

EXTERNAL EVALUATION

OCTOBER 2013

Humanitarian Support to Conflict and Flood-affected Populations in Khyber Pakhtunkhwa Province of Pakistan



Funded by
ECHO

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Bottom photos (Left: irrigation channel Kohat / Right: hand pump, Nowshera): Niaz Murtaza

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Acronyms

CBO	Community-Based Organization
CfW	Cash for Work
DAC	Development Assistance Committee
DRM	Disaster Risk Management
ERC	Emergency Response Committee
FATA	Federally Administered Tribal Areas
FFV	Fresh Food Vouchers
FGDs	Focus Group Discussions
FSL	Food Security and Livelihoods
HHs	Households
IDPs	Internally Displaced Persons
IRC	International Rescue Committee
IVAP	IDP Vulnerability Assessment and Profiling
KP	Khyber-Pakhtunkhwa
M&E	Monitoring and Evaluation
NFI	Non-food Items
PCVA	Participatory Community Vulnerability Assessment
PKR	Pak Rupee
PQA	Program Quality and Accountability
TORs	Terms of Reference
UC	Union Council
UN	United Nations
UNOCHA	United Nations Office for the Coordination of Humanitarian Assistance
WASH	Water, Sanitation and Hygiene

E XECUTIVE SUMMARY

In 2010, the worst flooding to hit Pakistan ever affected 20 million people, forcing over 7 million people from their homes. In KP, nearly 800,000 people are still displaced and further displacement of civilians continues following clashes between militant and sectarian groups and government since 2005. Given these needs, ACF developed project activities with ECHO funding based on IVAP, IARA and WFP assessments. The project's general objective is to reduce mortality and suffering of conflict and flood-affected populations. The specific objective is to strengthen food access and mitigate the spread of water borne disease through appropriate interventions. The results¹ are: 1. 4709 flood and conflict affected households have reinforced their food security and increased or preserved their asset bases; 2. At least 98,500 individuals have improved access to safe drinking water, proper hygiene and environmental sanitation facilities; and 3. Recently displaced populations (19,480 individuals) improve their immediate access to essential food and non-food items and mitigate the spread of waterborne diseases. The project does well on all the DAC criteria (see appendix), scoring 3+ on each criterion, which reflects above average performance on a scale of five. Particularly, the design of WASH and FSL modalities is strong, PQA activities are robust and community mobilization is good. The following recommendations are provided to further strengthen projects in future, many of which ACF has already incorporated in "KP-4" project:

Coverage

- Utilize and document systematic secondary information in choosing districts, UCs and villages. Concentrate in Kohat on IDPs and their host and immediately nearby communities only. Clearer criteria covering vulnerability and resilience considerations must be developed for household selection and clearly communicated in writing to committees.
- Since ACF is working in communities which were affected several years ago by both conflict and floods, it is important to look at not only current presence of actors but also the help actors may have provided in the past while selecting locations and households.

Appropriateness

- Since there was some degree of extrapolation of needs from the villages assessed to villages actually covered, to ensure that this extrapolation was valid, a quick re-assessment (and formal documentation of it) in the villages finally selected would be helpful.
- Offer a broader range of livelihoods options so that families can select an option best suited to their needs. Support women in the areas of poultry, handicraft and vegetable gardening. Link cash grants more closely to livelihoods options so that people can achieve self-reliance.

¹Project proposal

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- Raise this issue at the cluster level and encourage further joint surveys to see whether the fresh food voucher levels are sufficient, especially given the high inflation in the country
- Explore different ways of ensuring higher value goats, e.g., by doing an analysis of the feasibility of using natural goat markets (with payment to vendors done through a bank as being done for CFW activities) or if that is not feasible then negotiating with special fair vendors to bring higher quality goats based on specifications agreed among ACF, livestock department and community representatives.
- Introduce cash for work for some female-friendly activities too. Ensure that CFW rates are only slightly below market rates. Increasing the frequency of CFW payment is desirable.
- Consider purchasing hygiene kits locally with adequate country office supervision. Ensure that such kits are only given to recent IDPs.
- Follow-up with committees regularly on the number of people that they have already trained on hygiene issues in each village.
- Do more follow-ups to reduce the chances of contractors asking people for transport expenses for latrine material and of school latrines being monopolized by teachers.
- Strengthen community monitoring systems for minor technical aspects in communal construction work based on clear written 3-way agreements among committee, ACF and contractor. Encourage contractors more to recruit villagers on such schemes.
- Encourage women committees in all villages in Dir and Kohat and provide greater support to make them active while recognizing local cultural constraints. Ensure that women are aware about complaint mechanisms and consulted as much as men in project work
- Inform communities about ACF's global mandate and purposes in Pakistan and its plans for current engagement with the community in terms of length and overall village and/or scheme budget
- Provide clearer written targeting criteria to village committees and ensure that these are also displayed in prominent places throughout the village. Communicate the initial list of beneficiaries selected by the committee widely in the village and provide a few days and a clear modality for people to left out to lodge complains during early recovery work.
- Roll out complaint mechanisms more consistently across all locations. Complaint-handling staff could also proactively call committee members to check about problems, especially around critical project timings, such as distributions and construction milestones. Align the monitoring plan with the usual DAC criteria that ACF uses to evaluate projects so that senior management can take timely action to address gaps.

