development schemes. The *zila nazim* (District Mayor) heads the district administration as a whole and a District Coordinating Officer (DCO) coordinates the functioning of all government departments in the district.

Before this devolution to the local government, all planning and implementation tasks were controlled by the provincial government and its line departments⁴. With the return of civilian government to Pakistan in 2008, the devolution of power to the local government is likely to be reversed or amended. Due to strong opposition from the elected representatives, the decision in this regard has been put on hold. Irrespective of the decision regarding the devolution of power, local governments will continue to play an important role in provision of WASH services. By strengthening cooperation between local government and its partners, WAP will be able to improve WASH services at local level and use its successes for policy advocacy and expansion of work.

Weak governance in Pakistan is linked to the government's dependence on civil bureaucracy and neglect of popular participation in national decision making, development planning and implementation and provision of basic services. It results in low budgetary allocation for social sector, under spending of social sector development funds and misuse of resources. World Bank expert William Easterly in his analysis of Pakistan's economic management pointed out that Pakistan received \$58 billion in foreign aid from 1950-99, however, it under-performed on most of the social and political indicators. Pakistan was the third largest recipient of Official Development Assistance (ODA) after India and Egypt during 1960-98, if it had invested all the ODA during this period at a real rate of 6%, it would have a stock of assets equal to \$239 billion in 1998, many times the current external debt.⁵ Budget allocations for the social sector in Pakistan are much lower in comparison than countries at the same level of income. Due to weak management

² 2009 World Population Data Sheet - Population Reference Bureau

³ Population Census 1998

⁴ Arif Hasan, The Orangi Pilot Project-Research and Training Institute's mapping process and its repercussions, Draft, February 15, 2005

⁵ William Easterly The Political Economy of Growth Without Development: A Case Study of Pakistan Development Research Group, World Bank June 2001

capacity even low budget allocations for social sector cannot be fully utilized (Appendix 3, section 3.2). This provides a strategic opportunity for WAP to improve WASH indicators by tapping existing resources with the active involvement of right holders to claim their WASH rights.

Pakistan has a blemished human rights record and weak governance on its road to democratic development. Amnesty International's 2009 Report "*Human Rights in Islamic Republic of Pakistan*" has reported gross violation of human rights in Pakistan. According to the government's own figures, 1,102 people have disappeared in Balochistan province alone. The government's operations displaced hundreds of thousands of people. Armed groups committed serious human rights abuses, including indiscriminate attacks on civilians, abduction, hostage-taking, torture and killing of captives. Women and girls suffered human rights violations – including "honour" killings, forced marriages, rape and domestic violence – in the absence of appropriate government action. The government failed to adequately protect religious minorities against widespread discrimination, harassment and targeted violence. Human rights in social sector are violated due to inadequate provision of basic services like health, education, potable water and sanitation. This violation of rights takes place because civil society is weak, legal frameworks are not complied with, budget allocations are low and mismanaged, and participatory decision making and complaint redressal systems are lacking. To improve human rights in the WASH sector WAP would need to build the capacity of both, the right holders and duty bearers in line with global *Aims 1 and 2*.

Economic development (GDP, growth sectors, trade, external aid)

According to the Pakistan Economic Survey 2008-09, Pakistan's economic growth has slid down to 2% from the 4% growth of 2007-08 and this year's target of 4.5% due to microeconomic crisis, trade shock, global recession and domestic security challenges. Pakistan's per capita real income has risen by 2.5% in 2008-09 as against 3.4% 2007-08. Total investment declined from 22.5% of Gross Domestic Product (GDP) in 2006-07 to 19.7% of GDP in 2008-09. National savings rate has declined to 14.4% GDP in 2008-09 as against 13.5% of GDP in 2007-08. Overall exports recorded a negative growth of 3.0% during July 2008-April 2009 against the positive growth of 10.2% in the corresponding period of 2007-08. Imports registered a negative growth of 9.8 percent in July 2008-April 2009 as compared to the same period of 2007-08. Workers' Remittances totaled \$6355.6 million in July 2008-April 2009 as against \$5319.1 million in the comparable period of 2007-08, depicting an increase of 19.5 percent. Foreign Exchange Reserves amounted to \$13.72 billion at the end of Dec 2009.⁶

The inflation rate as measured by the changes in Consumer Price Index (CPI) stood at 22.3% during July-April 2008-09, as against 10.3% in the comparable period of 2007-08. The food inflation is estimated at 26.6% and non-food 19.0% against 15.0% and 6.8% in the corresponding period of 2007-08. This increase in inflation is due to food price inflation. This economic crunch has put a squeeze on resources to be allocated for WASH sector due to reduced budgetary allocations for social sector⁷. There has been a reduction of PKR100 billion for the social sector in 2009 budget. It has badly affected development activities. Its slow execution and utilization has also been instrumental in increasing the ratios of poverty. Cutbacks in health, education and other vital social services have resulted in adjustment policies being prescribed by the International Monetary Fund (IMF) and the World Bank as conditions for loans and repayment.

Social development (per capita income, human development indicators, poverty dynamics)

Pakistan ranks very low in poverty alleviation measured by numerous poverty indicators. Some of the prominent indicators in this regard include, Human Development Index (HDI), Human Poverty Index (HPI), Gender Development Index (GDI), Gender Empowerment Measure (GEM) and Gini Coefficient.⁸:

- Pakistan's HDI is 0.572, which gives the country a rank of 141 out of 182 countries.⁹

⁶ <http://finance.kalpoint.com/economic-updates/pak-major-financial-news/pakistan-s-foreign-exchange-reserves-rise-to-1372-billion.html>

⁷ Pakistan Economic survey 2009

⁸ Pakistan Economic Survey 2009

⁹ Pakistan Human Development Index 2007

- Pakistan ranks 101st out of 135 countries in HPI.
- Pakistan's GDI value, 0.532 compared to its HDI value of 0.572 shows that its GDI value is 93.0% of its HDI value.
- Out of the 155 countries with both HDI and GDI values, 152 countries have a better ratio than Pakistan's. Pakistan ranks 99 on Gender Empowerment Measure.
- Pattern of income distribution is highly unequal with the top 10% of the population getting 26.5% of national income and the bottom 10% only 3.9%¹⁰. Gini Coefficient reflecting the level of income inequality for Pakistan is 31.2, which shows increasing trend towards in-equality. Impact of poverty has further aggravated due to annual average change of 7.6% in Consumer Price Index (CPI) since 2006-7 and incidence of external economic shock.

According to Pakistan Economic Survey 2009¹¹ there is a strong likelihood of a sharp increase in the poverty incidence in Pakistan as a result of unprecedented food inflation and transmission of international energy prices to domestic poor in 2008-09. 45% of the population working as employees in 2008 witnessed decrease in their real wages. The share of severely food insecure population, increased from 23% in 2005-06 to 28% in 2008. Improvement of WASH indicators under these circumstances would entail enhancing the capacity of citizens to play an effective role as right holders to demand better service delivery for water and sanitation from the duty bearers.

Cultural context

Pakistan is a land of diverse cultures, faiths, languages, traditions, customs, social systems and ethnic groups. 97% of people living in Pakistan are Muslims but Christians, Hindus, Sikhs and Zoroastrians minorities (3%) constitute an important segment of society. There are four major ethnic groups – Punjabis, Sindhis, Pakhtuns and Balochs. Pakistan has a varied ecology comprising of seven distinct eco-systems that have a deep imprint on lifestyles. These eco systems are spread between the world's highest mountain ranges (Himalayas, Karakorams and Hindukush) in the north, fertile plains of Indus valley, desert pockets in the south and south west and coastal and delta region on the shores of the Arabian Sea.

Pakistani society comprises of numerous layers of social systems ranging from tribal communities of fiercely independent Baloch and Pakhtun tribes to pastoral and fishing communities in the coastal areas and inland regions, agrarian communities in the plains and urban segments inhabiting Metropolitan cities with cosmopolitan lifestyle.

History of people living in Pakistan goes back 5000 years and its culture has been enriched by the assimilation of immigrants settling in the region. Though many disagree with this arguing, the recent migrant influx has resulted in an escalation of violence and conflict.

Electronic and print media, internet and mobile services in Pakistan are flourishing since the past two decades. Many new satellite channels, newspapers and periodicals have launched and the emergence of FM radio has given a boost to the deteriorating radio-listening habits in Pakistan. As these mediums broadcast programs in different languages to about 10 million households, it offers an enormous potential as a partner in development for policy advocacy in scaling up of civil society innovations for achieving MDGs. A vibrant media provides new space to WAP to conduct advocacy for the essential role of safe water, improved hygiene and sanitation in human development in line with WA's global Aim 3.

Major challenges and trends (natural resources, population growth, urbanization, climate change)

The major source of fresh water for Pakistan comes from a system of six rivers. The water provided by these rivers was quite sufficient for both agricultural and domestic purposes. However, in 1960 due to the the Indus Basin Treaty¹² Pakistan had to withdraw its right to using water from its eastern rivers. The

¹⁰ Human Development Report UNDP 2009 pp. 183, 190,199 and 208

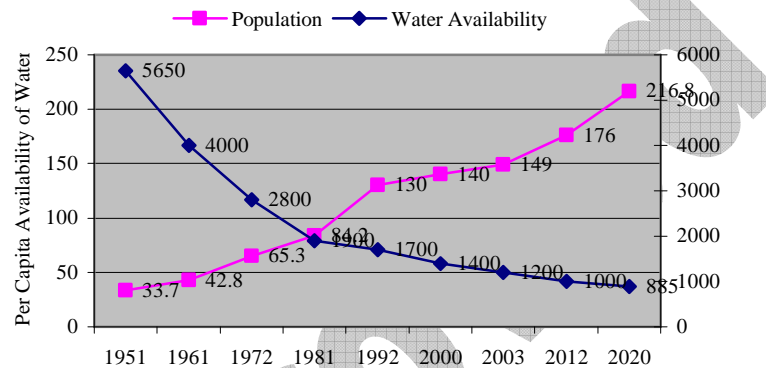
¹¹ Pakistan Economic Survey 2009 (pp196)

¹² The Indus Waters Treaty 1960 - <http://siteresources.worldbank.org/INTSOUTHASIA/Resources/223497-1105737253588/IndusWatersTreaty1960.pdf>

problem was aggravated and from 1997 to date, Pakistan is confronted by the recurrence of drought and reduced storage capacity of two major reservoirs namely Tarbela and Mangla built on its western rivers. The growth in demand for water due to unprecedented urbanization, growth of population and irregular rainfall in the vast areas of Pakistan is worsening day by day.

According to a 2006 World Bank Report, Pakistan is rapidly moving from a “water stressed country to a water scarce country” mainly due to high population growth. The ground water is over exploited and polluted in many areas; most of the water infrastructure and even some of the major barrages are in poor repair as the entire system of water is not financially sustainable. Constant silting of water reservoirs, lakes, canals, rivers and waterways is one of the crucial reasons of declining water storage capacity. Water shortage also occurs due to seepage, leakages and infiltrations, and most of the rainwater is not conserved. Pakistan’s urban growth rate is 3.5%. 49.7% Pakistanis live in cities of over one million. Trends indicate that in percentage terms this will increase over time. Availability of water is depicted in figure 2.

Figure 2: Relationship between Population and Water Availability



Source: *Stabilization, a Priority for Development*, UNFPA/Ministry of Population Welfare GoP

WAP is aware of the gravity of the situation depicted in the graph above and will address and promote various water conservation techniques along with efficient water management systems in line with resources available.

According to an estimate, WASH related diseases cost Pakistan’s economy about PKR 112 billion per year, over PKR 300 million a day in terms of health cost and lost earnings.¹³ “Out of this, the cost associated with stomach-related diseases alone is estimated at around PKR 55-80 billion per year¹⁴”. Poor sanitation and hygiene practices are also proving to be the barrier against tackling polio, as the virus is transmitted through faeces of infected people then passed to others living in unhygienic conditions¹⁵.

Climate change and its impact on the WASH sector

Glaciers in Pakistan cover 13,680 sq. km which is 13% of mountain regions of the Upper Indus Basin (UIB). Melted water from these Glaciers contributes more than 60% to the flows from UIB. According to a 1999 report of *International Commission for Snow and Ice (ICSI)* “Glaciers in Himalayas are receding faster than in any other part of the world and, if the present rate continue, the likelihood of them disappearing by the year 2035 is very high”. In 2005 widespread evidence of glacier expansion in the late 1990s in the Central Karakoram was reported in contrast to a worldwide decline of mountain glaciers. These conflicting findings make the impact of climate change on Karakoram glaciers and Indus River flows very uncertain¹⁶. Similarly, a recent study¹⁷ concluded that poverty stricken people, living in the coastal

¹³ Pakistan Strategic Country Environmental Assessment, World Bank, 2006

¹⁴ Pakistan Strategic Country Environmental Assessment 2006 by South Asia Environment & Social Dev. Unit, The World Bank Report No. 36946-PK

¹⁵ Statement of Federal Minister for Environment Hameedullah Jan Afridi The Nation, July 30, 2009

¹⁶ Arshad Khan, Global Change Impact study Centre, Islamabad, January 2009

and arid areas of Pakistan are more prone to the devastating effects of climate change. The study states that “there has been an increase in the incidence, frequency, and intensity of extreme climatic events: more intense and heavier rainfall in coastal areas, more intense cyclones, more intense flooding in flood-prone areas along the Indus, and more pronounced droughts in the arid areas of Khuzdar.....in most areas, rainfall patterns have become very erratic, making it difficult for communities to predict local rainfall patterns”.

As climate change continues, due consideration must be given to the social, environment and economic impacts.¹⁸ Maintaining its focus on WASH and its current areas of operation, WAP has identified the water stressed poor and marginalized communities in the coastal areas of Pakistan as most vulnerable to climate change as they lack access to information and resources to effectively address climatic change.

Overview of current WASH status (budget allocation, coverage figures, targets/ trends)

There is poor documentation of the existing situation in WASH sector and a great divergence in estimates of its coverage across regions. Various reports indicate that coverage and access to water supply facilities range between 50 to 80% and for sanitation between 30 to 50% of total population, with variations across provinces and urban-rural areas. The official statistics of water supply and sanitation coverage is given in the following table, due to inconsistent available data, information from two sources have been mentioned:

Table 1 - Water and Sanitation Coverage				
MDG Progress Report by GoP on Water & Sanitation Coverage	1990-91	2004-05	MTDF Target 2009-10	MDG Target 2015
Percentage of population with access to improved water source ¹⁹	53	66	76	93
Percentage of population with access to sanitation ²⁰	30	54	70	90 ²¹
WHO/UNICEF JMP 2006 Water & Sanitation Coverage	1990	2000	2006	MDG Target 2015
Improved water source	86	88	90	93
Improved sanitation	33	48	58	67

WAP is part of a core group that supports the government to fulfil its commitments to achieve the WASH related MDG targets. The GoP appears keen to achieve these MDG targets, and has initiated various programmes in this regard. With the launch of the multi billion rupee Clean Drinking Water for All (CDWA) programme, the GoP had stepped up efforts to achieve MDG targets (details in Appendix 3, section 3.3). Pakistan’s adaptation of MDG indicator for drinking water coverage defines it as the proportion of population (urban and rural) with sustainable access to improved water source i.e. Pipe and Hand Pump water. As per this definition, water supply coverage increased from 53% in 1990 to 66% in 2005. However it still has a long way to go in reaching the MDG target of 93% by 2015²². In terms of population with adequate and reliable access to drinking water and sanitation, available figures are widely believed to be overstated.

