

A.21 Pakistan - 2009 - Conflict

Case study:

Country:

North Pakistan, FATA and KPK

Conflict:

IDP (Internally displaced people) crisis

Conflict date:

July 2009

No. of houses damaged:

More than 30,000 houses

No. of people affected / displaced:

2.7m people internally displaced

Project target population:

16,260 households
(approximately 115,000 people)
Occupancy rate on handover:
93% at time of floods (July 2010)

Shelter size:

Approximately 25m²

Materials Cost per shelter:

682 USD (including kitchen, latrine, purdha wall and tools)

Additional costs per shelter:

44 USD (partner costs)
132 USD (design and monitoring)
25 USD approx. (cash for work)
Staffing / admin costs excluded



Project timeline



Project description

The lead organisation worked with six partners and established community committees (jirga) to provide shelter for people returning to damaged or destroyed houses. Kits for constructing transitional shelters, including a kitchen and latrine, were distributed. Households were given cash towards the construction cost on completion of their house.

Strengths and weaknesses

- ✓ The project considered cultural needs; with separate kitchens and latrines for men and women, and purdha walls for the women's privacy.
- ✓ Community organisations (Jirga), consisting of a diverse range of community members, were established to be involved in the selection of beneficiaries.
- ✓ The project used unskilled labour from within the community for construction work. This contributed to good relations between families that received shelter and those that did not.
- ✓ Each household received 2,000 PKR (22 USD) upon completion of the shelter. This ensured the timely completion of the shelter and reduced the later sale of shelter materials.
- ✗ The depletion of local material resources and skilled labour led to varying costs of shelters, as well as delaying the delivery of shelters.

- ✗ Landless families depended upon land being allocated to them.
- ✗ Procurement delays, material transport problems, security concerns and flooding in 2010 led to the project being delayed and extended by 8 months.
- ✗ Initially partner organisations collected construction materials from the central warehouse, leading to delays. It took many months to readjust the project to allow partners to procure their own materials. Occasionally, the wrong materials were delivered.
- ✗ Timber in particular was not procured quickly enough to meet the planned programme.
- ✗ During the first phase of the project the vulnerability assessments were not carried out. As a result some families never occupied their shelters.
- ✗ Limitations on movement and access often created problems for material delivery which lead to delays.



Transitional shelters were built for people returning after being displaced by conflict. Material and cash were provided and skilled workers were hired by partner organisations.
Photo: Schellenberg

Before the conflict

People lived in three main types of houses prior to the conflict:

- *Pucca houses* with a reinforced cement concrete frame and foundation. The walls are made out of burnt bricks, blocks or stone, with sand and cement mortar. The roof is made from tiles, slates, reinforced concrete, cement sheets, or metal sheeting.
- *Semi-pucca* houses are similar to pucca houses but do not have a reinforced concrete frame. They have good quality masonry walls cement mortar and a reinforced cement concrete or corrugated galvanised iron (CGI) sheet roof.
- *Katcha* are houses with mud or dry stone masonry walls and a mud roof with wooden panels, wooden beams or CGI sheets. Most Katcha houses have a timber frame.

After the conflict

Following the military operations in FATA and KPK provinces in July 2009, more than 2.7 million people were internally displaced. When the area was considered safe, the Government of Pakistan started a returns process.

On return, most returnees found their houses either partially or completely destroyed. A damage assessment was made, using the following classifications:

1) Repairable

- *Pucca houses*: the reinforced concrete structure remained in good condition, even if walls were completely destroyed.
- *Semi-pucca houses*: the structure was in good condition and damage to the walls or roof was away from the corners.
- *Katcha houses*: damage was limited to a small section of the wall or roof away from the corners and not affecting the structural integrity.

In all cases, any surface damage, such as bullet holes, cracked plaster, broken windows and doors, etc, could be repaired.

2) Non-repairable

- Houses that were completely destroyed as well as those with significant structural damage.
- All Katcha houses with any structural damage.
- Pucca and semi-pucca houses, those with more than 40% structural damage.

Selection of beneficiaries

Shelter assistance was prioritised for vulnerable people who had non-repairable homes. People whose houses were repairable but not habitable were also eligible for assistance, but other vulnerability were considered. These included:

- health status (chronically sick people, people with disabilities, etc),
- financial assets (regular income or resources family size),
- social assets (position within the community, social network, etc),
- natural resources (ownership of land, forests, orchards, water resources, etc),
- number of dependents (children under 18 and women),
- family situation (widowed, orphaned, elderly without family, etc).

