Partnerships for development through M & E in harsh, fragile and complex environments

Abstract
Sarhad Rural Support Programme (SRSP) has a sound monitoring and evaluation mechanism that is based on participative monitoring and evaluation approaches where target groups, beneficiaries, communities, and stakeholders are closely involved in monitoring and evaluation at various levels and their feedback and input informs implementation strategies. Monitoring and Evaluation is used as a learning opportunity for SRSP staff, target groups, donors and partners and enables them to reflect upon progress, strengths, challenges and the way forward for improvement of programme interventions as per desired needs of poor and vulnerable population in mostly rural areas of Khyber Pakhtunkhwa (KP) province of Pakistan.

This paper, specifically, captures transformation in approaches to professionalize and improve Monitoring and Evaluation at Sarhad Rural Support Programme (SRSP) for developing viable/effective partnerships at national and international level benefiting partner communities in most harsh, fragile and complex environments of KP and Federally Administered Tribal Areas (FATA). In first section, the organization; Sarhad Rural Support Programme (SRSP) and its competencies are discussed briefly to set the tone of the paper. The following section relates more to professionalizing Monitoring and Evaluation and its role in developing/strengthening partnerships for sustainable development. The last section draws lessons and conclusion to summarize this paper.

Keywords
Transformation, Partnerships, Poor/marginalized communities, Complex environments

Section I: Sarhad Rural Support Programme (SRSP); a brief background & Introduction
Sarhad Rural Support Programme (SRSP) is the largest non government, non-profit organization operational in all 25 districts of Khyber Pakhtunkhwa and 13 Federally Administered Tribal Areas. It is one of the 11 Rural Support Programmes\(^1\) (RSPs) established to reduce rural poverty and ensure sustainable means of livelihoods in urban and, especially, rural areas of Khyber

\(^1\) Other RSPs include Aga Khan RSP, National RSP, Balochistan RSP, Punjab RSP, Sindh RSP, Thardeep RSP, AJK RSP, GBTI, IRM, SGA, and FIDA.
Pakhtunkhwa province of Pakistan and Federally Administered Tribal Areas (FATA). SRSP’s core competencies include strengthening and improving rural livelihoods through formation of three tier community based institutions, developing their technical and managerial capacities, undertake community physical infrastructure schemes, extending micro credit loans through innovative products and packages, improving management of natural resources, support gender & development and environment preservation. The other stream of programme relates to responding to large scale natural/human made disasters through relief and rehabilitation efforts.

The focus more or less is on provision of food and non food items and undertaking need based projects/programmes in areas affected by crisis and disasters (SRSP Annual review 2014-15). A brief account of SRSP’s achievements in all major sectors/components is presented in table below;

**Table 01: SRSP’s achievements (SRSP organizational profile, competencies and capacity statement, 2016)**

<table>
<thead>
<tr>
<th>Competencies</th>
<th>Achievements</th>
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<tr>
<td>Social Mobilization</td>
<td>Formation of 36,521 community based organizations (24,679 men and 11,842 women) representing 860,000 member households. SRSP has also facilitated formation of 128 Local Support Organizations covering 242,703 households in selected districts/tribal areas.</td>
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<tr>
<td>Human &amp; Institutional Development</td>
<td>380,000 individuals (228,000 men and 152,000 women members) have been trained in leadership, technical and vocational skills.</td>
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<td>Enabling Infrastructure</td>
<td>9,286 small scale infrastructure projects initiated and completed with men and women communities. These schemes with a total cost of PKR 6.9 billion benefits 1.9 million members in target districts.</td>
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<td>Community Investment fund/rural micro finance</td>
<td>SRSP, since inception, has been able to disburse PKR 1.1 one billion to mostly women (representing 98 percent of SRSP’s clientele) in rural areas of Khyber Pakhtunkhwa.</td>
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<tr>
<td>Economic Growth</td>
<td>100,000 members have benefited directly or indirectly from economic growth component.</td>
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</table>
| Social Sector Services | - 88 community based ‘model’ schools benefiting over 5,000 poor children, especially girl child.  
- 175 literacy centers benefiting 32,900 women.  
- Development of district education plans, systems and technological packages for improved M & E.  
- Rebuilding of schools in disaster affected areas providing access to over 20,000 children.  
- Developing teachers’ capacity and developing schools facilities in all provinces.  
- Awareness raising sessions on basic education covering over 30,000 community members.  
- Innovative model of access to justice through community based paralegals benefiting 1.43 million population. |
| Humanitarian efforts | - SRSP was able to reach over 125,000 population in earthquake operation in 2005.  
- SRSP in last few years has also provided humanitarian services to over 4 million population affected by IDP crises and floods in various districts of KP and all 13 tribal areas/agencies. |