Experts are of the view that in reality around 50% of the population has adequate access to drinking water and a mere 15% to sanitation²³. The health implications due to water pollution in the country as a whole are

¹⁷ Climate Change, Poverty and Environmental Crisis in Disaster-Prone Areas of Pakistan prepared by Oxfam. The report is based on surveys carried out in three coastal villages of Badin district in Sindh, three flood-prone villages close to the Indus River in Rajanpur district of Punjab and three drought-prone areas in Khuzdar district of Balochistan.

¹⁸ Address of Environment Minister Mukhdoom Syed Faisal Hayat at the UN Headquarters in New York http://www.pakistan.gov.pk/ministries/environment-ministry/news/current/Climate_change_hurting_Pak_environment.pdf

¹⁹ Pakistan Millennium Development Goal report 2006. <http://www.cprid.org/Publications/GoalWise2006/Goal%207.pdf>

²⁰ Ibid

²¹ The governments MDG progress report’s target (90) contradicts the JMP target (67) for improved sanitation; analysis of the situation will tend to agree with the 67 targeted figure

²² Pakistan Millennium Development Goals Report 2006

²³ Zaidi, A. (1997).The Rural Water Supply and Sanitation Sector in Pakistan: Policy, Institutions and Prospects.Study commissioned by WAUK.

enormous: an estimated 100 million cases of diarrhoea are registered with hospitals each year.²⁴ 20 to 40% of hospital beds in Pakistan, according to UNICEF figures, are occupied by patients suffering from water-related diseases, and diseases such as cholera, typhoid, dysentery, hepatitis and guinea worm infections are about 80% (including diseases due to inadequate sanitation infrastructure) of all diseases.

A national survey of knowledge levels, attitudes and practices for sanitation and hygiene revealed that majority of the population does not have a clear understanding of the relationship between unsafe excreta disposal and diarrhoea²⁵. With more than 40% of water supply unfiltered and 60% of effluents being disposed untreated, waterborne epidemic diseases are common. Human waste and industrial pollution have severely degraded the groundwater on which a growing number of households depend for their water supply. Across urban Pakistan, unclean water poses a constant threat to public health. Throughout 2005 and the first half of 2006, major outbreaks of waterborne-disease epidemics swept Faisalabad, Karachi, Lahore and Peshawar and a host of smaller towns and cities as a result of the leakage of sewage and industrial waste into drinking water through damaged pipes. The public outcry at this situation created such a crisis situation that two major public investment programmes CDWA and Clean Drinking Water Initiative (CDWI) were hastily developed and launched to finance more than 6,000 water filtration plants across the country.

B) Rights, equity and inclusion analysis

The human rights, E&I issues in Pakistan are extremely intricate in the backdrop of a governance crisis resulting from an interplay of varied factors such as deep seated cultural traditions, diverse religious interpretations, and discriminatory application of state laws impinging directly upon the lives of women and men in different ways. Keeping these factors in mind WAP will develop its E&I strategy, and map marginalized communities. The framework and strategy together will act as an important roadmap for WAP's future interventions in this realm.

Though the Delhi declaration (SACOSAN Nov. 2008), Pakistan's NSP and National Drinking Water Policy (NDWP) recognizes access to sanitation and safe drinking water as a basic right. Low income groups are denied access to these rights because majority of Pakistanis in urban areas live in un-serviced or informal settlements, which are mostly not recognized by GoP. According to one estimate, 72% of the population of urban areas of Pakistan will be living in these areas by 2010.²⁶ These groups are denied access to clean drinking water by mafias who usurp public resources in connivance with corrupt government officials.²⁷

WAP's SMT and partners recognizes the need of working with women as they bear the brunt of non-availability of toilets; schools lack proper sanitation facilities which means girls drop out as they have to go home, creating embarrassment and stigmatization during menstruation. As water carriers in most rural households, women have gained considerable knowledge of water resources, quality, storage etc. Yet their role in the sector is overlooked. WAP and its partners plan on addressing this issue during this CS period.

The other group identified were low income groups and fisher folk in coastal areas who endure the impact of untreated effluents discharged into water bodies by municipal administrations and industrial houses²⁸. Bacterial contamination of water, loss of fresh water and aquatic life has severe health and economic consequences for these groups and result in violation of their right to safe drinking water. Due to weak or non-existent accountability mechanisms at local level, these low income groups cannot take municipal authorities to task for this negligence.

²⁴ WHO figures given in PCRWR. 2002-2003.

²⁵ Discussion Paper: National Strategy and Action Plan – Water Supply and Sanitation, 2005. Ministry of Environment, Government of Pakistan

²⁶ Sindh Katchi Abadi Authority- Upgradation/Improvement of Katchi Abadis- Karachi 2000

²⁷ Urban Resource Centre-Facts and Figures-volume 16 number 8, Karachi August 2008

²⁸ ADB-Country Paper Pakistan-Asian Water Development Outlook 2007

Sanitary workers, one of the most deprived and marginalized groups are unprotected and subjected to discrimination due to their low social status. Disparities faced by this group are severe, and WAP needs to understand the exact nature of the barriers preventing this group in accessing services, and develop ways to overcome them. The usual manifestations of gender discrimination on the job, like job insecurity, unsafe working conditions, non-payment of wages, religious intolerance, rape and disrespect of women, are faced more abrasively by women sanitary workers who are mostly Christians and peasants especially those belonging to Hindu religious minority. These religious minorities are excluded from the mainstream, let alone being consulted while planning WASH services by relevant authorities.

WAP plans on working with these identified groups through the youth, who themselves are vulnerable, but keen to improve their lives in any way they can. WAP's E&I focal person will prepare the ground and collate material for the coordinator who will be on board Q1 of 2011-12.

Internally, WAP has made a commitment to mainstream E&I policies and procedures in the CS, programme design and implementation, PM&E and communications; to build partners' expertise in working with excluded groups at local level and to learn from partners that focus on these excluded groups.

C) Sector review

Sector policy/ strategy – The 2005 National Environmental Policy (NEP) provides a framework for sustainable development and addresses water management and conservation, pollution, and waste management issues.²⁹ The National Water Policy has a vision for adequate water availability through proper conservation and development, catering for good quality and equitable distribution,³⁰ whereas, the NDWP³¹ recognizes access to safe drinking water as a basic human right for every citizen, placing responsibility chiefly on the state to provide for it. This policy also gives precedence to drinking water over all other water uses.³² The role of women as key players and a community centered demand driven approach have been made integral parts of this policy. The National Drinking Water Quality Standards (NDWQS) 2009 are under review.

The NSP approved in 2006 focuses on the safe disposal of liquid and solid waste, and promotion of health and hygiene practices in the country. It extends to cover cleanliness, hygiene, proper collection of liquid and solid waste and their environmentally sound disposal. The National Policy is reflected in the Punjab Urban Water and Sanitation Policy 2007, Punjab Draft Sanitation Strategy 2007, Sindh Draft Sanitation Strategy 2008, Balochistan Sanitation Strategy and Action Plan 2008, Balochistan Sector Strategy for Drinking Water Supply, Sanitation and Hygiene 2006, AJK Sanitation Policy and Strategy 2008 and Draft Northern Areas Sanitation Strategy 2008. The NSP formally approved the component sharing and total sanitation models. Under the component sharing model communities mobilize, manage and monitor the use of funds for provision of toilet and sewerage lines and gutters at the lane level and government finances and manages trunk lines, collector sewers, disposal and treatment of liquid waste. The total sanitation model aims at open defecation free (ODF) villages with community participation. NSP also called for city wide sanitation strategies through City Sanitation Plans for all urban settlements by city governments and the establishment of mandatory sanitation facilities at public places. Sanitation coverage was proposed to be increased by close coordination with Katchi Abadi (informal settlements) Improvement and Regularization Programme and promotion of integrated solid waste management. The NSP proposed designation of proper landfill sites for the disposal of solid waste and promoted Public- Private- Civil Society Partnership.

²⁹ Asian Water Development Outlook , Country Paper Pakistan, 2007 Asian Development Bank

³⁰ ADB Country Paper Pakistan-Asia Pacific Water Forum 2007 pp 3

³¹ National Drinking Water Policy 2009

³² *ibid*

Sector coordination – Several fora exist for sector coordination on water and sanitation, which include Pakistan Environment Protection Council (PEPC), National Coordination Committee on Water and Sanitation (NCCWS), WESNet Pakistan, Water and Sanitation Donor Coordination Group (WSDCG), Wash Cluster and National Working Group on School WASH Education, Water and Sanitation Committees (WASCOs), CLTS Core Group, PACOSAN Steering Committee, Sindh Cities Improvement Project, Punjab Devolved Social Services Programme (PDSSP), Urban Unit Punjab, Punjab Municipal Development Fund Company (PMDFC), and Khyber-Pakhtunkhwa WASH Directorate. But there is lack of clarity on the details of what that would mean in practice and who needs to do what when it comes to the identification of the roles and responsibilities of the various tiers of the government for achieving MDGs and national goals for WASH. Inadequate coordination and weak consensus between various government departments; absence of an inter-ministerial, inter-provincial body to oversee water sector planning, development and management, insufficient database and information on water and weak interaction between government authorities and water-users contribute to weak management for provision of safe drinking water and sanitation facilities. These fora do not meet regularly, have weak coordination and interaction, and in many cases their functions overlap. WAP can begin addressing the issues of sector coordination at local level to create evidence for its advocacy for effective coordination mechanism.

Sector finance – There is no single sector financing plan available. Sector financing provisions are covered under various frameworks and strategy documents. Under the Medium Term Development Framework (MTDF) PKR 28.3 billion have been allocated for public sector environment development projects during 2005-1010, four times that allocated in the previous period. The Pakistan Water Sector Strategy envisaged a Medium Term Investment Plan amounting to \$8 billion from 2003-2011. Financial resources have also been pledged under Poverty Reduction Strategy Paper (PRSP), Annual Development Plans, Education Budget, Health Budget, Economic Affairs Division and other special packages. For details see “Sector Budget” in Appendix 3. Based on information available, sector allocations are inadequate, poorly managed, and spread out amongst different implementing agencies leading to poor coordination and weak sector governance. The sector review section (strategic planning tool) of this CS, further elaborates blockages and identifies influencing opportunities for WAP.

Institutional arrangements and capacity – Federal Ministry of Environment has been assigned the leadership role for articulating national vision on WASH related issues. Provincial Ministries of local government have been tasked with provincial policy making, budget allocation and target setting; Provincial Departments of Public Health Engineering are responsible for infrastructure building, Local Government Authorities – Districts, Tehsil/ Taluka and Union Councils– for service delivery and communities for operation and maintenance of WATSAN services. Provincial Planning and Development Departments are responsible for coordination and approval of financial grant requests for water and sanitation from various agencies. In selected large cities, Water and Sanitation Authorities (WASAs) are in charge of infrastructure development, service delivery and O&M.

Provision of potable water supply and sanitation is covered by a host of government institutions from Federal Ministries and Departments down to Provincial, District, Tehsil/Taluka and Union Councils. The Ministry of Water and Power through its Department (WAPDA) is responsible for water resources development and management. Urban water supplies are the responsibility of public sector water boards or WASAs controlled by municipality and district government. Pakistan Council for Research in Water Resources (PCRWR) is partially responsible for filtration of water for drinking purposes. There is no independent water sector regulator. Public Health Engineering Departments (PHEDs) were tasked to construct water supply schemes in the provinces before devolution of power and have again resumed this role after December 2009.

Performance monitoring and accountability – There is no single unified system in place for monitoring the WASH sector in Pakistan. However, several purpose built instruments and mechanisms are in place to provide information on specific activities – the NDWP has set the target to establish a system of

monitoring and testing water quality³³. The Draft NDWQS and Environmental Protection Agency (EPA) Standards provide some of the benchmarks for monitoring progress in the WASH sector. Elements of baseline for monitoring progress in WASH sector are given in National MDGs, NEP, Sustainable Development Strategy, PRSP, Health Policy, Education Policy, Vision 2030 and MTDF.

Some of the mechanisms for accountability and progress monitoring on ground are Environmental Courts and Water and Sanitation Committees (WASCOS) established by various tiers of government. Freedom of Information Ordinance 2002 provides legal space for Civil Society to effectively play its role as a watchdog, highlighting WASH issues. At provincial level, PHEDs require DCOs to furnish project wise implementation progress and P&D departments have set up District Review Committees (DRCs) headed by District Nazims to review the progress of all schemes included in Annual Development Plans (ADP); submit a monthly progress report containing scheme wise expenditure, physical achievements and provision for monitoring of projects by community monitoring teams, elected representatives, district planning department as internal monitors and P&D department as external monitor. Provision is also made for third party validation where required and attachment of accounting and auditing staff to DCO for audit checks before releasing payment.³⁴ Under Local Government Ordinance (LGO) for devolution of power to local government provisions were also made for external oversight bodies e.g. Monitoring Committees at Union Council, Tehsil/Taluka and District levels, Accounts Committees and Village and Neighborhood Councils. Citizen dispute resolution mechanisms were established in the form of District Ombudsman (Zila Mohtasib) and Musalihat Anjuman (Committee for amicable dispute resolution)³⁵. However, there is no single coordinating mechanism in place for the WASH sector as a whole. WAP's input in the National Sanitation Action Plan will seek to address this blockage. Existing monitoring mechanisms are not used regularly for providing feedback on sector progress and preparing remedial measures. At local level free access to information is still not possible in most of the cases. WAP will need to activate and use the government's monitoring mechanisms to strengthen the participation of WASH right holders in ensuring the effective use of resources and improving WASH indicators.