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Impact

- Undertake endline surveys in 4-6 weeks' time once the WASH work is completed.

Sustainability

- Give committees under early recovery work some basic training on CBO management, regular elections, village-based fundraising for maintenance of hardware and advocacy and networking. This will help committees become active vehicles for advocating with government departments for provision of services and maintenance of ACF infrastructure. See whether there are other international or local NGOs working long-term in these areas which could adopt such committees after ACF's withdrawal. Link committees of nearby villages with each other for mutual support, information sharing and learning. Help register committees with government so that they can receive support from government in the future
- Ensure that maintaining infrastructure is clearly mentioned in agreements with committees in all regions. Interact with host communities in IDP locations and have agreements with them for the maintenance of the infrastructure once ACF and IDPs leave. Have committees appoint sub-committees or a single person as focal point for each communal infrastructure

Coherence

- Both sectors to be aware of the beneficiaries of the other sector and use it as a possible criterion for household selection in order to avoid outcomes where some families get served by both sectors while other equally deserving families are not served by either sector.
- Develop mutually coherent rationales for different interventions where some interventions are given as cash while others are given as vouchers.

Efficiency

- Explore the possibility of negotiating "bulk sales" discounts with the selected food vendors while ensuring quality and the participation of sufficient numbers of small vendors. Encourage vendors to set up special stalls within IDP off-camp locations but ensure that they don't dump left-over items in these captive IDP market stalls.
- Improve community monitoring of contractor-built construction work and encourage contractors more to hire local manual labour.
- Local purchasing may help reduce costs while supervision by ACF Islamabad program and support staff can reduce the financial and quality risks involved in such local purchasing.

C HAPTER 1: BACKGROUND

This chapter provides an overview of the emergency context in Pakistan, and the project implemented by ACF which is the subject of evaluation in this report. The chapter serves the purpose of placing the whole evaluation in its proper context and in familiarizing the reader with the project constraints and scope.

1. Emergency Context in Pakistan

Over the last decade, Pakistan has experienced large-scale internal displacement caused by a range of natural and human-made disasters. Large-scale displacement occurred in Pakistan in 2010 after the worst flooding to hit Pakistan in memory affected 20 million people, forcing over 7 million people from their homes. The Pakistan floods crisis 2010 began in July 2010 following heavy monsoon rains in the Khyber Pakhtunkhwa (KP), GB, Sindh, Punjab and Balochistan provinces. UN (United Nations) estimates indicated that almost 2000 people were killed, over 1.7 million homes were destroyed and almost 18 million people were seriously affected during this flood, exceeding the combined total of individuals affected by the 2004 Indian Ocean tsunami, the 2005 Kashmir earthquake and the 2010 Haiti earthquake. At the worst point, approximately 20% of Pakistan's total area was underwater, an area bigger than England. Although most of the flood IDPs returned to their home areas soon after floodwaters receded, most were living in the open for prolonged periods as over 1.7 million houses were damaged or destroyed. The country suffered extensive damage to health, educational, transportation and communication infrastructure and crops. The total economic impact is estimated to be as much as \$10 billion. Floods submerged 17 million acres (69,000 km²) of Pakistan's most fertile crop land, killed 200,000 heads of livestock and washed away massive amounts of grain. Therefore, many farmers were unable to meet the autumn deadline for planting new seeds in 2010, which resulted in massive loss of food production in 2011, food shortages and price increases in staple goods. Sindh province had the highest number of people affected (7.2 million) followed by Punjab with 6 million people and KP with 3.8 million people. Outbreaks of diseases, such as gastroenteritis, diarrhea, and skin diseases, due to lack of clean drinking water and sanitation soon posed a serious risk to flood victims.