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2 Irrigation channels, micro-hydros, drip irrigation, mini dams, farm to market roads, protection/retaining walls, suspension bridges, drinking water supply, sanitation/drainage and street pavement.
The summary of SRSP’s phenomenal achievements presented in table above shows trust of partners in systems and procedures of SRSP to deliver need based services in all districts of KP and FATA. Achieving these milestones required continuous efforts and struggle of SRSP’s staff to tap opportunities for strengthening organizations and expand its coverage through its development package. Tracing back, one can see two distinct phases: 1989-2000 and 2001-2016 in history of organization development. With a dominant introvert character, SRSP during first phase (1989-2000) had been operational in only two districts of Khyber Pakhtunkhwa province of Pakistan. With little over half a million Euros budget/year, SRSP during this phase focused on few sectors and components to benefit partner communities through support of couple of donors/partners.

The phase II (2000-2016) rather showed remarkable improvements in all major aspects (programmatic, administrative and management). In comparison to 50 staff members in year 2000, SRSP, as of today, has more than 1,000 staff members, while its presence has seen exponential growth from only 4 districts in year 2000 to 25 districts and 13 tribal areas in 2016. Similarly, the budget/year in period 2000-16 was 15.5 million Euros/year as compared 0.5 million Euros/year during first phase. The achievements sustained in last decade and half is not a coincidence rather reflection of consistent efforts to progress, expand, diversify, innovate and develop new partnerships at multiple levels. Notwithstanding other factors, transformation in Monitoring and Evaluation has a critical role in these achievements which is explained in following sections.

Section II: Transformation in M & E leading to sustainable partnerships
Two major donors3 at an initial period supported SRSP and its programmatic interventions. The focus of M & E invariably remained on producing quantitative information (mostly outputs) as required by donors and partners. During an initial period (1989-2000), M & E at SRSP was characterized by rudimentary systems/procedures with limited capacity to document, produce and share quality information both at field and organizational levels. Overlooking few important

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aspects\(^4\) may seem a plausible option during that period but it had serious implications specifically in terms of expansion & diversification of programme/programmatic interventions. The dynamic environment by end of nineties and early 2000s demanded intensifying efforts at household level in contrast to communal/village level interventions which had little trickle down effects especially in South Asian region. A shift from Natural Resource Management to micro finance, social sector services, governance and budgetary support interventions became top priorities of all major donors with an aim at reducing household level poverty. Lack of attention to M & E coupled with rudimentary systems meant that there was little credible information and evidence of development effectiveness. This, perhaps, was one of the major causes of inability of the organization to capitalize on emerging opportunities to tap additional available resources, strengthen existing or develop new partnerships with potential and prospective development partners. Eventually, the programme interventions shrunk and limited to only 4 out of total 25 districts besides threatening survival of SRSP.

With timely support from UK-DfID in early 2000 and change in top management, a progressive approach was adopted geared to transform the systems\(^5\) altogether. Series of measures including developing staff capacity\(^6\), setting quality standards along-with regular internal and external reviews/follow-ups, exposures, interaction at local, national and international levels, provision of gadgets and equipments, and support from top management including Board of Directors had strategic bearings. A professional M & E approach characterized by establishing quantitative and qualitative baselines at onset of

\[^4\text{e.g. Outcomes, impact and sustainability, programmatic assessments based on rigorous analysis following requisite protocols, documenting and sharing qualitative information and field experiences reflecting community priorities and organizational trends and analysis in terms of its capacity and adaptability to ever changing working environment.}\]