³³ National Drinking Water Policy 2009

³⁴ Government of Sindh-Planning and Development Department, District Planning Manual, Karachi April 2005

³⁵ WSP Field Note Empowering Citizens' Participation and Voice June 2007

Sector review — Strategic planning tool

Sector Building Blocks	Sector and Sub-Sector Analysis (water, sanitation, hygiene)	Identification of Sector Blockages (in order of magnitude)	Rank ³⁶	WaterAid Opportunities for Influence (policy and practice) (definition of strategic objectives)	Strategic Links to other agencies
1. Sector policy/ strategy Approved water and sanitation policies in place, strategies and action plans on sanitation being developed in some provinces (details in Sector Review "Sector policy/ strategy" above and Appendix 3, section 3.3 "National and Provincial WASTSAN Policies, Strategies and Programmes")	Policies adequately address the critical challenges faced within the sector but are inadequately rolled out and not effectively implemented	1.1 No clear processes have been designed and followed for community mobilization for WASH by line agencies responsible for building infrastructure and delivering, operating and maintaining water and sanitation services		Create awareness and build capacity of masses to engage with duty bearers for their WASH rights	Partner with other national level stakeholders like UNICEF, WSP, RSPN etc.
				Support the development of action plans of WASH policies	
				Lobby for quick approval of draft sanitation strategies	
2. Sector coordination Several fora exist for sector coordination, and information sharing (details in Sector Review "Sector coordination" above and Appendix 3, section 3.4 "Sector Coordination Mechanisms")	Lack of effective vertical and horizontal coordination between various government agencies at different levels (National, Provincial & Local), and government and CSOs (especially CBOs).	2.1 Split Mandate		Undertaking research and documentation	Existing sector networks, CBO-Government Forum
		2.2 Unclear roles and responsibilities		Improve knowledge sharing & role clarity of various agencies to facilitate coordination between them	
		2.3 Unwillingness to share information		Strengthen existing coordination fora	
				Support development of local CBO-Government Forum for collaboration in WASH sector	
3. Sector finance Funds for sector financing available in various pockets (details in Sector Review "Sector Finance" above and Appendix 3, section 3.5 "Sector Budget")	No comprehensive Sector Financial Plan available	3.1 Weak financial planning and information sharing by key government agencies		Conduct research studies on sector financing	ActionAid Pakistan has begun work on Budget Advocacy in other sectors Academia willing to support work on financial analysis
	Unavailable analytical data on sector Financing in WASH				
	Under spending of allocated budget in general, overspending and overdevelopment of infrastructure in some areas and abandoned and dysfunctional schemes in others. Though funds may flow smoothly, prioritization of schemes and quality of work may be questionable	3.2 Weak trust and cooperation between key partners		Build trust between partners through technical and social guidance	WAP partners and other CSOs
	WaterAid supports local partners to develop demonstration models.				
	Build partners capacity on budget analysis, tracking & advocacy to engage with relevant service providers				

³⁶ Traffic lights indicate at a glance the severity of each sector blockage: Green = minor constraint; Orange = significant constraint; Red = major constraint

Sector Building Blocks	Sector and Sub-Sector Analysis (water, sanitation, hygiene)	Identification of Sector Blockages (in order of magnitude)	Rank ³⁶	WaterAid Opportunities for Influence (policy and practice) (definition of strategic objectives)	Strategic Links to other agencies
	Lack of financial sustainability of WASH services	3.3 Insufficient cost recovery due to weak participation of beneficiary communities especially women and vulnerable groups. Criteria for component sharing not being followed.		Demonstrate effective cost recovery based on service delivery models developed with community participation	
4. Institutional arrangements and capacity Ministry of Environment – the focal point for national policies, plans and programs for WATSAN is receptive to input and support WAP's partner – OPP, works closely with government by providing technical support, while others such as IRSP help in building capacity Separate (uncoordinated) entities established in provinces to address WASH issues <i>(details in Sector Review and Appendix 3, section 3.6 under "Institutional Arrangements and capacity")</i>	Roles of various partners need to be clearly understood. Identification, budgeting, designing, building and operating WATSAN services done by different government departments with little interaction and consultation, leading to significant number of dysfunctional and abandoned schemes	4.1 Lack of capacity in government departments to coordinate with other agencies, mobilize communities, and spend financial resources		Initiate and support capacity building interventions	WSP , Plan Int., district govts.,
	Unavailability of Master Plans in Large Cities and Towns	4.2 Specific WASH training institutions do not exist at all levels in the Govt.		Support govt. by linking it to WAP partners to develop master plans etc. thru mapping and build their capacities	Some WAP partners like OPP-RTI and Mauwin
	Government & NGOs committed to MDGs, Water and sanitation for All and Internal-external development model for provision of water and sanitation. Government and NGOs complement each other and can create space to work together for improving WATSAN indicators Very few govt. depts.. consult communities in planning WASH activities	4.3 Mechanisms for local participation not followed Ineffective guidelines – mobilization done thru notification but not thru process		Develop the capacity of Government agencies for community mobilization Continued support for government planning processes	WAP links government agencies with Support Organizations Promoting internal external development model through local partner organizations
				Support partners and other CS players through training	
5. Performance monitoring and accountability Standards, environmental Courts, Committees and Ordinances <i>(details in Sector Review and Appendix 3, section 3.7 under "Performance monitoring and accountability")</i>	Various oversights, monitoring and reporting mechanisms have been created at National, Provincial and District level but there is no common MIS, but planning for one is underway	5.1 No Action Plans, indicators, and MIS in place		Activating and engaging government agencies at various levels to improve planning, monitoring and reporting	UNICEF, WSP and Civil Society partners like RSPN, PLAN, FANSA to influence government agencies
	Existing mechanisms have limited capacity and due to narrow base of organized communities, reported information cannot be verified, questioned, analysed and used for government accountability on a wide scale	5.2 Lack of participation by national NGOs and communities in monitoring, reporting and performance assessment		Building trust between government agencies and CBOs for joint monitoring	Support Organizations to enhance capacity of various government agencies for participatory monitoring

D) Stakeholder analysis

Key stakeholders in the WASH sector are government, local communities, donors and international and national NGOs. The federal ministry of environment is responsible for preparing the national policy framework and plan of action. Provincial ministries of local governments are responsible for preparing provincial strategies and plans of action, provincial planning and development departments are responsible for financial coordination and budget allocations and provincial PHEDs are responsible for constructing physical infrastructure. Provision of service delivery is the core function of WASAs in big cities and of tehsil/ taluka/ town municipal administrations (TMAs) in small and rural areas.

Though national and provincial policies and plans call for community participation at all levels, WASAs and TMAs have limited capacity to engage local communities in identification of schemes, preparation of low cost solutions for development, operation and maintenance of WATSAN services and paying service charges or taking over O&M responsibilities. As a result, a large number of donor assisted schemes in the sector have been abandoned. Effective community mobilization by government depends on the scale of effective CBOs active in the WASH sector. Maturity, effectiveness and scale of operation of CBOs in turn depend on the existence and outreach of support organizations. WAP can strengthen the role of CBOs with the help of leading support organizations like OPP, URC, IRSP and RSPN to enhance its impact (details in Appendix 3).

Donors provide financial assistance to the government and NGOs; support research and advocacy on policy frameworks, establish quality standards and regulatory mechanisms in the WASH sector and provide technical support and guidance to government and CSO. WASH indicators are much lower than the sector potential because sector players are not playing their parts effectively. This calls for a strategy to bring these partners together and engage them through demonstration and evidence for optimal use of their human, financial and technical resources. Component sharing approach for improving WASH indicators on the basis of partnership building between right holders and duty bearers offers the most effective way of building on the strengths of all these partners for better sector performance.

Pakistan civil society has recently faced many challenges, but despite these it has met with tremendous success. The recent lawyer's movement and the role media played was instrumental in bringing about the restoration of the Chief Justice and supporting basic rule of law in the country. This movement created social and constitutional awareness among the general public, and also contributed towards creating a favourable environment for CSO. This has opened the doors for pushing the human rights agenda including access to basic WASH services.

During this CS period, WAP will develop multi-stakeholder partnerships with sector stakeholders including the GoP (Ministry of Environment, Ministries/Departments of Health and Education, Pakistan Council for Research in Water Resources, Provincial WATSAN cells, PHED, P&D Department, WASAs etc.) UN institutions & INGOs (WSP, UNICEF, WHO, UN Habitat, USAID, Plan International, ActionAid, DFID, EC), CSO & networks (Rural Support Programme Network, Pakistan Institute for Environment-Development Action Research), media community and academia (COMSATS, Lahore University of Management Sciences, University of Engineering & Technology Lahore, Sindh Agriculture University, Mehran University of Engineering and Technology etc.).

E) 'SWOT' analysis (Strengths, Weaknesses, Opportunities and Threats)

Based on input from WAP staff, consultations with government stakeholders and key civil society players, the following points emerged:

Strengths and weaknesses

Government agencies responsible for development of infrastructure, service delivery and operation and maintenance of WATSAN services have significant human and financial resources and regulatory mechanisms at their disposal to undertake large scale investments in this sector. However, their limited

institutional coordination and limited capacity to build partnerships and engage communities has resulted in ineffective use of budgetary resources and poor implementation of government policies (Appendix 3).

NGOs including CBOs and SOs have social mobilization expertise, trust of local communities, community level technical knowledge and grassroots level networks. WAP partners actively involved in pushing the national WASH policies forward and successful models by WAP partners on SWM and RWH were all seen as strengths. However, it was acknowledged that resources at their disposal and scale of their outreach was extremely limited in comparison to that of the government, hence it was suggested that they should expand their work by influencing the government through field demonstrations, building infrastructure and deliver services under the component sharing development model on a large scale.

In the presence of a democratic parliamentary government, adopting RBA can be relatively easier and less risky. However, in the wake of Pakistan's involvement in the on going war on terror, development funds have been massively cut and spent on maintaining peace and security in troubled areas. In addition to these, the country is facing a severe energy crisis, food shortage, water scarcity and unprecedented inflation giving rise to social unrest and economic uncertainty.

WAP has gained recognition as a key WASH player at policy level, and has taken the lead in pushing the SACOSAN agenda and budget advocacy. It enjoys the confidence of the government at various levels and has extensive outreach through its partners, who are active in implementing the component sharing model and replicating other innovative models. WAP's YJFP has generated sufficient interest among other sector players. WAP's value addition was seen in its external linkages and ability to bring regional and international expertise to enhance the capacity of all its partners. However, keeping in view the limited partners capacity shift from service delivery mode to RBA would be challenging and require internalization of the approach and capacity building of the WAP staff and partners

Opportunities and threats

Ineffective management of resources by government provides a great opportunity for WA to support the RBA by its partners to work for effective use of resources. (details in Appendix 3, section 3.8 "Why RBA Approach"). Successful RBA initiatives in Pakistan have been able to influence the functioning of government due to common goals and complimentary of means. Government and NGOs share a commitment to MDGs, water and sanitation for all and the component sharing development model for provision of water and sanitation. They complement each other's resources because the government depends on regulatory mechanisms and NGOs bring in participatory mechanisms for improving service delivery. Success of this approach depends on the capacity of WAP's partners to demonstrate their success and engage government departments. Limited capacity of WAP partners and lack of systematic support and guidance to them through SOs constitute the single most important threat to scale up WAP's work in collaboration with the government. Some additional threats that may affect WAP & its partners include religious extremism, ethnic conflicts, intolerant behaviors, natural & man-made calamities and on-going war on terror.

During the WAP partners directors meet issues identified as priority were:

- Lack of external sewerage and main trunk lines in both urban and rural periphery
- Poor water quality & non-functional water supply schemes
- Lack of ownership of NSP at TMA & lower tiers of the government
- Lack of proper solid waste collection & disposal systems
- Lack of public awareness on hygiene issues
- Violations of WASH/property rights of sanitary workers and inhabitants of Katchi Abadis

Country programme strategic objectives and indicators

WA Global Aims	WAP CSP – Strategic Objectives	Success Indicators	Strategic Performance Indicators	
<p>Aim 1</p> <p>We will promote and secure poor people's rights and access to safe water, improved hygiene and sanitation.</p>	<p>A1/1: Support partners to organize and mobilize poor & marginalized people to broaden their institutional base in order to realize WASH rights</p>	<p>A1/1.1: <i>XX (#) WASH initiatives will be successfully completed by WAP partners</i></p>	<p>Cumulative number of people practising safe hygiene</p> <p>Cumulative number of people using a functional and protected water source as per WAP water quality guidelines</p> <p>Cumulative number of people linked to an affordable and functional sanitation / treatment facility</p> <p>Women in XX(#) of WAP areas of operation enabled to deal with menstrual hygiene issues safely and with dignity</p>	
		<p>A1/1.2: <i>XX(#) poor people and civil society organizations will actively claim WASH rights</i></p>	<p>XX(#) community organizations with representation of youth, women, poor and marginalized people, formed and involved in partners WASH decisions in X (#) project areas</p> <p>Work expanded to include sanitary workers and religious minorities</p> <p>XX(#) of community organizations received funds/ schemes related to improved WASH facilities for their respective villages</p> <p>Evidence of citizen's participation in WASH related decisions at all government levels</p> <p>Evidence of improved capacity of local organizations to participate and influence decision making related to WASH</p> <p>Community members from socially excluded groups will participate in the designing, implementing and monitoring of WASH solutions</p>	
		<p>A1/1.3: <i>XX (#) population in WAP areas are aware and practicing safe hygiene</i></p>	<p>Environment in CLTS target areas free from fecal matter</p> <p>XX % of the population in the target areas washing their hands with soap or ash after contact with fecal matter and before handling food</p>	
		<p>A1/2: Support partners to develop and promote affordable, sustainable WASH solutions</p>	<p>A1/2.1: <i>XX(#) WASH solutions will be identified and tested in WAP areas of operation for adoption and replication</i></p>	<p>Affordable solutions for waste water treatment (sewage treatment plants –STPs) adapted in 5 villages in all 3 WAP programme areas of operation (2+2+1)</p> <p>RWH scaled up in Sindh in X(#) arid villages by local government</p> <p>Local methods of RWH and Water conservation identified in X(#) Punjab and 5 NWFP programs</p> <p>Design of affordable solutions supported by academia</p> <p>Community managed SWM model replicated in five UCs through local government support</p>
			<p>A1/2.2: <i>Communities in WAP areas of operation will be using appropriate WASH solutions more effectively</i></p>	<p>XX(#) Solid Waste Management projects effectively being implemented by community</p> <p>Sewage Treatment Plants (STPs) constructed, used and managed by communities in 50 villages (20+20+10)</p> <p>Nadi/bio-sand filters used by XX(#) households to curb negative health impacts of unsafe drinking water</p> <ul style="list-style-type: none"> • 20% population in four settlements of Lahore and 9000 people of two villages in TTS • XX(#) in Sindh <p>Improved roof top RWH and household level water fetching options adopted by communities of 20 villages of arid region of Sindh</p>