The crisis in 2010 was only the latest in Pakistan. It had been preceded by displacement of population following clashes between rival militant and sectarian groups in the tribal areas; military operations against extremist militants and insurgents; generalized violence and violations of human rights; a devastating earthquake in 2005; and annual floods across the country. Responding to large-scale internal displacement in KP province due to military operations in FATA in 2009, the UN and humanitarian organizations initiated emergency responses. In KP, nearly 800,000 people are still displaced and vulnerable as a result of on-going hostilities in several areas of FATA and further displacement of civilians continues. The largest groups were from Bajaur (350,000), South Waziristan (273,000) and Mohmand (245,000), but large numbers of unregistered IDPs from Khyber, Kurram, Orakzai, FR Kohat and FR Peshawar were also living either in KP or other parts of Pakistan. During 2012 and

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2013, there was additional displacement from Tirah valley and Bara areas in FATA, with people taking shelter in camps and host communities in Peshawar, Nowshera and Kohat. Structural poverty, inappropriate development, rapid urbanization, inadequate infrastructures, increased deterioration of the environment - deforestation, increased human settlements in hazard prone areas, etc. have increased the vulnerability to disasters. Flooding recurred in 2011 and 2012, which combined with incomplete recovery in the 2010 flood-affected districts. Thus, even a moderate flooding could have devastating effects in the future.

Figure 1-Project Map



2. Project Overview

ACF has been working continuously in Pakistan since 2005, having also worked earlier there during 1979-80. Over the last three years, ACF has implemented two large-scale projects in KP with ECHO funding which focused on water, sanitation and food security. It has also implemented a DRM project with Norwegian government funding in KP. ACF conducted a rapid integrated assessment in Kohat, Lower Dir and Upper Dir districts of KP province in January 2012 covering Food Security and Livelihoods (FSL), Water, Sanitation and Hygiene (WASH) and Disaster Risk Management (DRM) conditions. The assessment aimed at identifying constraints and challenges pertinent to food security, livelihoods, WASH and DRM and thereby

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to propose potential interventions towards alleviating the identified gaps. A combination of primary and secondary information sources and methods were used. Secondary sources included meetings at District/UC and community level with local authorities and other agencies operating in the areas. Primary sources and methods included Key Informant Interviews, Focus Group Discussions (FGD), Household Interviews, and Observation. However the data from Kohat and Lower/Upper Dir was analyzed separately due to the various different contexts and needs relating to both FSL and WASH. An Inter-Cluster Rapid Assessment was conducted to identify and assess the needs of off-camp Khyber IDPs in April 2012. In addition, Save the Children conducted an observation analysis of 45 off-camp IDP communities based in Peshawar district. Activities reflected in this project are based on these two assessments. ACF conduct a rapid assessment and verification exercise in the area selected for the implementation of the emergency response to cross check, verify and detail the needs of the targeted population. These assessments showed significant water, sanitation, livelihoods and food security needs. Further assessments details are available in the proposal. Based on these needs, ACF developed the following project activities with ECHO funding.

Figure 2-Project Summary

Project General Objective

To reduce mortality and suffering of conflict and flood-affected populations including the most vulnerable persons in area of intervention

Specific Objectives

To strengthen food access and mitigate the spread of water borne disease through appropriate interventions

Results

1. 4709 flood and conflict affected households have reinforced their food security and increased or preserved their asset base
2. At least 98,500 individuals have improved access to safe drinking water, proper hygiene and environmental sanitation facilities.
3. Recently displaced populations (19,480 individuals) improve their immediate access to essential food and non-food items and mitigate the spread of waterborne diseases

Programme Activities

Result 1

Cash intervention through Cash for Work (CFW) to rehabilitate infrastructure
Conditional Cash Grants and Livestock provision

Result 2

Rehabilitation of 24 major disaster resilient water schemes and 147 smaller water points and establishment of water committees

Support 100 families with toilets, rehabilitation of 21 sanitation infrastructure, repair of 23 drainage channels and environmental sanitation work in 9 sites

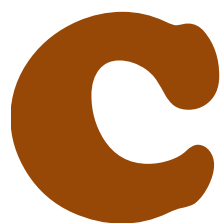
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400 hygiene promotion sessions, distribution of 2,901 hygiene kits and training of frontline hygiene workers

Result 3

Conditional cash grants and food vouchers

Rehabilitation of water points, construction of household latrines, NFI and hygiene promotion sessions



CHAPTER 2: METHODOLOGY

During September 2013, ACF commissioned an evaluation to evaluate the impact and approach of ACF's ECHO funded project activities in Khyber Pakhtunkhwa and to provide recommendations for future programming. ACF subscribes to the Development Assistance Committee (DAC) criteria for evaluation: Impact, Sustainability, Coherence, Coverage, Relevance / Appropriateness, Effectiveness and Efficiency. These dimensions served as the main evaluation criteria.