\[^5\text{M & E, Human Resources, Finance, Procurement, etc…}\]

\[^6\text{Developing staff capacity through exposures and participation in PPM & E at CDI, Netherlands, IPDET, Canada, University of East Anglia, Norwich, LUMS, Pakistan, IMA International, Thailand etc.}\]
programmes and projects, reviewing and analyzing physical and financial progress and performance critically, developing case studies and conducting rigorous impact assessments following requisite protocols and utilizing multiple tools\(^7\) became culture of the organization. In addition, Third Party Evaluations for all major programmes and projects were also facilitated to further develop credibility of the organization as transparent and accountable. Elements of an online web-based M&E system and the use of GIS were also included to capture implementation data for the targeted areas and share it with, especially, international audience. The dynamic M & E system aimed to help fill the learning and accountability gap by providing direction to top management and its partners/stakeholders and helped them better understand the sensitivities, challenges and complexities of fragile and harsh environment of KP and FATA. The knowledge thus generated and shared assisted management and key stakeholder to better understand the environment and development landscape besides improving/strengthening programme/projects design and management. Interestingly, on one hand number of national and international donors\(^8\) partnering SRSP had grown, while on other hand provincial and federal governments has provided institutional support\(^9\) cost for strengthening its core programme to deliver poverty reduction initiatives on sustainable basis. The institutional support cost provided by provincial and federal governments developed SRSP’s capacity to deliver long term sustainable programmes in programme areas. With core structure in place, SRSP through its effective M & E mechanism was and is able to retain knowledge base of the target areas and its people, which invariably helped in developing, designing, launching new initiatives in shortest possible time as per needs of partnering communities.

In areas affected by earthquake of 2005, producing timely information for targeted support of donors and partners was perhaps one of the most crucial factors, which beyond any doubt saved precious lives and optimized rescue, recovery and early rehabilitation efforts. Capitalizing on network of community based institutions and adopting participatory M & E approaches, the

\(^7\)RCT, Institution Maturity Index, Appreciative Inquiry, Most Significant Change Stories.

\(^8\) All major UN agencies, CIDA, AusAID, European Union, Pakistan Poverty Alleviation Fund (PPAF, Provincial and Federal and provincial governments).

\(^9\) SRSP received endowment fund from provincial and federal governments to ensure its sustainable operations for delivering poverty reduction and humanitarian programmes in Khyber Pakhtunkhwa and Tribal Areas.
requisite information at an early stage of disaster was generated and shared across the board for facilitating targeted support by multitude of donors and partners. Besides enhancing efficiency and effectiveness of EQ 2005 operation in Khyber Pakhtunkhwa province of Pakistan, it also contributed to developing organizational credibility at all levels and strengthening its ties with prospective partners besides gaining trust of partner communities. During long term development of earthquake affected areas and communities, the focus invariably was on rehabilitation of small, medium and large scale infrastructure and housing. With hundreds of millions of Euros pouring in from multiple donors to support rehabilitation, one of the major concerns was ensuring compliance in reconstruction and development phase. The M & E system ensuring an active participation of respective village reconstruction & development committees contributed in achieving excellence. At a later stage the large scale reconstruction effort evaluated by the World Bank recorded 99% compliance in areas handed over to SRSP for reconstruction of houses, public buildings and infrastructure schemes.