<p>Aim 2</p> <p>We will support governments and service providers in developing their capacity to deliver safe water, improved hygiene and sanitation</p>	<p>A2/1: Support government and service providers to deliver participatory WASH programmes</p>	<p>A2/1.1: Enhanced capacity of local government institutions will result in improved WASH coverage in WAP areas of operation</p>	<p>Staff of 20 TMAs proficient in mapping and documentation processes related to WASH projects</p> <p>Master plans being used by TMAs in 3 districts of Punjab, Sindh and NWFP</p>	
		<p>A2/1.2: XX(#s) TMAs will involve local communities in planning and implementation of WASH projects</p>	<p>TMAs (staff) understand and employ participatory approaches in TMAs in 3 districts of Punjab, Sindh and NWFP</p> <p>Increased number of knowledge products, tools and events designed and shared with government and service providers by WAP</p> <p>Increase in acquired number of knowledge products, tools and facilities from government and service providers being shared with key partners</p>	
		<p>A2/1.3: WAP will support XX(#) local governments and CSOs to implement WASH solutions</p>	<p>Information related to XX(#) tested WASH solutions shared amongst various government departments for scaling up</p> <p>Government staff visit project areas to learn about tested WASH solutions</p>	
			<p>XX(#) scaled up WASH solutions in WAPs 3 programme areas by local government</p> <p>Technical core group fully functional in Punjab</p>	
		<p>A2/2: Call for improved sector governance and support effective sector monitoring to lead to improved performance and results</p>	<p>A2/2.1: Research findings and improved statistics will address data consistency issues and facilitate effective decision making</p>	<p>WASH data reconciliation as a result of WAP's support to government institutions</p> <p>XX(#) Local governments use agreed performance monitoring indicators and data collection tools</p> <p>Two research studies conducted on emanating WASH issues.</p>
			<p>A2/2.2: WAP will contribute to the number of joint campaigns carried out by the WASH alliance to influence govt. to resolve the emerging issues related to WASH</p>	<p>Two joint campaigns on emerging issues of water and sanitation launched, involving WASH alliances, networks and partners</p>
	<p>A2/2.3: WAP's input will contribute towards the number of government commitments monitored, reported and fulfilled (SACOSAN, MDGs and National WASH policies)</p>		<p>Evidence of WAP's engagement with strategic alliance partners such as WSP, UNICEF and national level WASH platforms such as CLTS core group, PACOSAN and WASH donors coordination group</p> <p>An independent CSOs alliance is active and monitoring government commitments</p>	
	<p>A2/3: Influence and support government to prioritize WASH and implement existing policies</p>	<p>A2/3.1: XX(#) SACOSAN commitments will be integrated into the national plan of action and other programmes</p>	<p>Documented evidence of commitments not being met highlighted through media stories by WAP media fellows</p> <p>Traffic lights paper periodically updated tracking SACOSAN commitments</p>	
		<p>A2/3.2: WASH allocations of X(#) district government budgets will be utilized more efficiently</p>	<p>Annual budget tracking reports of selected districts and TMAs produced by 5 WAP partners</p> <p>Strengthened capacity of X(#) partner organizations on budget advocacy through development of a budget advocacy primer</p> <p>Improved and efficient utilization of WASH allocations in X(#) district budgets</p>	
		<p>A2/3.3: WAP partners will have influenced government departments to act on a number of pending actions necessary for WASH related policy implementation</p>	<p>Provincial WASH strategies and action plans developed and approved</p> <p>District level water quality labs established</p>	

		A2/3.4 Provincial and federal government will have comprehensive action plans in place for the implementation of Water and Sanitation policies	XX(#) people, especially marginalized groups gain access to water and sanitation after implementation of action plans due to WAPs influencing work XX(#) TMAs and district governments facilitated to develop action plans XX(#) WAP partners and communities involved in preparation of provincial action plans
Aim 3 We will advocate for the essential role of safe water, improved hygiene and sanitation in human development	A3/1: Promote and advocate for WASH to be integrated into health education and media in the urban context	A3/1.1: % of SMC funds in 5 districts will be effectively utilized to improve WASH facilities in schools	XX(#) school WASH facilities improved XX(#) schools integrate WASH messages in their regular syllabus XX(#) pupil benefited from improved WASH practices
		A3/1.2: WASH reflected in X(#) government Health programmes	5 District health plans reflect WASH activities e.g. Improving hospital sanitation and hygiene, ensuring water quality standards Hygiene Component strengthened by providing training and educational material to LHWs
		A3/1.3: Higher political commitment will be reflected through the integration of WASH in National Plans	Integration of WASH in Planning Commission's and Planning & Development Department's short and long term plans Increased number of research papers produced by students / academia on WASH issues
		A3/1.4: XX(#) INGOs engaged in poverty reduction and women empowerment will have included WASH in their programmes	XX(#) lobbying events carried out with INGOs Evidence of number of papers having WASH on their agenda, produced by INGOs to influence the poverty discourse
		A3/1.5: XX(#) journalists will be contributing to highlight WASH issues in the media	Newspaper space given to WASH issues increased through WAP YJMF in media Increased number of government actions taken on WAP YJMF stories Media highlight public demand for improved WASH services
Aim 4 We will further develop as an effective global organisation recognised as a leader in our field and for living our values	A4/1: Establish WaterAid's profile in Pakistan as a leading WASH organization	A4/1.1: Sufficient resources (financial and human) will be available	Diversified income sources explored from external donors Understanding and professionalism of WAP staff improved and recognized by sector players Increased number of invitations seeking WAP staff as resource persons at WASH events Increased number of consultations sought by government of WAP Increased implementation of innovative ideas learned from WAUK and other WA Country Programmes in the Region.
		A4/1.2: WAP staff will be recognized as experts in the sector	
	A4/2: Develop effective systems for learning, accountability and transparency	A4/2.1: Improved performance results evident through WA global surveys and internal audit reports	Improved technological facilities at work Improved monitoring mechanism in place Evidence of reciprocal integration between programme and advocacy Evidence of a transparent HR system Improved systems of information sharing within WAP and with partners evident Lessons learned from region promoted and adopted locally

	<p>A4/3: Invest and develop a diverse team, wherein each one contributes towards maximizing WAPs impact</p>	<p>A4/3.1: WAP will develop a team comprising of people from mixed backgrounds to enrich learnings.</p>	<p>Male – female ratio within WAP team improved; partners also encouraged to do the same</p>
			<p>Increased number of staff from different ethnic / religious backgrounds engaged /recruited</p>
			<p>Leadership skills enhanced with special focus on female staff.</p>
		<p>A4/3.2: WAP staff will practice and demonstrate cultural tolerance towards each other allowing them to grow as a sensitive and mature team.</p>	<p>Improved gender and cultural sensitivity demonstrated by all WAP staff</p>
			<p>Evidence of feedback being used to improve self</p>
			<p>Evidence of improved technical skills and leadership qualities.</p>
			<p>Personal safety and work life balance demonstrated.</p>
		<p>A4/3.3: Develop and improve staff capacity, technical and leadership roles building for a healthy staff and environment</p>	

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Human Resources

In order to incorporate the changes in the new global strategy and subsequently the changes in this CSP; WAP will need to acquire some skills that were not previously envisaged. As the programme expands, and monitoring improves in line with the new PM&E systems, programme officers will be required in the field, and managers will be more involved in capacity building of partners and government staff.

It is proposed that the team be increased from twelve (as of 2009-2010) to nineteen (as of 2014-15). The seven members proposed addition will be as follows:

Year 1 (2010-2011) Q1:	Coordinator - Fundraising	1
Year 2 (2011-2012) Q1:	Programme Officer – Equity & Inclusion	1
Q2:	Programme Officer – PM&E	1
Year 3 (2012-2013) Q1:	Programme Officer – Punjab and Sindh	1
Year 4 (2013-2014) Q2:	Programme Officer – National (P&A)	1
Q3:	Programme Officer – Finance	1
Year 5 (2014-2015) Q1:	Programme Officer – Sindh	1

During this period WAP will also develop an Internship programme, through which programme managers will be able to access short term assistance in web research, documentation etc.

The figure below indicates the proposed staffing structure:

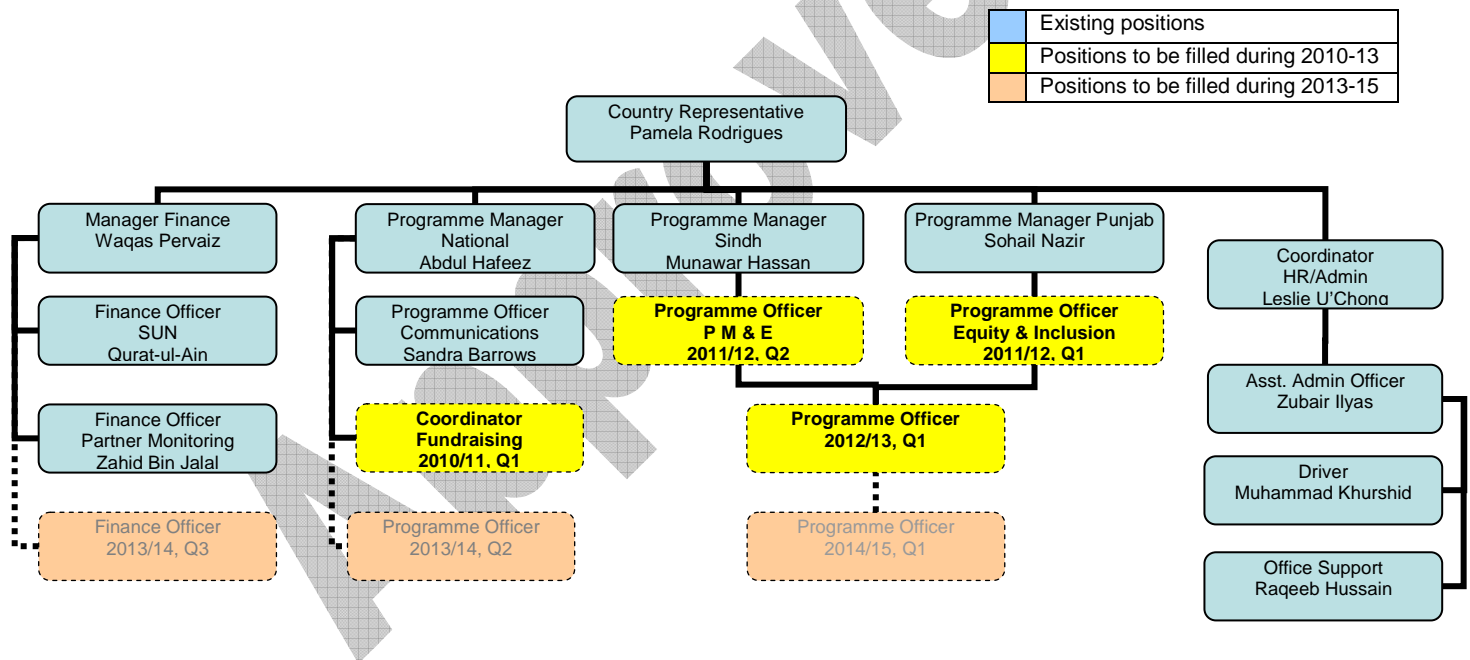


Figure 3: Organogram - WaterAid Pakistan Country Office

Human Resource Planning

As per WAP's SMT requirement, HR has analyzed the demand for staff required during the new CS period, in conjunction with work processes defined in the CSP and MPB documents. Staff will be brought on board as per the requirement of the team, and availability of resources, through transparent and accountable screening and selection processes. In practice all aspects of equity and diversity, including the male-female ratio in the office will be taken into consideration to ensure a conducive working environment.

WAP is in the process of launching an internship and volunteer program through development of proper objectives and ToRs. This programme will aim at reaching out to students and academia in order to highlight WASH issues.

Communication, Team Building, Leadership and Management

As WAP has already embarked on developing a robust appraisal system amongst its staff by initiating the 360 degree feedback process, it will work on further refining it during this CSP period. WAP will also focus on developing its IT communication network by updating hardware and systems to cope with the increased demand from WA’s communications and finance departments.

Leadership, management and other technical trainings, that will enhance the way WAP operates, are being identified and explored, and comprehensive programs will be chalked out for each individual’s needs. These will all contribute towards WA’s global aim 4, and WAP’s corresponding objectives.

Pay and Reward

WAP will conduct a salary review as per HR policy during this period. It is suggested that WAP HR be involved to a greater extent in carrying out this review than the previous one conducted. He will coordinate with similar organizations in the country and refine all Job Descriptions to ensure a fair comparison.

Health, Safety and Well-being

All WAP staff are insured as per HR policies (health, travel, life), and coverage for critical illnesses is being explored by WA. WAP has also enrolled all staff into the Employees Old Age Benefit system that will render them eligible to pension after 10 years of membership. HR will continue to play an active role in the security forums, which have proved useful in providing timely security updates.

Capacity building of WA partner staff

WAP has encouraged its partners to develop systems of their own and has conducted sessions on developing HR manuals; improving finance and accounting systems and report writing, however, due to high staff turnover these sessions will need to be repeated at regular intervals. For the same reasons, sessions on community mobilization including participatory approaches and examining low cost options (technical) will also be repeated. Once SO begin playing their role as envisaged in the new CS, some of these trainings will be carried out by the SO’s. Partners will be supported in further developing their documentation and policies as and when required.

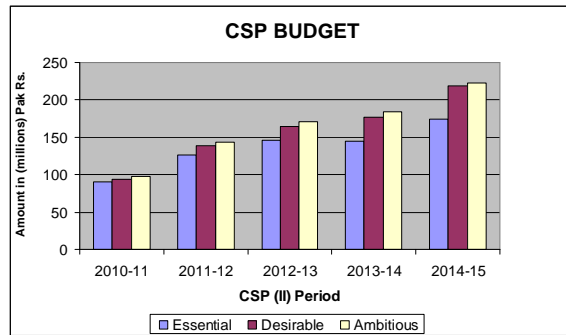
In line with WA’s global strategy WAP will conduct trainings on E&I, RBA, water quality monitoring and budget tracking for staff as well as partners.

Besides these mentioned above, WAP will share information on policies and how these are implemented on a regular basis with all partners and other interested stakeholders.

Financial resources

5 Years Budget Projection (Amounts Million Pak Rupees)

Financial Plan	Projected (in millions)					TOTAL
	2010-11	2011-12	2012-13	2013-14	2014-15	
Essential	90	126	146	145	174	681
Desirable	94	138	165	177	219	793
Ambitious	98	143	171	184	223	819



- **New partners / projects**

Shifts in the country strategy in accordance with what the new aims of the global strategy bring; such as the need to mobilize resources, RBA / E&I, more effective monitoring and evaluation, improved technology for low cost and appropriate WASH solutions etc. WAP will need to engage a new set of partners and professionals with more expertise, than it currently has in its team. During this CS period new partnerships will be explored to achieve greater impact.

- **Expansion in WAP activities**

WAP along with its regular activities will also explore new geographic and thematic areas of work as highlighted in the situation analysis like equity and inclusion and climate change. WAP will also widen its partnership base to include academia, health, education and R&D players.

- **Hiring of new staff**

It is proposed that staff strength be increased from 12 to 19 during this CS period as indicated in HR section, especially as WAP seeks more contracted income.

- **Contracted funds from EC**

WA has submitted a proposal to EC for funding of a partner - IRSP in Mardan, Khyber-Pakhtunkhwa. The concept note has been accepted by the EC, and once the contract is signed IRSP will receive funding for a period of 3 years on a grant matching basis (expected April 2010). EC will pay 75% of the total project and WA will provide the remaining 25%. Total cost of this project is €749,982.

- **Envisaging more contracted / donor funds along with unrestricted funds**

Along with the above mentioned EC funding, WAP will also begin fundraising activities to attract funds from bilateral and international donors for the WASH sector in Pakistan.