1. Evaluation Criteria and Questions

The TORs laid out the following overall criteria for this evaluation, which are based on the standard DAC criteria.

Figure 3-Evaluation Criteria

Coverage:	Were the most deserving community and persons targeted?
Appropriateness:	Were project activities relevant, participatory, and timely?
Effectiveness:	Did the project achieve its aims and objectives?
Efficiency:	Were resources used efficiently?
Coherence:	Was the project well-coordinated internally and externally?
Impact:	What was the impact on people's lives?
Sustainability:	Will the impact sustain in the long-term?

However, the TORs questions were not laid out under these criteria. Thus, the evaluator has linked these detailed questions to the DAC criteria as follows:

Relevance

- How successfully did ACF ensure that communities were involved throughout the programme cycle? Compare the differences in beneficiary preferences and perceptions of each activity. Highlight any differences in perceptions of different groups (for example gender and location) and explain how we can account for such differences.
- How were the specific needs of women and girls taken into account in the project design? What gaps were there in addressing the needs of women and girls?
- Examine the effectiveness of overall approach ACF Pakistan took to address the identified needs in each sector. What systems were in place to ensure that outputs provided were of the highest quality possible and were acceptable to beneficiaries?
- How could ACF improve its communication with communities in order to improve transparency and accountability?

Coverage

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- How appropriate was the approach in ensuring all the most vulnerable groups were reached? Were the criteria and indicators defined in the project suitable to identify the vulnerable population?

Effectiveness

- How effective were the interventions in meeting the intended objectives?

Impact

- Evaluate the impact of the different modalities of FSL intervention on food access of the beneficiary population in the short and medium term. Have wages earned for CfW activities effectively helped beneficiaries to preserve and recover assets that support future income generation?
- Evaluate the impact of the WaSH interventions. How well has ACF reinforced existing hygiene promotion channels by training teachers and lady health workers?
- What unforeseen outcomes were caused by or contributed to by the intervention, and why did these occur? Suggested areas for examination include, but are not limited to:
 - What effect did the program have on local markets?
 - Did any beneficiaries sell their food vouchers, and if so, why?
 - For voucher recipients, were there any unmet urgent non-food needs? What coping strategies did they employ to meet these needs?
 - Did any of the livestock beneficiaries sell the animals, and if so, why? What problems, if any, have beneficiaries encountered with caring for the animals? In any cases did purchasing food for the livestock put additional financial strain on the household?
 - Was there any effect on health of targeted beneficiaries caused by the FSL or WaSH activities?
 - Was sufficient care taken in WaSH activities to ensure that there were no negative environmental impacts?

Sustainability

- What measures, and with what success, did ACF take to ensure that all interventions were sustainable (including training, quality hardware, integration with government and resilience)

Coherence

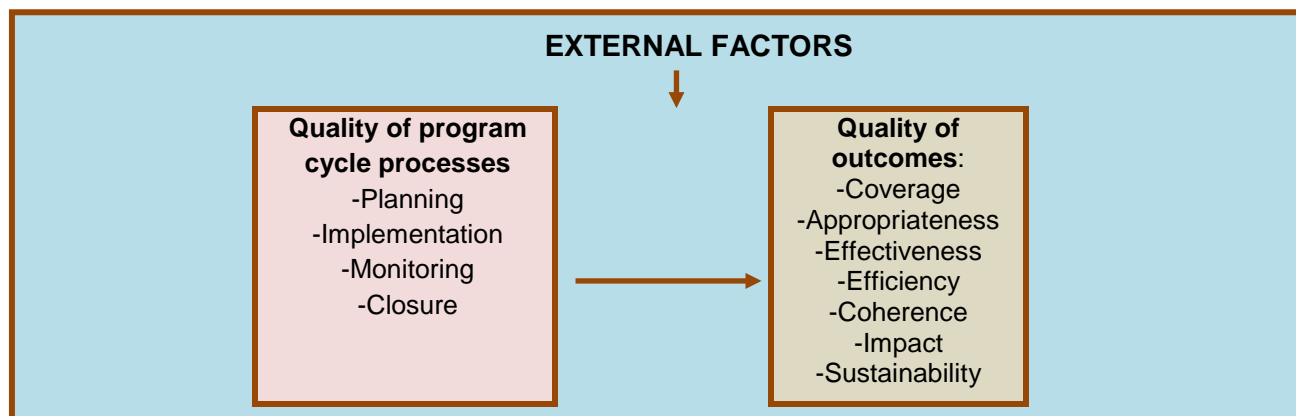
- Were the different project components of the WaSH and FSL interventions effectively integrated in each sector and between them?
- Evaluate the level of collaboration with stakeholders in the area during the design and implementation phases of the project. To what degree was this project in line with their projects? Did the project consider and integrate in its strategy Clusters recommendations and guidelines?