In later part of 2000, the war simmering on borders of Pakistan, especially Khyber Pakhtunkhwa for years suddenly started expanding and invading a larger area. To uproot the insurgents who had a strong hold in the region, the military forces of Pakistan in wake of ‘Global War on Terror’ initiated a military action in one of the tribal agency-Bajuar in northern parts of Pakistan. This was the first operation and later on series of such operations were initiated in Malakand Region-districts Swat, Dir, Shangla and Buner- of Khyber Pakhtunkhwa province (PDMA, 2016; NDMA, 2016). The war engulfed villages after villages resulting in death of many innocent people and displacement of massive population from these districts. Those who survived had memories of a peaceful past and a hope of better tomorrow. The short notices of evacuation from troubled districts by military forces created a panic and ‘tsunami of people’ pouring out of the troubled districts in to more settled and peaceful district gained momentum (Rashid & Adnan, 2009). The assets left behind in this chaotic situation had been destroyed during the clash for territories and establishing writ of the government. This was beginning of what came to be termed as the largest humanitarian and displacement crisis in recent times. At least 3 million population from these settled districts and over 1.5 million from tribal agencies had been displaced and poured into safer districts Mardan, Nowshera, Charsadda and Peshawar (Wilder, 2010; Rashid & Adnan, 2009; Ullah, 2010).
The IDP crisis was unique in many aspects. Firstly, the Federal Government of Pakistan or Provincial government of Khyber Pakhtunkhwa never dealt an issue of massive displacement like this before. Secondly, since the government established designated camps could only accommodate 20% of this ‘human tsunami’, while the rest 80% preferred to stay with the relatives or host families on humanitarian grounds in safer districts. Generating information on needs of those who were outside designated camps was an enormous task, which again was resolved by adopting a community based approach to M & E. The next few years saw SRSP to be one of the most preferred and largest partners of all major UN\textsuperscript{10} agencies to provide rehabilitation and development support to communities affected by natural and human made disasters (SRSP Disaster and Humanitarian Progress Reports, 2010-15).

Another interesting aspect to mention here is the geographic placement of some of the partnerships. Few projects/programmes were undertaken in sensitive (FATA) areas, which were or had been either affected by presence of radical elements or subject to frequent disasters (IDP crises). These areas presented unique set of challenges for development practitioners. The typical linear and causal model of development with a clear set of activities, outputs and outcomes and a monitoring and evaluation system that can attribute any change to the programme/project activities did not easily apply to the region’s highly uncertain and complex environment. The war in post-9/11 Afghanistan, and the spill-over of activities by various extremist groups that eventually spread to the region and which at various times engulfed programme/targeted areas was one of those worst case scenarios that most planners preferred to ignore or pretended will not happen. One result was the onset of an unprecedented level of sectarian strife which led to the closure of all access road to programme areas (in Tribal belt) for almost two years. A logical question which comes to mind was that can a programme proceed when access is denied? In addition, cost escalations, personnel issues and management, an increasing uncertainty regarding government policies to find answers to the escalating insecurity and a highly conservative environment were few other aspects to be considered. All this required sensitivity and the need to respond to ever-changing security issues that affected staff movements, programme/project plans and resource allocation. Throw into this, the baggage of previous/ unpopular projects, one of

\textsuperscript{10} UNHCR, UNICEF, UNDP, ILO, UNFPA, WFP,
whose offices had actually been burnt down by enraged or disaffected villagers that can only be tackled through adaptive and emergent planning, innovative thinking, and a full understanding of underlying context of what was actually going on. The situation demanded an ability to learn, adapt and respond rapidly. The traditional approach of following a predetermined blueprint did not work— it was an understatement to say that the traditional tools of planning and project execution, monitoring and accountability were severely challenged in such an environment – the challenge was in fact terminal. Instead, a system based on learning and an ability to quickly adapt and change was put in place (Ul Mulk, 2013, Rogers. 2008)

Monitoring and evaluation remained a challenge in such environments mainly due to restricted access. Staff from SRSP’s head office was never certain of access, nor were external monitors from development partners. To complicate matters, by necessity, SRSP and donor teams included female members which required special provisions. Nevertheless, they and external monitors were able to make a number of visits. As they say ‘Difficulty is mother of invention’ so considerable use was made of snapshots, videos, feedback through community meetings/gatherings organized in areas outside turbulent areas. In addition, views of key stakeholders were sought as a further source/check for authentication and validation of what has been reported. To further support M & E, selected local community members (often known as community resource person) with basic requisite skills were first developed and then engaged meaningfully to support in monitoring and evaluation of partnerships in complex and fragile environments. A number of participatory studies were undertaken to assess the institutional maturity of community organisations, impact studies of infrastructure projects and most significant change studies undertaken with a wide body of the community as tools to generate data for evaluation.