Risk management

During the risk management planning process, the following risks and actions were discussed. These risks are divided mainly into two broad categories:

Internal risks

These mostly cover risks related to strategic, operational, program, financial, legal compliance and regulations, which can be mitigated through alternate plans and regular situation analysis. Strategic risks include key shifts from WA's new global strategy 2010/15, inconsistent ownership of WAP's CS, change in focus of existing partners (program / geographical); risks that may take the entire programme off track.

Operation risks include non compliance with WAP's systems (finance, communications, HR, IT, water quality, fundraising, PM&E, etc), staff security & protection, inefficient management of contract funding and staff turnover. These risks cause hindrances initially and if not addressed later turn into major problems.

Financial risks include non compliance with WA's accounts & financial standards and guidelines, loss of cash/ embezzlement / fraud, non compliance with audit observations, improper utilization of funds by partners, non compliance with WAUK and donor reporting requirements, loss of assets or property, legal

compliance and regulatory risks includes MoU with Economic Affairs Division, Govt. of Pakistan revoked, non-compliance of taxation rules set by the Federal Board of Revenue.

Program related risks include non achievement of targets and plans, and WAP being publically criticized by disgruntled partners.

External risks

The team identified the following as external risks - political instability, break down in law & order situation including terrorist strikes and bomb blasts, economic instability, reduction in development expenditure by the government, major earthquakes, floods, drought, energy crisis, tsunami, change in donor priorities / funding environment, change in Govt. systems and policies which may impact the sector and approaches used by WA (RBA, E&I, etc). It is difficult to completely tackle these external risks but some alternate plans were discussed to reduce the impact of these risks on WAP.

The CR together with the SMT will be working together with support from the regional desk to regularly identify, review, and develop mitigation strategies. For a detailed risk management plan including the current controls, likelihood of occurrence of these risks and plan of action to handle these risks please refer to Appendix 4.

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Monitoring and evaluation framework

A detailed monitoring and evaluation framework is developed wherein WAP will adopt the following monitoring, evaluation & learning mechanisms, along with proposed schedules. The expected outputs, exact dates can only be finalized closer to the event and in consultation with partners.

No.	M & E; Learning Mechanisms	Purpose	How to do	When to do	Who will be responsible	Output
1	Annual Review of Country Programme for Annual Report	<ul style="list-style-type: none"> a. Measure progress against indicators set for each strategic objective in the MPB b. Feed findings into annual report c. Verify beneficiary/ user numbers set in partner plans/ programme plans/ MPB 	<ul style="list-style-type: none"> a. Review conducted to be based on partners' quarterly reports, staff's quarterly visit findings, and MPB b. Duration max 10 working days. c. Planned by SMT 	<ul style="list-style-type: none"> a. Q4 (without delay) 	<ul style="list-style-type: none"> a. SMT 	<ul style="list-style-type: none"> a. Crisp 10-15 page (max) annual review doc. with critical analysis of the progress of country programme against core indicators. b. Detailed account of achievements, success stories and failures during the yr. c. Financial mgt. details
2	Midterm Review (MTR) of CSP	<ul style="list-style-type: none"> a. Measure and review achievements of CSP objectives half way down the road against total CSP span (5 years). b. Review effectiveness of CSP indicators and revise if needed 	<ul style="list-style-type: none"> a. Team will comprise of 2 ext. & 1 int. member b. ToRs prepared by CR in consultation with SMT and shared with head of programme effectiveness unit c. Duration max. 15 working days. d. Extra days added with consent of CR & HoR 	<ul style="list-style-type: none"> a. After 2½ years of CSP's launch. b. Exact time agreed to by CR & HoR 	<ul style="list-style-type: none"> a. SMT led by CR b. Regional head of programme effectiveness unit 	<ul style="list-style-type: none"> a. 10-15 pg review report with in-depth assessment of CSP objs. and indicators b. Clear recommendations for changes in approach, strategic choices, resources, monitoring methods, organizational capacity etc. for the subsequent years.
3	Extensive Evaluation of Country Programme	<ul style="list-style-type: none"> a. High level assessment of Country Strategic Plan (CSP), evaluating its efficiency, effectiveness and relevance to its contribution in I) Increased access of poor to WASH services & rights, II) Impact on national WASH policies & III) WASH sector capacity b. Recommend improvements based on findings of CSP period achievements 	<ul style="list-style-type: none"> a. Five member team comprising of: <ul style="list-style-type: none"> b. One leading evaluator preferably from WASH sector c. One programme advisor from Asia Region d. One HR/Admin specialist e. One Finance Advisor f. One M&E Coordinator of CP g. ToRs prepared by SMT of CP three months in advance of evaluation and shared with heads of Asia Region and Programme Effectiveness Unit for feedback h. Duration max. 21 working days. 	<ul style="list-style-type: none"> a. After fourth year of CSP launch to feed findings to next CSP b. Q2 Y5 of CSP launch. However, may be carried out earlier depending on the situation of CP and programmatic preferences of the SMT 	<ul style="list-style-type: none"> a. SMT b. Regional head of programme effectiveness unit will assist in coordination c. HoR will give final go ahead 	<ul style="list-style-type: none"> a. 15-20 pages in depth evaluation report with critical account of strategic interventions of past CSP. b. Highlight key learnings from ending CSP c. Propose future potential areas of work d. Recommend potential arenas of improvements from programmatic, financial and organizational perspective.
4	Partners Monitoring	<ul style="list-style-type: none"> a. Monitor and review partners' work progress periodically b. Provide strategic guidance to partners in bringing effectiveness and depth to their work c. Maintain link between country's strategic vision and partners' grassroots level interventions 	<ul style="list-style-type: none"> a. Programme managers will monitor the partners physically 3X a year. b. Monitoring will be based on partners' quarterly reports c. Programme manager prepares check list to ensure completeness of monitoring process d. Duration min. two working days per partner including field visits to communities 	<ul style="list-style-type: none"> a. End July, Nov and March b. Number of monitoring visits will depend on workload of prog. mgr., level of support required by partner and requirement of the programme like six-monthly review etc. 	<ul style="list-style-type: none"> a. Programme managers of respective prog. b. CR to ensure frequency and effectiveness of monitoring 	<ul style="list-style-type: none"> a. Crisp monitoring report as per format developed by M&E focal person and agreed upon by SMT b. Programme effectiveness at grassroots levels c. Bridging the gap between partners/ communities and WAP team d. Timely support & strategic guidance to partners e. Identification of gaps in partners work and rapid measures for improvement

No.	M & E; Learning Mechanisms	Purpose	How to do	When to do	Who will be responsible	Output
				c. Missing any monitoring visit to be discussed with CR in advance and decided mutually		
5	Six Monthly Review of Annual Plan	<ul style="list-style-type: none"> a. Identify necessary changes to country's annual plan both programmatically and financially b. Keep the country programme focus aligned as envisaged at the time of planning c. Help partners track progress at mid year against Work Plan 	<ul style="list-style-type: none"> a. Review project, programme and MPB in team and individually by programme managers b. Re-check with partners (in case of changes in project plans) by visiting, or through emails/ phone c. Highlighting changes in plan and share with regional team for approval 	a. Early Oct	a. Respective Managers and CR (as the case may be)	a. A well reviewed plan (Project, Programme or MPB) with changes highlighted
6	Annual Planning Process	<ul style="list-style-type: none"> a. To plan and budget the next year's activities b. To determine specific objectives and their indicators for the assessment of WAP's work c. To ensure efficiency and timely compliance of the programme interventions d. To align WAP's work with changing needs of the communities and to respond to emerging issues 	<ul style="list-style-type: none"> a. SMT defines course of planning at CP level with suggestions from region (if any) b. Programme Plans (MPBs) will be based on the change objectives set in proj. plans c. The CP MPB reflects objectives of each programme d. Programme mgrs. review their partners Proj.Plans and submit to CR for approval e. Programme Plans reviewed and approved by CR 	<ul style="list-style-type: none"> a. Process to prepare partner proj.plans for MPBs will begin in Nov. b. MPB of the CP sent to region in February for approval 	a. SMT	<ul style="list-style-type: none"> a. Well defined multi year plan & budget (MPB), programme plans and project plans with clear objectives of change and relevant indicators to design future interventions in alignment with CSP b. An opportunity to review past work and to plan for future with clearer vision and objectives c. Prioritization of issues and interventions to avoid overlaps and mismanagement of resources
7	Monitoring & Support for Donor Funded Project	<ul style="list-style-type: none"> a. To ensure timely accomplishment of output based activities of the project. b. To keep the project mainstreamed within the overall CP c. To fulfill donor requirements for monitoring & support (if any) 	<ul style="list-style-type: none"> a. The relevant prog. mgr (for the initial years of the CSP period) or the M&E officer will be responsible to monitor the donor funded projects b. If a specific monitoring requirement of the projects is received from the donor, it will be followed; if not, then WAP will use its own M&E tools for monitoring the project c. Period of field visits and mode of reports to be reviewed will decided by SMT as per nature, scope and mandate of the project d. Monitoring reports will be shared quarterly (if possible) with SMT for feedback 	<ul style="list-style-type: none"> a. The monitoring mechanism, and timeframe will be decided as soon as donor funded project is launched. b. It will be ensured through project monitoring that the partner gets support in due time (when they need it) 	<ul style="list-style-type: none"> a. Project coordinator b. Relevant programme manager c. CR 	<ul style="list-style-type: none"> a. Project outputs are achieved in time and targets are met as per donor requirements b. Better documentation of the project activities and achievements c. Possible realignment or review of the project objectives if the monitoring results so suggest . d. Due to involvement of relevant PM & SMT in reviewing the progress it will remain mainstreamed with the CP

APPENDICES

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CS planning process

The process began in August 2009, where prior to the Asia RMT (Sept.) the WAP SMT attended a brief presentation on the salient features/ changes in the International Strategy. Based on current work plans and other commitments of senior staff, it was decided that a consultant be engaged to help in the development of WAP's CSP. The CR and Asia Region Advocacy Advisor met with the Consultant to discuss the brief, and material and other guiding documents were handed over. The Consultant prepared an outline based on his understanding of the process, which was shared with the SMT. Another meeting was held in which the WAP SMT clarified points and voiced their areas of concern related to the process and some gaps in the previous CSP. This helped ensure that the Consultant and WAP team were on the same track. Based on the agreed outline of the process the consultant started a review of key documents for situation, sector and financial analysis. The consultant also participated and interacted with WAP partners for three days at the WAP Partner's Director's Meeting (28th Sept – 1st Oct).

The following questions were put forward to all partners, in order that responses feed into the Situational Analysis:

- 1) List what you think are the 3 main WASH related issues that affect poor people most in your area of operation. You may categorize them into Internal or External issues.
- 2) What major interventions do you plan on continuing with or introducing to address these issues?
- 3) By March 2011, what milestones would you set to achieve the above targets?
- 4) Since we last met at the Director's meeting in Sept. 2008, what would you consider to be your 2 key achievements? Indicate the challenges you faced and these were overcome
- 5) Identify specific areas of support (other than Rs.) required from WAP.

Taking advantage of this meeting, the consultant conducted a SWOT analysis with WAP and its partners.

A parallel process of reflection, discussion and documentation was started by WAP's SMT, consisting of 2 steps as follows:

Step 1: Self assessment, tailoring the process and planning.

Some members of the SMT met to discuss the way forward, and compared WAP's CSP(I) to the International Strategy and identified key areas that would need to be reviewed and rewritten to align CSP(I). The SMT also divided areas of work between themselves, and discussed how and when these would feed into the process. The team met with the consultant to agree on a timeline, identify stakeholders, and plan the overall process.

Step 2: Looking back—reflection over the last strategic period.

During this step WAP's SM met for a one day reflection session to determine the achievements, challenges, key shifts and lessons learned during the last strategic period.

Facts, ideas, and insights helped in conducting analysis of various segments of the context and identifying the options for future course of action to select the most appropriate strategic vision. It culminated in preparation of the first CSP 2010-2015, (0) draft.

During this process the WAP SMT identified some achievements and challenges which were later reinforced by partners during the consultation process

Key Achievements and Challenges over the last strategic period

The team brainstormed and identified the following:

Achievements

- At policy level WAP has gained recognition as a key WASH player and is seen as flexible by other strategic partners.

- A sense of openness and support amongst its NGO partners has increased.
- The reporting and monitoring mechanisms now in place, provide WAP and its partners a tool for transparency and accountability.
- The joint monitoring of finance and programme has proven useful and will be strengthened as the coordination between programme and finance brought clarity and better understanding of how and where resources were being utilized.
- Partnership Agreements given out to most partners based on the team's assessment have introduced an element of stability to the programme.
- The feedback sessions amongst staff during retreats have played a crucial role in improving relations.

Challenges

- Knowledge management and shared learning needs to improve both internally (within WAP) as well as externally (partners and other stakeholders). As part of improved knowledge management inconsistent sector data needs to be analyzed and reconciled, stronger case studies that can capture actual work and impact, need to be developed and capacity of partners in planning and reporting needs to be improved.
- The SMT needs to be aware of WASH integration to promote holistic visioning.
- Managers will need to guide partners to build on activities that support each other, develop focus and involve communities during various stages of planning and monitoring.
- Capacity building initiatives need to be properly assessed and should not be budget driven.
- Engagement with WASH networks needs to improve.
- WAP's overall planning needs to be more realistic keeping in mind work life balance (WLB), security issues, requests from WA UK and personal development.

Key Shifts – what has changed in strategic directions, programme and policy interventions and approaches

CSP(I) has put emphasis on developing systems, assessing existing partners and providing support to partners. Introduction of the new global PM&E system incl. MPB reporting has an impact on how we expect partners to report. PASFs were replaced by Project Plans, which require more detailed information. SUN has brought about changes in the type of reports CP staff can use, as well as how bills are processed and accounts cleared.

Another key shift has been the introduction of sub- programmes (now know as programmes). WAP still has to grapple with how to move to more thematic (sub) programmes by 2012-13. Water and Hygiene was introduced in CSP(I) – a shift from urban sanitation.

The Military operation in Swat led to the IDP issue in Khyber-Pakhtunkhwa. WAP shifted funds to accommodate WASH programme work in IDP camps. Communal violence in Gojra and other similar incidents would require WAP's support in the future as well. Contracted funding (EC) amount applied for was much more than indicated in plans, if this does come through, both WAP and its partner organizations will need to make some serious adjustments. Regional support (secondment) had to be curtailed due to security reasons.

Key Lessons (what will continue and what will be different)

Support to partners will continue and increase in some areas. Due to high level of trust within WAP team, all members were on the same level when it came to dealing with difficult issues, sharing between team must continue. Transparency and Accountability practices must continue as well as be strengthened where weak. Partners must be encouraged to remain focused and reflect on work, without changing direction constantly. Involvement of partner organization staff should increase during planning stages, with a plan to eventually involve community members as well. Promotion of CLTS must be reviewed. It must not be forced on all partners.