Efficiency

- How efficient was the programme approach taken? Were there alternative approaches that would have been more cost-effective without effecting quality?

2. Evaluation Framework

Figure 4-Evaluation Framework



The evaluation investigation was guided by the framework provided above. According to this framework, the quality of ACF's program and program support processes throughout the project cycle determines the quality and final outcomes of the project. External factors also affect the quality and the success of the project. Thus, the evaluation started by reviewing the quality of ACF's project processes and functions throughout the project cycle, i.e., planning (e.g., assessment quality, resourcing etc.); implementation (e.g., activity scheduling); monitoring (e.g., quality of monitoring framework, follow-up etc.); and closure (e.g., hand-over and follow-up). This chain of analysis is based on the reality that project staff cannot directly improve the performance of the project on the final outcomes. They can only improve the quality of project cycle activities in the future. Then the evaluator reviewed the community-level project outcomes using the criteria mentioned earlier. Based on the review of outcomes, external factors and program processes, the evaluator related specific strengths and weaknesses in program outcomes to specific strengths and weaknesses in program processes and external challenges. Consequently, it gives suggestions for strengthening program processes and overcoming external challenges.

3. Evaluation Methodology

Review of Relevant Documents

Prior to the field work, the evaluator reviewed the relevant documents, including those related to this project, ACF's general work in Pakistan and emergencies in Pakistan in order to gain a better understanding of the project and its context and to help develop the evaluation methodology and instruments.

ACF Briefing

Prior to the field work, the evaluator participated in a teleconference with ACF New York HQ. Project expatriate and national staff in Islamabad and the districts and support staff were also interviewed to gain a better understanding about the project

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External stakeholders' interviews (please see appendix for list)

Interviews were conducted with local authorities UN and INGO staff and donor representative in Islamabad and field to develop an external perspective on the emergency situation and the extent to which ACF is coordinating with other stakeholders.

Field activities

Household interviews with community members and Focus Group Discussions (FGDs) with village committee members (separately with male and female committees) based on participatory evaluation methods were undertaken. Female enumerators were hired for interviewing females. The villages visited and community members for household interviews were selected randomly from lists provided by ACF to ensure objectivity. An equal number of males and females were covered for the household interviews. In each village, transect walks were also conducted to get a better understanding of the disaster profile of the village. During the transect walks, the hardware work constructed by ACF in each village were also visited to get a better understanding of the manner in which ACF work addressed the source of vulnerability of the village.

Figure 5-Sampling Details

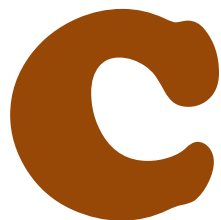
	Villages	FGD (50% male and 50% female)	HH interviews (50% male and 50% female)
Kohat	4	8	56
Nowshera/Peshawar	4	8	56
Dir	4	8	56
Total	12	24	168

ACF Internal PQA data

ACF has a strong PQA unit which has been undertaking a wide range of internal validation exercises for program activities. We reviewed and used the PQA data for this project to enhance triangulation of information wherever we found it to contain relevant content.

Constraints

The evaluation constraints included timing as the evaluation was conducted near the end of the year. Some of the staff members had already left ACF (e.g., the Project Manager and Head of Base, Kohat) by then which made it more difficult to get some project information and rationale for key decisions such as targeting of specific UCs and villages. Furthermore, ACF project staff was also simultaneously focused on finishing project activities and supporting evaluators. Another constraint was the security situation in Pakistan which restricted travel to daylight hours. However, despite these constraints, the evaluator collected adequate amounts of quality information.



CHAPTER 3: FINDINGS

This chapter provides the findings according to each question included in the TORs under the headings mentioned in the last chapter. However, the sequence of the questions and their placement under the headings has been changed in some places to enhance the flow of the discussion and to reduce repetitiveness.