Based on notable achievements in diverse geographic areas and situations, the provincial government also entered into a partnership to undertake a large scale public private partnership programme to reduce poverty in selected areas. Unprecedented in its financing and partnership modalities, this programme was the first of its kind where large public resources from within the Annual Development Program of Khyber Pakhtunkhwa Province were assigned to a civil society organization (SRSP) for a scale program. The transition from a donor driven community led
programs of the 90s; to a government financed bottom up development model was refreshing change and also boded well for the future of the province. The provincial government’s support for a sizeable “poverty reduction program” through SRSP was not only a recognition of this potential but also an indicator of the growing focus on “alternative development windows” as a viable policy choice.

In terms of M & E, the Provincial Government had an interest in physical and financial achievements of the programme, which as per their definition were visible indicators of programme success. Though it was not a requirement under the agreement to collect, maintain and produce information at various levels of objective hierarchy, nevertheless M & E was vigilant enough to produce and share such quality information during four years of programme implementation. Being first of its kind (PPP), SRSP mobilized resources to conduct end of programme evaluation of this unique programme. Not only this but many other programmes undertaken by SRSP had undergone third party external evaluations11, lessons from which were widely circulated and shared with development community in Pakistan and especially Khyber Pakhtunkhwa province. The improved knowledge management systems augmented by effective communication of results and achievements made SRSP familiar to all major UN, multilateral, bilateral or international humanitarian actors, while its size, scope, scale, flexibility and presence across Khyber Pakhtunkhwa and Tribal areas presented it to be a convenient partner to deliver development assistance as per actual needs of targeted communities. Amongst these, European Union (EU), supporting Government of Pakistan and Khyber Pakhtunkhwa’s efforts for reconstruction and stabilization in North-West Pakistan, approached SRSP to deliver two large scale programmes12 in Malakand Division13 to cover entire 4.7 million population. The nature of partnership with EU demanded SRSP to set up a comprehensive/ state of the art M & E

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11 e.g. Poverty Alleviation Programme supported by Go-KP, CIDA assisted project in tribal areas, Ausaid supported project in settled districts of KP, ICMC supported programme in EQ affected areas, Ausaid supported project in flood affected districts, UK-DfID supported programme in 11 districts of KP, world bank supported housing reconstruction programme in EQ affected areas.

12 Programme for Economic Advancement and Community Empowerment (PEACE) and Community Driven Local Development Programme (CDLD).

13 Malaknd Division comprises seven districts including Swat, Shangla, Buner, Malakand, Chitral, Dir Upper, and Dir Lower.
mechanism at onset of these partnerships. Notwithstanding incorporating all necessary major elements, an enhanced use of web based technologies including online web based M & E, developing Geographical Information Systems for remote monitoring and utilizing social media to communicate major achievements are few distinctive features of programmes supported by EU. Keeping geographical spread of the Malakand Division (29,850 Sq. Km or 40% of total area of Khyber Pakhtunkhwa Province, Pakistan), Community Resource Persons (CRPs) in all 7 districts were developed to support core functions, roles and responsibilities of M & E in this harsh, challenging thinly populated areas.

Section III: Conclusion
Reviewing some of the facts, figures and analysis as presented in preceding sections, it is evident that Sarhad Rural Support Programme (SRSP) has come a long way since its establishment in 1989. During first phase SRSP’s life (1989-2000), with limited beneficiaries, presence in 4 districts, two partners on board and half a million Euro budget/year, who would have thought that it would become one of the major players in development landscape of Khyber Pakhtunkhwa province of Pakistan. Notwithstanding other factors, improved M & E systems, knowledge management/sharing through efficient and effective channels during phase II (2000-2016) has produced visible results at multiple levels. Beyond any doubt transformation in M & E has led to strengthen existing and developing new partnerships with key stakeholders e.g. donors, government line agencies, political institutions, local government institutions, military institutions, community members, media and academia. These partnerships, based on comparative advantages of respective partners, ensured a synchronized effort of all the partners to undertake and deliver need based interventions to serve poor, vulnerable and deserving population in order to contribute to sustainable development goals (brief on SRSP contribution to SDG is given in Annex I).