WAP should gradually move towards developing thematic plans to replace WAP's existing project plans. More planning should go into developing pilots with focus on how these will be replicated, and linked with relevant governments departments as well as CSO. Other stakeholders should be involved from the start. Feasibility reports should be included in plans that have any element of infrastructure development. Sustainability of each partnership should be worked out and clear cut off points should be identifies. Academia and Research Institutes should be involved in WAP's work.

OPP approach should be integrated with the RBA approach. We should create space for WA UK driven initiatives into WAP plans. WAP will cash in more on the WA brand. Media fellowship programme will continue and expand to other provinces. There is significant space in the existing WASH Policies for carrying out the activities to be continued by WAP. WAP focus during the new strategic period would therefore be on strengthening the capacity of partners support implementation of the Policies.

Step 3: Consultation meetings for input into Situational analysis and sector review (also see Appendix 3)

The three programme managers arranged meetings in their respective programme areas, with government officials, key stakeholders, CSO heads, and partner organizations. Directors of WAP's partner organizations were consulted during the annual director's meeting in Nathiagalli in Oct. 2009. The CS consultations included individual meetings as well as group discussions.

Discussions revolved around WASH coverage, issues, gaps, challenges and sector capacity; and brought a different angle of looking at WASH issues mainly from the implementers' perspective and those involved at the grassroots level in the management of water and sanitation systems. These consultations helped in understanding the planning, development and maintenance process of water and sanitation systems in the provinces and in identifying opportunities where WA could contribute during this CS period.

The SWOT analysis exercise during these consultations also proved extremely useful in obtaining insight on key issues and hidden opportunities that will help WAP make its country strategy more inclusive and contextually relevant.

Punjab: Three rounds of consultations were carried out in Punjab; two in Lahore and one in Multan

Sindh: Three rounds were conducted in Sindh; one in Karachi and two in Hyderabad

National: Three rounds were conducted, one each in Mardan, Peshawar and Islamabad. A separate meeting with the WATSAN cell was held in Mardan, wherein WAP's consultant sought clarity on the role of the WATSAN Cell and their involvement in the preparation/allocation of TMA's or LG department budgets. Details regarding quality standards of water testing and sanitation standards were also sought, members of the WATSAN cell also shared information on the environment impact assessment in new projects.

WAP's consultant facilitated these sessions and over 150 persons were consulted as part of the entire process.

Step 4: Making strategic choices

Based on the information collected during the various meetings, the consultant put together draft 1, and shared it with WAP's SMT. During a 3 day session, the SMT and consultant went through a number of discussions regarding what would go into the document and what was not considered necessary for the direction WAP wanted to take. The team referred to the CSP and debated over what should be carried forward into the CS, to what extent should WAP deviate from its previous objectives, the pros and cons attached to such decisions and how these would contribute to the global aims. The strategic planning tool was useful in helping the team make certain decisions. (see appendix 3, section 3.8 for details)

Step 5 & 6: Developing country programme strategic objectives and indicators

The consultant facilitated a session for the WAP team and initially the team developed 9 objectives and 18 indicators. However, very soon, after receiving the global indicators note and draft strategic performance indicators, the team realized that they were not entirely on track and returned to the drawing board.

Steps 7, 8, 9 & 10: *Planning human resources, financial resources, risk management and developing a M&E framework*

In order to keep to the proposed schedule, work on these three documents were broken down and assigned to three teams. Information was shared, discussions held and draft documents were sent to the consultant, to input into draft 1 of the CSP. These initial drafts were later reviewed and refined as progress was made on the overall CS document (draft 8).

Step 11: *Drafting process and peer review*

The drafting process continued back and forth finally arriving at draft 10 before the team was satisfied to share the document with others for review. Feedback will be sought from a mix of partners, CSO heads, academia, sector specialists and government functionaries within the country. The Asia regional team and country representatives of Bangladesh, India and Nepal will also be requested to feed into this document.

Approved

Projected number of people supported

Projected numbers of people with access to water and sanitation											
		Water					Sanitation				
		Y1	Y2	Y3	Y4	Y5	Y1	Y2	Y3	Y4	Y5
Punjab	Essential	18,730	19,500	19,650	20,000	25,000	15,000	20,000	23,000	15,000	20,000
Sindh	Essential	12,772	12,777	13,062	13,661	14,060	23,083	20,150	17,650	20,568	22,963
National	Essential	-	-	-	15,000	15,000	-	-	-	18,000	18,000
	Desirable	10,000	13,000	12,000	-	-	30,000	48,000	52,000	-	-

Based on the following documents:

- 1) Calculating the Numbers of People with Access to Water and Sanitation in WaterAid Country Programmes - A Discussion Paper, October 2009
- 2) WaterAid Users, Adopters and Beneficiaries, March 2006

Beneficiary definitions: Same as global

3.1 Information for Analysing Stakeholders and Reviewing Sector

3.1.1 Government

Provincial and district government departments

Punjab Local Government Ordinance (PLGO 2001) states thirteen stepped budget making process which if adopted would ensure transparency and accountability to a large extent. In spite of rigorous training imparted to the Local Government officials by Decentralization Support Programme on the new devolved system. The existing budget making process is still practiced as per the traditional pre-devolution system. The interference of politicians and other influential persons are another factor due to which such processes are altered time and again. In Punjab it was found by a WaterAid study that budget rules are followed to a limited extent, stakeholders are not involved, priorities are not fixed according to merit and coordination among concerned parliamentarians and LG Officials are often missing. There are no stated rules to prioritize water and sanitation related schemes. Mismanagement, lack of transparency and corruption has been reported in award of contracts and schemes' implementation. Changes are continuously being made to the system, but the overall situation has remained fairly unchanged. It is expected that new local level elections will take place within the next six months.

PHED which builds infrastructure for drinking water supply and sanitation schemes in all the provinces has developed clear guidelines on community engagement in all the phases of project cycle. Department guidelines clearly state that i) a written request from a group of villagers should be submitted to the concerned Executive Engineer to start a scheme ii) list of technically feasible schemes finalized by PHED in accordance with district wise quota of Planning and Development (P&D) department should be submitted to P&D iii) Community participation process should be carried out by PHED iv) Community willingness to take over Operation and Maintenance (O&M) of the scheme on completion should be assessed³⁷. In practice all these guidelines are violated. Schemes are identified by MNAs and MPAs, feasibilities are prepared by department sub engineers without visiting the field in accordance with the rigid criteria of design issued by PHED and schedule of rates issued by the relevant committee. Cost for (O&M) is worked out without considering to socio economic conditions of the target community. Costing is very high due to implementation by contractor instead of community. Contractor estimates are not based on market research. They prepare estimates on the basis of schedule of rates, then add 30 percent for contractors' premium, increase the amount of work to be done and use sub standard materials.³⁸ Similarly due to inappropriate design operation and maintenance costs are so high that communities cannot pay for O&M and these schemes are abandoned soon after the subsidy for O&M by government is stopped.

Monitoring & Evaluation procedures laid down in the PLGO have not been implemented in their true spirit. Formation of Monitoring Committees and the inclusion of public in the monitoring process are the key processes of PLGO which are not in place. Allocations for WSS sector are low in contrast to other sectors specifically for the rural areas. There is need of sensitizing sector actors to raise voices for increasing allocations. Nevertheless effective utilization of funds is much bigger issue than that of provision of funds. LGs need to concentrate on integrated development to ensure efficiency in the implementation of services. In this regard role master plans or development plan need to be prepared and followed during budget making as well as implementation of services³⁹.

There is a need to devise orientation and capacity building activities to enhance skills and understanding of all concerned with budget development and management. At the same time there is also need for awareness /advocacy campaign at the community level to enable the beneficiaries raise their voice for active involvement in the decision-making process⁴⁰.

³⁷ Government of Sindh, Public Health Engineering Department, Notification October 18, 1997, Karachi

³⁸ Sindh Katchi Abadis Authority Upgradation/Improvement of Katchi Abadis—Department vs. Contractor's Work: A Comparative Study July 2000 pp. 5

³⁹ Budget Analysis of Punjab Final Report WaterAid 2009

⁴⁰ Analysis of Budget District and Mardan and Associated TMAs, By Muhammad Qasim Jan Consultant, WaterAid, Pakistan

In Khyber-Pakhtunkhwa recent conflicts in various parts of the province and the adjoining tribal areas have forced a large number of families to leave their homes, houses and villages and settle in camps established for Internally Displaced Persons or with host communities. This displacement has added to the workload of local councils and municipal entities. Keeping in view the above requirements, the Government of Khyber-Pakhtunkhwa in Local Governments and Rural Development Department, with technical and financial assistance from UNICEF, has decided to create a dedicated WATSAN Cell in the department. The WATSAN Cell shall function in the frame of Annual Work Plan. The Cell shall be positioned to enhance responsiveness of local councils in terms of service delivery for WATSAN activities, including WASH response in emergencies, through developing strategies, preparing action plans, facilitating implementation, capacity building, knowledge management, monitoring and reporting.

In Sindh, citizens, CSOs, media and other relevant stakeholders are not involved in the budgetary and planning process. The district governments do not genuinely practice the standard steps of budget making process as open information, transparency and participation were non prevalent in the processes of annual budgets making. The budgetary analysis depicts a wide margin of expenditures in water and sanitation sectors in favour of urban areas. Hyderabad WASA did not receive any grants directly from provincial government; therefore its annual budget was reported to be in deficit. No mechanism for safe disposal of solid waste and treatment of liquid waste was found in any of the districts. Different monitoring committees were found on paper, but in actual, these committees were defunct indicating the poor quality of civil works. The local governments do not have written visions for development projects/programs which may be one of the reasons why sufficient funds are not allocated by federal and provincial governments to cater to the priority needs of all segments of the districts.

PHE Department gives priority and focus to water and sanitation in rural areas but the nature and number of schemes does not cater to the need for water and sanitation facilities in all the villages. The budgetary versions for different FYs reflect a large amount as under spent and carried forward to the next FY. This shows defective planning before finalizing annual budgets and lesser capacity of different district departments to consume the funds. The non-development expenses each year surmount the development cost as around 82% of the total budget has been spent under salaries and non-salaries' heads, whereas only 18% goes to development sector. When total development budget comes to a small portion of the total budget, the expectation for spending on water and sanitation is blurred.

The budget preparation process needs to be made more participatory by involving public, CSOs, academia, media and other relevant stakeholders. Before working on budget, thorough assessment of priority needs of different geographical segments of the districts needs to be conducted. This will facilitate preparation of rational and realistic budget to cater to the needs of the pro poor on equitable basis. The district governments need to be persuaded to allocate handsome funds in the annual budgets to TMAs for operation and maintenance of sanitation facilities and hire more sanitary staff for effective, regular and proper sanitation in rural areas. The monitoring committees under district TMA administrations need to be formed through a participatory process and made functional with the help of proper technical guidance and support. The participation of communities in these committees needs to be strengthened. WaterAid partner CBOs need to influence District and Tehsil/ Taluka governments through demonstration of their work to encourage people to establish CCBs so that 25% development funds reserved for CCBs should be utilized through them.

WA should also support programmes to build the capacity of the District Government and TMAs on planning and designing of low cost schemes based on component sharing between communities and government authorities. Orientation and skills' development activities for LG staff to understand significance of water and sanitation and the role of stakeholders' participation in setting development priorities may help in effectively addressing the issues of water and sanitation. Advocacy campaigns must be designed at the community level to create demand for active involvement of all stakeholders in the process of budget development and management. This can also include pre-budget seminars where the LG staff, elected officials, community members and other stakeholders could discuss local needs and set a direction for setting development priorities.

3.1.2 Donors and NGOs

Networks, Advisory and Advocacy Organizations

Prominent among key networks, advisory and advocacy organizations are UNICEF, the World Bank, ADB, WSP, WESNet, CDN and RSPN. WSP conducts research and advocacy on policy frameworks, establishment of quality standards and regulatory mechanisms in WASH sector and provides technical support and guidance to government and civil society organizations. WESNet is a broad and active network of government agencies, donors, NGOs and sector experts on sharing learning, knowledge transfer, and advocacy. CDN is a broad based network of OPP partners in urban and rural areas and RSPN a network of rural support programmes in 103 districts of Pakistan. Both these networks are connected to a very large number of CBOs working in WASH sector and provide technical and social guidance to their partners. OPP and RSPs have the distinction of working very closely and effectively in partnership with government department to scale up their innovative programmes demonstrated at community level. Research, documentation, community mobilization, skill development and demonstration for evidence based advocacy are important features of their work in WASH sector.

Support Organizations

Leading Support Organizations like RSPN and OPP believe in holistic perspective to address WASH issues. Their programmes are based on inter-linkages with environment, human development, health and education. They also understand the importance of working on inclusion and equity and consider social mobilization and local knowledge crucial for improvements in WASH sector. Their role is to provide knowledge tools to communities and government. They have done good collaborative work with WA in past as participants of SACOSAN and PACOSAN, as key players in joint advocacy with the Ministry and as members of CLTS group. As Support Organizations they can assist WAP partners in following ways.

- *Build social and technical skills of local organizations:*
These Support Organizations can provide technical guidance to CBOs to develop social organization, undertake technical mapping and learn construction supervision and accounting skills. A crucial skill that the CBOs need to develop in-house over time is the preparation of maps. The process and outcome of the mapping exercise provides these CBOs with essential technical, managerial, advocacy and monitoring tools. These tools help them in building strong partnerships with communities as well as government and improve investment effectiveness in WASH sector.
- *Support organizations with local roots:*
These SOs can guide CBOs picked as partners by WAP to develop their ability to establish dialogue with local government. For this purpose it is important that these organizations regularly documents and reviews their progress, assesses weaknesses and find ways to overcome them.
- *Encourage regular documentation, transparency and financial discipline:*
Over the years, OPP-RTI has seen a number of NGOs collapse after the acceptance of substantial donor funding at a stage when the organization is still immature. Regular record keeping and transparency in account keeping has strengthened financial discipline of these organizations and proven to be a major factor for building trust in the organizations. Once the organization loses the trust of the community it intends to serve, it becomes difficult to re-establish again.
- *Helping in scaling up:*
Component Sharing - The component sharing model for providing water and sanitation services provides a good example for promoting RBA in the WASH sector. The Government of Pakistan has already accepted this model for improving WASH indicators in Pakistan. Under the component sharing model, beneficiary communities are required to finance “*internal development*” (e.g., for water supply, government agencies take care of the water mains – “*externals*”, while the community would be responsible for the household distribution network, or in the case of sanitation, government would take care of trunk sewers/mains, and/or

treatment facilities, while communities would be responsible for household sanitary latrine, underground sewerage line in the lane, and secondary or collector sewerage).

OPP builds the capacity of its partner CBs in surveying and drafting, documentation of existing services and proposal development. Starting from a primary unit of 500 household this work is subsequently scaled up leading to the preparation of Union Council Plan Books containing seven maps showing (1) sewerage systems, (2) water systems, tanks and pumping stations, (3) schools and training centres, (4) maternity homes, health centres, clinics and hospitals, (5) playgrounds and parks, (6) solid waste disposal points and (7) religious spaces. The UC Plan Book also contains detailed statistical and technical information and a proposal for each UC concerning possible repairs and upgrading of the sewerage system. Similarly RSPs help their partner CBOs prepare Union Council Based Poverty Reduction Programme (UCBPRP) which includes WASH related interventions as well.