The findings under each question are based on triangulation of information from the various sources of information mentioned in the last chapter. Overall, the project does well on all the DAC criteria, scoring at least 3 on each criterion (see appendix), which reflects above average performance on a scale of five. Particularly, the design of WASH and FSL modalities is strong, PQA activities are robust and community mobilization is good. Moreover, ACF has already addressed many of the issues highlighted here in “KP-4” project.

1. Coverage

How appropriate was the approach in ensuring all the most vulnerable groups were reached? Were the criteria and indicators defined in the project suitable to identify the vulnerable population? To what extent were the most vulnerable members of the target population effectively covered by the project? What was the level of participation of the communities during the targeting process?

Careful selection of beneficiaries and the proper documentation helps in ensuring that the most deserving people are targeted and in demonstrating clearly that the agency is providing services according to objective need as per the NGO Code of Conduct. The distribution of goods and services by agencies are financial transactions and involve as much risk of wrong-doing as procurement. Thus, as in the area of procurement, it is important for agencies to maintain strong documentary evidence that their distribution of financial values geographically. This includes developing clear selection criteria, and collecting a reasonable level of secondary and primary assessment information to be able to apply the criteria objectively to different locations and households. Furthermore, the documentation should be stronger for recovery-phase activities than for relief phase activities. In the relief phase, systematic information is often less easily available immediately after a crisis and the time available for careful assessments is also less since the overriding concern is to provide life-saving services immediately. We review the appropriateness of the ACF’s targeting of districts, UCs, villages and households both in terms of process and outcomes. Within process, like auditors reviewing procurement documents, we looked at whether ACF followed a systematic process for targeting the most vulnerable and whether its files contain sufficient documentary evidence to show that the most vulnerable districts, UCs, villages and households have been targeted. We also look at actual outcomes based on the secondary and primary information that we collected during this evaluation and earlier evaluations to judge whether ACF has actually succeeded in targeting the most vulnerable. In terms of process, the proposal mentions the following criteria:

General Criteria

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- Directly affected by conflict (areas of return and IDPs host areas)
- Directly affected by the 2010 monsoon floods
- Absence or near-absence of humanitarian actors
- Vulnerability criteria linked to the fragile food security situation
- Vulnerability criteria linked to the structural poverty factors (poor health and WASH infrastructure)
- Vulnerability criteria related to the public health risks (water quality, disease vectors) and water related morbidity data
- Vulnerability criteria related to the disaster risk
- Vulnerability criteria linked to the displacement status

Specific Criteria

- Households with high dependency ratio
- Households with a child below 2 years
- Households with disabled or chronically sick member(s)
- Female headed households with a focus on widows
- Elders
- Households with monthly income below 2,500 rupees
- Landless and wage labourers

This is a comprehensive list, but still there are a few issues with it. ACF ultimately wants to select households. However, before ACF can select specific households, it must select districts, UCs and villages. Staff interviewed was not clear on how districts and UCs were selected, provided no systematic documentary evidence in this regard and clearly need more guidance on how to identify the most badly-affected locations. Thus, instead of dividing them as general and specific criteria (it is unclear what this classification really means though implicitly one can see that the specific criteria are more applicable to households and general criteria are more applicable to the three higher levels), it would be better to have one list for household selection and one for district/UC/village selection. The following broad criteria are suggested for selecting districts, UCs and villages:

- Extent of needs, as reflected by number and percentage of people affected by disaster
- Presence of other actors
- Security situation

The following criteria in ACF's "general criteria" list could also be added, though they must be made more specific and measurable:

- Vulnerability criteria linked to the fragile food security situation
- Vulnerability criteria linked to the structural poverty factors (poor health and WASH infrastructure)
- Vulnerability criteria related to the public health risks (water quality, disease vectors) and water related morbidity data

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- Vulnerability criteria related to the disaster risk
- Vulnerability criteria linked to the displacement status

For villages, the following additional criteria may be helpful:

- Isolated-away from main towns and roads since such villages are likely to be historically poorer and thus will have higher vulnerability and lower resilience
- Close to major water courses that cause floods
- Majority of houses in the village are katcha, thus avoiding mixed villages since the risks of elite capture are higher in the latter villages
- Low land ownership, which would signify greater poverty and lower resilience

The basic principle underlying these district/UC/village selection criteria is that their use must not impose too much burden on staff or communities which already suffer from assessment fatigue. Preferably, the selection of districts, UCs and villages should not require enormous amount of household-level data collection. It should largely be done on the basis of district/UC/Village vulnerability and resilience characteristics mentioned above based on the best available secondary information, which for IDPs means IVAP (which is a database maintained by the IRC on IDPs in Pakistan) information and for floods means geographical damage information available with government and UN agencies. Thus, almost all the criteria above can be identified through these and other secondary information sources. Keeping in mind these criteria and principles, we evaluate the extent to which district/UC/village selection targeting is based on a thorough process and utilization of available secondary information by focusing mainly on the “extent of need” criteria above for which some information is readily available from secondary sources.