Monitoring and Evaluation following requisite standards and protocols have always been challenging in complex, fragile, and challenging/demanding environments of Khyber Pakhtunkhwa province and FATA. In areas affected by earthquake of 2005, two pronged approach was adopted. If sharing of timely information during an early recovery and

Adopting a progressive approach characterized by refining policies, systems, procedures, and approaches.
rehabilitation phase was focused to save precious lives and optimize results, the following reconstruction and development phase concentrated on ensuring compliance as per standards defined and agreed by government and donor community to process timely payments to local communities vis-a-vis catalyzing development. During IDP crisis, which was unique in many aspects, since the government established designated camps could only accommodate 20% of this ‘human tsunami’, generating information on needs of those who were outside designated camps was an enormous task. The issue of generating information and facilitating’ human Tsunami’ could never have been resolved had the communities been not engaged in supporting M & E.

In case of Tribal/turbulent areas, one of the key learning was that relying on the blueprint approach may have little application. Living in period of evidence/result based management and fascination for value for money, there would always be an inclination to rigidly pre-define goals, objective and targets, which may not be a plausible solution. Though programmes and projects in Tribal areas had logical frameworks and result-based management matrices, nevertheless, learning loops built within these programmes and projects through regular feedback from the field, discussions with donors and partners and determining a response and flexibility in implementing them enabled SRSP to deal with the situation. Had the blueprint approach been used or insisted on, these programme and projects would have failed as experienced by others in the past.

In some of the recent partnerships especially with European Union in seven districts of Malakand Division, utilization and reliance on web based technologies and social media proved to be useful for communicating results and achievements in real time. The digital evidence produced and shared has positive bearings, especially, in developing a trust in capacities and capabilities of SRSP and other sister RSPs in Pakistan. Eventually, there is an enhanced funding and commitment by EU and provincial governments to support bottom up participatory development programmes, which is likely to contribute to Sustainable Development Goals.
### Annex-I

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<tr>
<td>Staff (in Nos.)</td>
<td>578</td>
<td>4,295</td>
<td>-</td>
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<tr>
<td>Donors on Board (in Nos.)</td>
<td>2 (in year 2000)</td>
<td>25 (in year 2016)</td>
<td>-</td>
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<tr>
<td>Resources Mobilized in Euros</td>
<td>6 million</td>
<td>235 million</td>
<td>SDG 1, 2, 3, 4, 5, 6, 7, 8, 9, 13, 16, 17</td>
</tr>
<tr>
<td>Community Institutions</td>
<td>2,689</td>
<td>36,521</td>
<td>SDG 1, 5, 16, 17</td>
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<tr>
<td>Infrastructure Development</td>
<td>1,194</td>
<td>9,286</td>
<td>SDG 1, 2, 3, 4, 5, 6, 7, 8, 9, 13</td>
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<tr>
<td>Human and Institutions Development</td>
<td>11,564</td>
<td>380,000</td>
<td>SDG 1, 2, 5, 8</td>
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<tr>
<td>Social Sector Services</td>
<td>-</td>
<td>- 26,000 Students</td>
<td>SDG 1, 2, 3, 4, 5, 8</td>
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<td></td>
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<td>- 118,000 teacher trained</td>
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<td>- 1,120 paralegal trained</td>
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<td>benefiting 1.4 million</td>
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<td>population.</td>
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<td>- 175 Adult Literacy Centers</td>
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<td>benefiting 33,000 women.</td>
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<td>Economic Growth (beneficiaries)</td>
<td>3,800</td>
<td>127,000</td>
<td>SDG 1, 2, 3, 4, 5, 8</td>
</tr>
<tr>
<td>Small Loan and Community Investment funds</td>
<td>-</td>
<td>8.6 million Euros disbursed to poor and vulnerable especially women</td>
<td>SDG 1,2,3,4,5, 8, 16,17</td>
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<tr>
<td>Humanitarian Services</td>
<td>-</td>
<td>Over 9 million population benefited from Food/Non food items, shelters, housing, wash and rehabilitation activities</td>
<td>SDG 1, 2, 5, 6,</td>
</tr>
</tbody>
</table>
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