Community organisations

Community organisations, known as *Jirga*, were formed. Each contained at least 12 members from different tribes, and at least one school teacher, imam, khan and *nazim* (village councillor). It was encouraged that there should be women in the *Jirga*.

The *Jirga* were involved in the selection of beneficiaries along with the six implementing partner organisations. A survey form was completed for each beneficiary to verify their eligibility for support, and the information was stored in a database along with GPS data to record the locations prior to the distribution of materials.



According to local tradition, privacy screens (purdah walls) were built around shelters.
Photo: Arif

Land allocation

To receive shelter assistance, a family required a plot of land. Implementing agencies had no responsibility for the provision of land so families without land relied on the *Jirga* to negotiate with the community, allocate land and resolve any community conflicts.

Material distribution

The implementing organisations were responsible for transporting construction materials from the central warehouse to the villages, and on to the site where the shelter would be built. Once delivered to the site, security of the materials became the responsibility of the beneficiary.

"It may not be a mansion but our shelter certainly provides some relief to the returning population, whose houses have been partially damaged or even completely destroyed. We try our best to come up with a design that suits the environment and local traditions."

Implementing partner

Implementation

The construction of the shelters was the responsibility of the beneficiaries. Cash was paid for unskilled labour. Technical support was provided by the implementing agencies and social support came from the local *Jirga*.

One partner organisation was responsible for overall technical assistance of the project. This included the following activities:

- Preparation of shelter standards and bill of quantities.
- Quality control of materials in the central warehouse.
- Training and orientation for field staff of implementing partners.
- Support for initial beneficiary selection and re-verification of beneficiary lists.
- Mobilisation of communities and technical assistance to implementing partners.
- Construction of model shelters.



A group of transitional shelters showing external purdah walls.
Photo: Arif

- Monitoring of project progress.
- Issuing completion certificates.
- Coordinating with local authorities, the army and implementing partners.

Where people were unable to provide the labour, the implementing organisation was responsible for the construction of the shelter.

Skilled labourers, such as masons and carpenters, were organised by the *Jirga* and paid by implementing organisations. Cash was only paid to the beneficiary once the shelter was complete.

Shelter design

Each transitional shelter was designed to accommodate a family of seven, with space for a living area, a kitchen and a latrine. Families with more than seven members were entitled to additional materials in order to meet minimum standards.

Within one year of the conflict, a total of 9,585 transitional shelters were constructed.

After the flooding

In July 2010, floods inundated many areas of Pakistan displacing millions of people. This led to the construction of shelters for people displaced by the conflict being put on hold until the flood waters receded.



This katcha house was one of those repaired.
Photo: Arif

Initially these flood affected families were provided with emergency non-food items and were sheltered in public buildings, such as schools, or in tents and make-shift shelter on higher ground.

KPK was the first province where the flood waters receded, and from September 2010 to January 2011, a total of 6,675 transitional shelters were constructed for people affected by both the floods and the conflict.

In total, 16,260 transitional shelters were constructed for conflict and flood affected people in the 16 months from when the conflict returns began.

Materials list

| Materials | Quantity |
|--|-------------------|
| Timber pole 2" (50mm) dia | 100m |
| Timber pole 3" (75mm) dia | 69m |
| Coverings: | |
| Plastic sheet (5 sheets) | 120m ² |
| Bamboo mat | 61m ² |
| Nails 6" (150mm) (number 2) | 6kg |
| 5" nails (125mm) | 5kg |
| 2" nails (50mm) | 3kg |
| nail caps 1.5" dia (40mm) | 3kg |
| Rubber washers 1.5" dia (40mm) | 150 |
| Hinge, hold fast iron size 4" (100mm) | 2 |
| Nails 1.5" (40mm) | 1 |
| Doors (using poplar timber) | |
| Timber 3" x 1" (75 x 25mm) | 26m |
| Timber 3" x 1.5" (75 x 40mm) | 6.5m |
| Timber 2" x 2" (50x50mm) | 4.4m |
| Bow handle | 2 |
| Door lock | 2 |
| Locka (Plant matter used for insulation) | 80 bundles |
| Iron strip for reinforcing joints | |
| 30 gauge 12" x 1" (300x2.5mm) | 60 |
| GI wire 16 gauge | 34m |
| Corrugated Iron 26 gauge | 14 |
| 10' x 3' (3x0.9m) | |
| Iron sheet for ridge 24 gauge | 5.5m |
| 18' x 2.5' (5.5x0.75m) | |
| Rope (cotton 1 head, 13mm) | 55m |