Community Based Organizations

WAP partner CBO/NGO or community activists need to follow the following process to receive financial support and technical guidance for their local initiatives.

- CBO/NGO/activists should begin their work by holding dialogue with their communities to and mobilise them to adopt the programme. If their mobilisation is successful, they can create a team including a social organizer and a technical person to be trained by OPP-RTI, RSPN or other SOs
- The training should consist of the different mapping steps; orientation in the concept of internal-external development, hands on training in low cost designing and training on the techniques for construction, supervision, documentation and accounting.
- SOs should arrange financial support for these CBOs through WA on successful completion of their orientation and training. This support may grow gradually but should be very modest in the beginning to allow the organizations to develop at their own pace without being influenced by large inflows of funds in the beginning⁴¹.

WAP

WAP's mission is to improve access to water and sanitation for the poor and vulnerable groups. For this purpose WAP works closely with its partners to experiment new solutions and influence decision makers. It upholds the values of inclusion, continuous learning, collaboration, accountability, inspiration and courage. Its new aims include promoting and securing people's rights, increasing government's capacity to deliver, advocating for essential role of safe water in poverty reduction and developing as an effective global organization. WAP can fulfill this task by building the capacity of its partner CBOs with the help of Support Organizations. These Support Organizations build the capacity of CBOs in research, mapping and documentation, community mobilization and demonstration for advocacy with the government. These CBOs can improve effectiveness of investment in WASH sector by actively engaging Local Government and provincial PHE departments through local demonstration and regular interaction with government authorities.

3.2 PSDP Allocations and Expenses on Social Sector

The table below gives a comparison of government allocations and expenses on various categories in the social sector during the financial years 2003-04 to 2006-08. Expenditure as part of allocation ranged between 7.29 percent to 60 percent for environment; 7.3 percent to 26.26 percent for education; 27.3 percent to 41.8 percent for women development, social welfare and special education; 11 percent to 49.8 percent for population welfare and zero percent to 94.6 percent (perhaps due to the very small allocation size) for local government and rural development during these years. This expenditure pattern depicts a weak capacity to

⁴¹ Katharina Welle- WaterAid Learning for Advocacy and Good Practice: Water and Sanitation Mapping in Pakistan Based on field visits to OPP-RTI and ASB, Water Policy Programme, ODI, Pakistan, June 2006

manage resources as a major governance issue and constraint to development of social indicators in Pakistan. Under spending provides enormous space to right holders to improve the social indicators by effectively engaging and activating the government as duty bearer.

PSDP allocations and expenses on social sector * (in million Rupees)

Allocation –expenditure/year	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008
Environment	3114.20	11678.70	13499.81	24299.92	23246.67
	1882.00 (60%)	908.00 (7.7%)	3236.04 (23.97%)	1773.19 (7.29%)	5360.84 (23.1%)
Education	26375.4	106661.9	51668.27	44179.10	24299.92
	6060.3 (22.97%)	9048.1 (8.48%)	9140.53 (17.6%)	11602.46 (26.26%)	1773.19 (7.3%)
Women	5522.6	5328.1	5921.66	5786.14	1847.74
	2271.4 (41.1%)	2226.9 (41.8%)	1773.83 (30%)	1945.49 (33.60%)	503.93 (27.3%)
Health	36833.3	57211	100523.12	95544.41	92724.13
	7499.8 (20.3%)	8927.9 (15.6%)	11547.14 (11.5%)	23701.62 (24.8%)	34022.44 (26.7%)
Population	21385.9	21826.3	21030.48	21345.05	21345.05
	2349 (11.0%)	4684.6 (21.5%)	7472.12 (35.5%)	10623.38 (49.8%)	10623.38 (49.8%)
LG/Rural Development	5015.1	150.0	5142.05	228.27	228.27
	4743.0 (94.6%)	0.00 (0%)	0.00 (0%)	50.10 (21.9%)	50.10 (21.9%)

Source: Public Sector Development Programme, Environment Division *In each box sector allocation for each year is given on the top, expenditure underneath and expenditure as percentage of allocations at the bottom

3.3 National and Provincial Water and Sanitation Policies, Strategies and Programmes

The following recently approved policies, Sanitation Policy 2006, National Drinking Water Policy 2009, Punjab Urban Water and Sanitation Policy 2007, have been rolled out in quick succession to provide guidelines and display the government's commitment to improving the WASH sector. These policies have made provisions for following the component sharing approach, building capacity of local councils to improve water supply and sanitation services, optimizing impact of WASH services by improving responsiveness of the local councils; inter and intra departmental and private sector coordination, networking and knowledge management; preparation and administration of integrated, holistic and consistent behavioral change communication plans to create focus on safe drinking water, sanitation and improved hygiene; and ensuring result based implementation of municipal projects through monitoring and evaluation.

Besides these policies the following strategies and action plans also reaffirm the governments commitment to the sector, Punjab Draft Sanitation Strategy 2007, Sindh Draft Sanitation Strategy 2008, Balochistan Sanitation Strategy and Action Plan 2008, Balochistan Sector Strategy for Drinking Water Supply, Sanitation and Hygiene 2006, AJK Sanitation Policy and Strategy 2008 and Draft Northern Areas Sanitation Strategy 2008.

In view of the above, WAP's work with the government for better compliance with these policies provides enormous space to improve WATSAN coverage during the next 5 years of this strategic period.

The current status of the provincial water and sanitation policies/strategies are as follows:

Punjab: The Punjab Urban Water Supply and Sanitation Policy was approved in December 2007. The policy provides an overarching framework for addressing the legal, regulatory, institutional, administrative and environmental issues and challenges faced by the urban water and sanitation sector in cities of Punjab. The provincial Sanitation Strategy (2007) and Punjab Water Act (2009) are still in draft form.

Sindh: The Sindh Sanitation and Solid Waste Management Policies were ratified in 2007. Consultation workshops are being held to devise a provincial strategy.

KHYBER PAKHTUNKWA: A draft provincial sanitation strategy has been developed which is now under review by the government.

Balochistan: The Balochistan Sanitation Strategy and Action Plan was approved by the federal cabinet in 2008.

Gilgit Baltistan: Gilgit Baltistan which was most recently known as the Northern Areas had drafted a Sanitation Strategy in 2008. The draft strategy will now be taken up by the newly elected government.

Azad Government of the State of Jammu & Kashmir: AJK Sanitation Policy and Strategy was approved in 2008.

National Sanitation Policy 2006: The policy provides a broad framework and policy guidelines to the Federal and Provincial Governments and Federally Administrative Territories and Local Governments, to enhance and support sanitation coverage in the country through formulation of their sanitation strategies, plan and programmes at all respective levels. The basic focus of the policy is on the safe disposal of excreta by using latrine and creation of an open defecation free environment along with safe disposal of liquid and solid wastes; and the promotion of health and hygiene practices in the country.

National Drinking Water Policy 2009: The policy provides a broad framework and policy guidelines to the Federal and Provincial Governments, State of AJK, Federally Administrative Territories, Local Governments, development authorities and other organizations to address the key issues and challenges facing Pakistan in the provision of sustainable access to safe drinking water. The policy focuses on removing the existing disparities in coverage of safe drinking water and reducing sufferings from waterborne diseases. The policy recognizes that access to safe drinking water is the basic human right of every citizen and that it is the responsibility of the state to ensure its provision to all citizens. The policy aims to ensure sustainable access of safe water to entire population at an affordable cost and in an equitable and sustainable manner by 2020.

Pakistan Environmental Policy, 2005: The policy provides an overarching framework for addressing the environmental issues including but not limited to pollution of fresh water bodies and coastal waters, lack of proper waste management, natural disaster and climate change.

Draft National Health Policy, 2009: The policy acknowledges that the government is cognizant that there are other determinants of health, including lack of access to safe water and sanitation that is aggravating Pakistanis' health status. The policy also recognizes that the effectiveness of health initiatives will only be maximally achieved if the ministry of health is able to reach out to and help coordinate the activities of other authorities including sanitation, water supply and environment.

Pakistan in the 21st Century - Vision 2030: Pakistan Planning Commission has formulated Vision 2030 for Pakistan. Water and sanitation is covered under the health vision as "Water and Sanitation for All", which recognizes that "provision of safe water supply and sanitation is necessary to ensure a healthy population. By 2015, the water supply and sanitation will stand extended to the entire population".

National Education Policy, 2009: The policy mentions that in the public sector around 36% of schools are without drinking water facilities and 39% without sanitary facilities. The policy also acknowledges the urban and rural divide as 90% of urban schools benefit from water sources and only 63% of rural schools do so. A similar disadvantage pertains to sanitation facilities, which are available to 88% of urban schools but only to 56% of schools in the rural setting. The policy is not clear on hygiene education as “School Health” concept is linked with sports activities, nutritional support and health screening. The policy only proposes a system of checks and balances for the private sector to oversee hygiene issues.

Poverty Reduction Strategy Paper (PRSP): PRSP-II (April 2009) has aligned itself with Millennium Development Goal 7 on environmental sustainability. Its targets include; integration of the principles of sustainable development into country policies and programmes including climate change, sustainable access to safe drinking water, sanitation and hygiene. The Section 9.14 sets out on-going and future initiatives in section 9.20 including National Sanitation Policy roll out, Rural strategy for CLTS, IYS and GHWD, WASH in schools, SLTS, and sector coordination.

Medium Term Development Framework (MTDF) 2005-2010: National Drinking Water Policy (NDWP), the National Sanitation Policy (NSP) and the Clean Drinking Water for All Programme were prepared by the Ministry of Environment as integral parts of the MTDF. The MTDF provides about US\$2 billion (120 billion rupees) for water and sanitation schemes

National Disaster Risk Management Framework, 2007: The NDMA has formulated this framework to guide the work of entire system in the area of disaster risk management. Nine priority areas have been identified within this framework to establish and strengthen policies, institutions and capacities over the next five years. The framework makes reference to the provision of water and sanitation facilities during emergencies.

Clean Drinking Water for All Programme: The Clean Drinking Water for All Programme together with the Clean Drinking Water Initiative by the Federal Government aim to improve the quality of drinking water. Under both, water treatment facilities (water purification plants) are to be constructed at the UC level in Pakistan. The project is being implemented in 40 Districts across all provinces, eight earthquake-affected areas of Khyber-Pakhtunkhwa, as well as Azad Jammu and Kashmir. Now the Federal Government with support of USAID has also started the “Safe Water for All Initiative” to provide technical assistance and institutional capacity to maintain more than 6,000 water filtration plants.

Pakistan Water Sector Strategy (2002) and Medium Term Investment Plan (MTIP): The Pakistan Water Sector Strategy envisages a MTIP which sets out objectives for both Water Resources Development and Irrigation and Drainage separately, and divides the strategy in each instance between short-term (2003-2004), medium-term (2005-2011) and long-term (2012-2025). The MTIP also includes investment needs for water supply and sanitation (10%).

3.4 Sector Coordination Mechanisms

Several fora exist for sector coordination, such as PEPC, NCCWS, Water and Sanitation Donor Coordination Group, Wash Cluster, National Working Group on School Water, Sanitation and Hygiene Education, WASCOs, CLTS Core Group, PACOSAN Steering Committee, PDSSP, PMDFC, Khyber-Pakhtunkhwa WATSAN Cell, Provincial P&D departments, PHEs and TMAs.

Beside above WAP can also find opportunities to influence the policy implementation by the government by providing support to the development of local CBO-Government Forums for collaboration in identification, designing, costing, implementation, financing and management of water and sanitation schemes for demonstration at local level

3.5 Sector Budget

Clean Drinking Water for All (2005–2008) is a Rs.10 billion flagship federal program to install water treatment plants in urban and rural areas across Pakistan.

Vision 2030 envisages that citizen shall have greater access to basic amenities like health, water and sanitation. No budgetary allocations have been proposed under Vision 2030 for WASH sector.

Ministry of Health in Federal Budget 2009 has planned establishment of reference water quality control laboratories and purification plants at National Institute of Health in the Federal Capital, 7 units in the provinces and 150 units in rural settings; Improvement of Health Care Providers knowledge for prevention of Hepatitis through focus on hospital waste disposal (425 Hospital) and Introduction of lab based surveillance system for evidence based policy decisions and creating opportunity for epidemiological research studies mainly community based, and establishment of provincial satellite offices of the Provincial Coordinators; Advocacy & Behavior Change Communication (BCC) strategy development and execution on persistent basis for prevention of Hepatitis by creating awareness among general masses for adoption of healthy practices.

Under PSDP 2009 a revised project for clean drinking water initiative was approved by the ECNEC in April 2009. It aims for provision of one water filtration plant each in 409 Tehsils (subdivisions). Under Clean Drinking Water for All, Rs 2 billion was allocated (one water filtration plant each in 6624 union councils). Progress on this project is slow due to various reasons like non award of contract for Punjab packet, faulty and slow installation of filtration plants in other packets. An amount of Rs 2.2 billion likely to be spent on the programme.

Under Annual Plan 2009-10 Rs. 11 billion have been proposed for improvement of water supply and sanitation as part of pro poor expenditure for achievement of MDGs..

3.6 Institutional Arrangements and Capacity

Ministry of Environment is the focal point for national policies, plans and programs for drinking water supply systems and sanitation. The Economic Affairs Division (EAD) regulates donor funding in all sectors incl. WASH. Water and Sanitation Authorities (WASA), PHEDs and TMAs are responsible for infrastructure development and O&M at provincial level and below. Punjab and Khyber-Pakhtunkhwa governments have established WASH cells to coordinate and regulate activities in the province and Sindh Govt. has also established a separate Secretariat for Public Health Engineering. Pakistan Council for Research in water Resources provides services for water testing and documents the status of water quality country wide. They are also responsible for filtration of water for drinking purposes. Some NGOs such as OPP work closely with government by providing technical support, while others help in building capacity

3.7 Performance Monitoring and Accountability

Various oversights, monitoring and reporting mechanisms have been created at National, Provincial and District level but there is no single MIS. Existing mechanisms have limited capacity and due to narrow base of organized communities reported information cannot be verified, questioned, analysed and used for government accountability on a wide scale.

National drinking water policy 2009 has proposed a sector-wide approach for coordination and monitoring of water and sanitation sector. The policy calls for streamlining of existing data collection systems such as Pakistan Social and Living Standards Measurement (PSLM) Survey, Multiple Indicator Cluster Survey (MICS) , Demographic and Health Survey and Population Census to strengthened and ensure availability of authentic information for assessment of the progress with regard to enhancing access to safe water as well as for decision making purposes and establishment of drinking water sector management information system at the Federal, Provincial and local levels.