Peshawar/Nowshera targeting:

ACF’s focus in these two districts for this project was on IDPs. An IVAP report dated July 2011 provided by ACF shows that Nowshera and Peshawar hosted the largest number of IDPs in KP in 2011. However, ACF was aiming to focus on 2012 IDPs. The April 2012 interagency assessment mentions these two districts and Kohat as the main hosts of the 2012 IDPs. Thus, the district-level targeting for IDPs seems accurate. However, ACF did not provide any systematic information to show whether the UCs and locations covered in this project were the most deserving ones in terms of concentration and needs of IDPs. Staff mentioned that the specific ACF locations in Nowshera and Peshawar were based on allocations by the clusters. However, no documentary evidence has been provided in this regard. The household level information collected by us does show that 92% of female respondents and 90% of male respondents in these two districts were 2012 IDPs, meaning that errors of commission are low.

Kohat targeting:

The 2011 IVAP report shows that Kohat hosted the third highest number of IDPs. The April 2012 interagency assessment mentions the above two districts and Kohat as the main hosts of the 2012 IDPs. So Kohat’s selection on the basis of IDP presence seems valid. But again, ACF provided no information whether the UCs selected in Kohat were the most deserving ones in

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terms of IDP presence and needs. A September 2013 IVAP report given by UNOCHA to the evaluators shows that the three UCs targeted by ACF in Kohat-Urban 6, Togh Bala and Khushal Garh ranked as follows with respect to IDP presence:

Figure 6-Targeting Accuracy in Kohat

ACF UCs	Number of IDPs	Rank according to IDP presence
Urban 6	9,356	3 rd highest out of 28 UCs
Tough Bala	1,448	18 th out of 28 UCs
Khushal Garh	37	27 th out of 28 UCs

If the number of IDPs present in these UCs in 2012 was similar, this would mean that ACF's UC-level targeting was not very accurate. The household level information collected by us does show that 80% and 85% of the male and female respondents respectively were IDPs back from 2008-09 rather than 2012 IDPs. However, ACF maintains that malnutrition rates are almost identical between longer term and new displacements and that 2009 IDPs are nearly as vulnerable as 2012/13 IDP. While the proposal largely mentions Kohat with respect to the IDPs, implicitly it seems that ACF did focus thereto some extent even on non-IDP flood-affected people who were not hosting IDPs. According to Pakresponse.org website, Kohat ranks 18 out of 24 KP districts in terms of both number and percentage of flood-affected people affected. Thus it does not seem to be a priority district with respect to non-IDP flood-affected people. ACF also did not provide any information on whether the UCs and villages selected by it were priority ones within Kohat for flood response work. 72% of the female respondents and 78% of the male respondents in Kohat reported being affected by the 2010 floods. However, the damage was comparatively limited compared with what the evaluators have seen in other areas in KP and Sindh. Thus, less than 10% of the male and female respondents reported being displaced by the floods. For village selection in Kohat (and Dir), ACF did rank and select from a list of villages. However, it is not clear how the villages for this list were selected. Moreover, the criteria used to rank villages do not fully correspond with proposal criteria. They are also quite broad and it is not immediately clear how staff assigned scores for ranking different villages for these criteria.

LowerDir targeting:

The IVAP 2011 report shows that Dir hosted a small number of IDPs (1219 families) compared with the other two regions. Furthermore, ACF provided no systematic information to show whether large numbers of 2012 IDPs went to Dir. In any case, none of the household respondents in our survey reported being IDPs. Lower Dir ranks as the eighth most badly affected district in the 2010 floods IN KP and was characterised as a severely affected one. However, ACF provided little systematic information to show whether its selected UCs and villages were high priority ones within Dir. The household level data collected by us shows that more than 90% of the male and more than 80% of the female respondents reported no displacement or house damage due to the 2010 floods.