National drinking water policy 2009 also includes provision for legislation in the form of Pakistan Safe Drinking Water Act to ensure compliance with the National Drinking Water Quality Standards and holding the water supply institutions and agencies throughout the country accountable to the general public. The Policy also states that implementation and monitoring of the provisions made under the policy will be coordinated by the Ministry of Environment in collaboration with Provincial, AJK, Gilgit-Baltistan and FATA Governments.

Following the approval of the Policy, the Federal, Provincial, AJK, Gilgit-Baltistan and FATA Governments will develop comprehensive strategies and action plans for its implementation. Federal, Provincial, AJK, Gilgit-Baltistan and FATA Governments will allocate necessary funds for implementation of the Policy in line with the respective strategies and action plans. Reports on the progress of implementation of these strategies and plans will be submitted to the Ministry of Environment on bi-annual basis.

This National Drinking Water Policy will be implemented and monitored in conjunction with the National Sanitation Policy which was approved by the Federal Cabinet in October 2006. The “National Sanitation Policy Implementation Committee” envisaged under the National Sanitation Policy will, therefore, be re-constituted as the “National Drinking Water and Sanitation Policy Implementation Committee”. Accordingly, the Directorate of Environmental Health envisaged under the National Sanitation Policy will be renamed as “Directorate of Water and Sanitation” to serve as Secretariat for the Committee. The National Drinking Water Policy will be reviewed and updated after every five years by a committee constituted specially for the purpose of reviewing the implementation of its guidelines, their efficacy and continued relevance to the changing situation in the country.

Pak-EPA has been tasked to enforce environment quality standards. In compliance to its mandatory requirement under the Pakistan Environmental Protection Act’s section 6 sub-section (2) clause (a) undertake inquiries or investigation into environmental issues, either of its own accord or upon complaint from any person or organization. Pakistan Environmental Protection Agency has established a complaint cell in its organization where complaints from public are received and processed in coordination with Provincial EPA’s. It has also set up chapters at provincial level

Monitoring of water and sanitation indicators at provincial level is the responsibility of Provincial Planning and Development Departments and PHED. In selected urban districts Water and Sanitation Authorities (WASAs) and in remaining urban and rural areas TMAs are tasked to monitor these indicators and engage target communities in this process as well. All these mechanisms are going through the teething problems and WAP based on its experience will work through influencing the National Sanitation Action Plan and other such plans to activate and use these mechanisms in its geographic focus areas to demonstrate successful examples for mainstreaming by various government agencies.

3.8 Why RBA?

The debate that followed the UN Declaration of Human Rights 1948, led to the expansion of the scope of Rights, from the traditional civil and political rights to economic rights. Today we, in the NGO world, view community participation, gender empowerment, and equity and inclusion as off shoots of these Rights, and in current times the Rights discourse dominates most of what we do. Governments are also increasingly recognizing the importance of this and have begun adopting the “Rights language” in legislations and policies.

As poverty and inequality have increased especially in the developing world, WA’s new global strategy envisages addressing its various manifestations through the Rights Based Approach. RBA necessarily involves a change in power equations, as Gandhi said, ‘In trying to change power equations: *Cooperate whenever you can, Confront when you must; But ENGAGE always*’. Supporting this move, WAP will begin focusing its work on the most marginalized and vulnerable communities – people far removed from the influence of a vocal media or civil rights movements. Due to their economic and social conditions, these people lack basic requirements such as food, safe drinking water, access to sanitation facilities, medical

care, and education. The Right to Water and Sanitation falls under the economic and social rights discourse, and is more meaningful in this context.

WAP will need to be careful not to fall into the trap of becoming too result oriented, which usually undermines the reality of long and sustained struggles needed to work meaningfully on rights. In such scenarios Rights work gets narrowly focused on Policy Advocacy lobbying at the highest level and gets cut off from the struggles and the leadership on the ground.

WAP is of the view that OPP's component sharing model is currently one of the best suited approaches in taking the Rights agenda forward in an urban context. It will also support our E&I work in rural areas. Experience has shown positive results by enabling COs to engage with the government for improved service delivery at local level, and has created grass roots leaders in the process. The work of other rights based organizations will be extremely helpful to WAP in knitting its strategy to best fit and benefit communities.

3.9 Making Strategic Choices

WAP's strategic response to the challenges in WASH sector depends on making choices on four important concerns.

- 1) To choose between a focus on single activities or a holistic approach. A single activity focus can show quick results in achievements of targets and a holistic view has to take into consideration equity and inclusion (E&I), social mobilization, and sustainability.
- 2) To prioritize between upstream and downstream activities i.e. policy advocacy and demonstration on ground - policy advocacy or policy implementation
- 3) To determine the nature of partnership with CBOs i.e. working with them directly or through a Support Organization.
- 4) To decide on the nature of interaction with government and CBO partners.

Taking in view weak the implementation of WASH policies by the government, under spending of available budget and its weak capacity for community involvement; enhancing the government's effectiveness by building CBO-Government collaboration in the field appears to be the most effective way of using limited WAP resources for achieving maximum results under the RBA approach (see section above). WA can best deliver results by enhancing the capacity of local community organizations with the help of SOs to perform their role and influence the line agencies and elected representatives to make effective use of their resources by playing their due role. This will result in significant improvement of the water and sanitation indicators by working within the system and living within the given means. This would entail selection of key SOs in Sindh, Punjab and Khyber-Pakhtunkhwa and linking them with WA's partner CBOs selected according to well designed criteria.

Risk management plan

ID	RISK DESCRIPTION	CURRENT CONTROLS	LIKELIHOOD	ACTIONS	RISKOWNER
A	Internal Environment				
A.1	Strategic				
A.1.1	Shifts from WA's new global strategy 2010/15	- Implementation of an effective and rigorous country strategy objectives tracking system - WAP Partners Directors meeting	Unlikely to occur but high impact	1. CSP aligned with new WA global strategy by the end of FY 2009-10 2. Develop and implement a robust PM&E system by the end of 2009-10 3. Develop and apply necessary guidelines and tools as per new CSP by the end of Q1 of FY 2010-11.	CR, SMT
A.1.2	WAP CSP not fully internalized	- Ensure partners and WAP staff completely understand CSP objectives and new WA strategy and own the same	Unlikely to occur but high impact	1. Rollout & orientation of WAP CSP (2010/15) with staff & partners by the end of Q1 of 2010-11 2. Make sure that MPB's & implementation on plans are in line with CSP – Ongoing 3. Realign WAP policies according to CSP by the end of Q3 of 2010-11	CR SMT, HR/Admin. Coordinator
A.1.3	Diversion of focus of existing partners (program / geographical)	- Process during developing MPB's	Unlikely to occur but high impact	1. Review partners selection criteria (program & finance) (by the end of Q2 -2010-11) 2. Review current partnerships and realignment according to CSP (by the end of FY 2010-11)	CR, SMT
A.2	Operational				
A.2.1	Non compliance with WAP systems (Finance, Communications, HR, IT, Water Quality, Fundraising, M&E, etc)	- Awareness of WAP systems amongst staff - Review WAP systems and its implementation status periodically.	Unlikely to occur but high impact	1. Finalize and approve all WAP policies: - Finance manual (by the end of Q2 - 2010-11) - Communications Strategy (by the end of 2010-11) - HR Manual (by the end of Q1 of 2010-11) - IT Policies & system (by the end of Q2 - 2010-11) - Water Quality Guidelines (by the end of Q1 - 2010-11) - Fundraising Strategy (by the end of FY 2010-11) - M&E framework (by the end of FY Q1 - 2010-11) 2. Orient all staff on approved WAP policies and systems - as and when approved	CR & SMT, Asia RD & HR/Admin. Coordinator
A.2.2	Staff Security & Protection	- WAP participation in INGO's Security Forum - Security updates to staff through e-mail, mobile, etc	Likely to occur and high impact	1. Develop SOP's for office & staff security (by the end of Q3 FY 2010-11) 2. Staff & Office Insurance (travel, health, etc) 3. Monitor security situation in the operational areas 4. Staff Training on security issues 5. Maintain low profile 6. Carry out regular risk assessments of conflicting situations 7. Effective implementation of basic security operating guidelines. 8. Take appropriate safety measures to avoid any unpleasant situation.	CR & HR/Admin. Coordinator
A.2.3	Inefficient management of contract funding	No controls at the moment	Unlikely to occur but high impact	1. Capacity building (WAP staff & partners both) (before start of contract with any donor) 2. Strengthen /develop & reinforce existing and new internal systems (monitoring, finance, HR, etc)	CR, SMT
A.2.4	Staff Turnover	Salaries & benefits survey after every two years in order to maintain competitive edge	Unlikely to occur but high impact	1. Develop and implement staff development plans (by the end of Q1 – FY 2010-11) and career paths (by the end of Q3 – FY 2010-11) 2. Conduct salary survey every two years to align WAP salaries with other INGO's working in Pakistan, revise accordingly (due in 2010-11) 3. Develop informal feedback mechanisms by the end of FY 2010-11	CR HR/ Admin Coordinator
A.3	Financial:				

ID	RISK DESCRIPTION	CURRENT CONTROLS	LIKELIHOOD	ACTIONS	RISKOWNER
A.3.1	Non compliance with WA accounts and financial standards and guidelines	Orient staff on WA rules, guidelines, and standards	Unlikely to occur but high impact	Monitor updates in Global Accounts manual on periodic basis, make relevant changes in WAP accounts manual and convey the same to staff and WAP partners	Manager Finance
A.3.2	Loss of cash/ embezzlement / fraud	- Set safe limit for cash transaction - Periodic physical count of cash balance - Effective internal control mechanisms	Unlikely to occur and low impact	1. Communicate finance / compliance policies to all staff 2. Monthly balance checks, signing cheques by two senior staff members 3. Develop "delegation of power" policy (financial) 4. Periodic physical count of cash balance, monthly bank reconciliations, management accounts, etc	Manager Finance
A.3.3	Non compliance with Audit observations	Adopt effective financial monitoring mechanisms for WAP as well as partners	Unlikely to occur but low impact	1. Regular partner monitoring visits by WAP finance staff 2. Build capacity of partners to maintain proper / updated accounts through training and need based guidance.	Manager Finance / Finance Officer-Sun
A.3.4	Improper utilization of funds by partners.	More frequent monitoring visits and checks by WAP program & finance staff.	Unlikely to occur but high impact	1. Get timely quarterly financial reporting from Partners 2. Regular variance analysis and feed back to partners on their finance reports 3. Six monthly partners monitoring visits by finance staff 4. Arrange financial management trainings for partners finance staff 5. Identify gaps and needs and prepare/finalize plan for addressing these gaps.	Manager Finance
A. 3.5	Non compliance with WAUK financial reporting requirements	Periodic review of reporting requirements by WAUK	Unlikely to occur but high impact	Check the review / comments by RD on financial reporting and make necessary correction, if required on regular basis	Manager Finance
A.3.6	Loss of assets or property	- Insure new equipment, furniture & fixtures that may be purchased - Monitor use of WAP assets for official purposes as per guidelines - Storage of monthly data backups secured	Unlikely to occur and low impact	1. Keep fixed assets register up to date 2. Periodic physical verification of assets 3. Develop and convey guidelines for use / loss and sale of assets.	HR / Admin Coordinator
A.4	Legal Compliances/Regulations:				
A.4.1	MoU with EAD, Govt. of Pakistan revoked	- Monitor changes in rules with relevance to INGO's working in Pakistan, and comply. - MoU signed between WAP and EAD, Govt of Pakistan valid till 2012	Unlikely to occur but high impact	1. Keep EAD up to date on activities carried out by WAP 2. Renewal of MoU between WAP and EAD, Govt of Pakistan after expiry of current MOU.	CR HR/ Admin. Coordinator
A. 4. 2	Non-Compliance of Taxation rules set by Federal Board of Revenue	Monitor changes in FBR rules and ordinances with relevance to INGO's	Unlikely to occur but high impact	Regular submission of monthly and annual tax returns and statements	Finance Manager
A. 5	Programme:				
A.5.1	Non achievement of targets and plans	- Review of quarterly, 6 monthly and annual reports (progress & financial) - Bi annual partner monitoring visits - Need based additional partner monitoring visits	Unlikely to occur but high impact	1. Develop CP guidelines for monitoring and target/plan tracking (by the end of FY Q1 - 2010-11) 2. Strengthen internal documentation within WAP – with ref to partners performance (Starting from Q1 of - 2010-11) 3. Develop SMART objectives & indicators / outputs - (on yearly basis) 4. Partner monitoring to be on top priority 5.Regular QRP session held in WAP (from Q1 of 2010-11) 6. Develop and capacitate partners on internal monitoring mechanisms within their own organizations (starting from Q1 - 2010-11)	CR, SMT

ID	RISK DESCRIPTION	CURRENT CONTROLS	LIKELIHOOD	ACTIONS	RISKOWNER
A. 5.2	WAP being criticized by disgruntled partners	<ul style="list-style-type: none"> - Identify & document the issues - Bridge gaps through mutual negotiations / mediations where possible - Inform partner in advance and provide sufficient time and support to address weak areas - Comprehensive partnership agreements 	Likely to occur but low impact	<ol style="list-style-type: none"> 1. Meet with high risk partners individually and share areas of concern 2. Together agree on target areas of improvement 3. Close monitoring 4. Document process 	CR, SMT
B	External Environment				
B.1.1	Political Instability, law & order situation in Pakistan and change in Govt. systems and policies may impact sectors and approach (RBA, E&I, etc)	Scanning of political environment, security, etc through News papers, quarterly partner reports, security alerts, etc.	Likely to occur and high impact	<ol style="list-style-type: none"> 1. Re-alignment of plans, strategies and outputs 2. Maintain transparency through social auditing 3. Diversification of work & resources 4. Increase social connectivity through equity approaches 5. Develop contingency plans and strategies 6. Promote community based planning, implementation, monitoring and maintenance mechanisms. 7. Develop and implement 'working in conflict' guidelines 8. Carry out regular risk assessments of political, economic, conflicts etc. 	SMT
B.1.2	Economic Instability, Govt is reducing development expenditure.	<ul style="list-style-type: none"> - Address cost of living - Cost of projects need to be reviewed 	Unlikely to occur but medium	<ol style="list-style-type: none"> 1. Diversity in funding donors 2. Diversification of work & resources 	SMT/ partners
B.1.3	Major earthquake, floods, drought, energy crisis, tsunami		Likely to occur and major impact	<ol style="list-style-type: none"> 1. Regularly check first aid and materials to ensure that they are working condition 2. WAP staff training on emergency management 3. Train partners on disaster management & mitigation measures 3. Develop a strategy for emergency response (flood, drought in partners areas) 4. Maintain rescue plans and resources at WAP & partners level 	CR, SMT, HR/Admin Coordinator, Partners
B.1.4	Change in donor priorities / funding environment	WAP has identified and started responding to this risk. Program funding department in UK and WAP are working together for attracting funds from donors.	Unlikely to occur but high impact	<ol style="list-style-type: none"> 1. Develop funding strategy 2. Start searching funding from more than one donor 3. Keep an eye on donor priority areas and changing environment 	CR, SMT

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