Household-level targeting:

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This targeting should ideally be based on a systematic comparison of the vulnerability (actual damage incurred in disaster) and resilience (ability to recover on their own) of all households in the selected villages. The proposal mentions the following specific criteria which seem more relevant for selecting households:

- Households with high dependency ratio
- Households with a child below 2 years
- Households with disabled or chronically sick member(s)
- Female headed households with a focus on widows
- Elders
- Households with monthly income below 2,500 rupees
- Landless and wage labourers

These criteria all focus on household resilience factors. Thus, there is a need to include some vulnerability criteria, i.e., actual damage incurred during disaster. Furthermore, some of these criteria will be very difficult to assess and also seem arbitrary, such as the one about income being below Rs. 2,500. The ones about elders and widows should be adjusted to being about elderly-headed or female-headed households without extended-family support. Also, since there are multiple criteria, there is a need to develop weights for them or an order of priority among them so that they can be applied rigorously and objectively to all households by front-line staff and village committees. Currently, ACF staff asks village committees to select people for the different packages based on these criteria and then goes house to house to make sure that the suggested people meet the criteria. However, based on the FGD and HH data collected by us, it does not seem that either staff or committees are fully clear about which criteria applies to which service or that they apply them consistently to different households. Furthermore, while the verification of the names given by the committees through house visits may help in eliminating people who do not meet the criteria, it will not help in identifying whether more or equally deserving people have been left out. Almost 90% of the HH survey respondents, both male and females, felt that ACF has served the most deserving people in the village. However, in FGDs in Kohat and Dir, the evaluators encountered many non-recipients and even committee members who felt that other deserving people were left out.

It is also not immediately clear on what basis the locations for the January 2012 assessments were selected and why most of them were not included for actual work. The assessment report mentions that the locations were selected based on needs and discussions with other external stakeholders. However, the assessment does not use hard data for selecting locations, e.g., IVAP data about locations with most IDPs. The strategy should have been to conduct assessments in the most badly affected UCs and villages as reflected by IVAP and flood damage reports and then clearly mention if some of them were dropped because of security concerns, presence of other actors etc.

Thus, overall, in terms of process, there is a clear need for ACF to utilize and document systematic secondary information to show others that it is focusing on priority districts, UCs and

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villages. In fact, many such improvements have already been made by ACF in “KP 4” project. IVAP information for IDPs and flood damage information available with government and UN agencies for different districts, UCs and villages must be used systematically both for selecting locations for assessments and actual work. In terms of actual outcomes, ACF’s targeting of priority conflict and flood affected areas is mixed and needs significant improvement. Finally, it would be sensible to concentrate in Kohat on IDPs and direct host communities only. However, in doing this, ACF will automatically cover flood-affected people since the long-resident IDPs in Kohat were also affected by floods. Also, clearer and valid criteria covering both vulnerability and resilience considerations need to be developed for different modalities for household-level selection and clearly communicated in writing to committees. Furthermore, ACF staff must also ensure that the process of beneficiary selection by committees neither includes undeserving people nor excludes deserving people. The latter could be achieved in smaller villages by ACF surveying all families. In larger villages where such village-wide surveying is not possible, there should be formal opportunities for excluded people to appeal the decisions of the committees. This aspect is explained in more detail in the next section. Also, since ACF is working in some communities which were affected several years ago by both conflict and floods, it is important to look at not only current presence of actors but also the help actors may have provided in the past while selecting locations and households. But clearly, vulnerability among long-term IDPs is often as high as new IDPs. Finally, while this section identifies many issues with ACF targeting, it is worth highlighting the fact that the evaluators have seen similar or bigger problems in almost all of the nearly two dozen agencies that they have evaluated in Pakistan recently. However, ACF is better placed than most agencies to overcome them as it has started implementing strong PQA measures recently. In fact, many such improvements have already been made by ACF in “KP 4” project, as mentioned earlier.

2. Appropriateness

Examine the appropriateness of the overall approach ACF Pakistan took to address the identified needs in each sector. How successfully did ACF ensure that communities were involved throughout the programme cycle? Assess how effectively beneficiary participation was sought and included throughout the programme.

ACF adopted a number of measures to enhance community participation within the project. So, its program plans under Results 1 and 2 in Dir and Kohat were based on its own high-quality and comprehensive rapid assessment conducted in January 2012 while the work under Result 3 in Peshawar and Nowshera was based on an interagency survey. However, some of the benefits of such in-depth consultations were lost by the fact that the UCs and villages that ACF finally worked in were not the same as those surveyed. Thus, only one each of the UCs that it covered in its own assessment in Dir and Kohat were included in the 3 and 4 UCs that it finally selected there for working under this project respectively. Also, many of the villages that it selected for working even in the UCs covered in the assessment were not covered in the assessment. To some extent, this is inescapable given the large gap between the times that agencies conduct assessments and actually start work after obtaining funding, during which time other agencies may start working in some of the villages assessed. Thus, there was some

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degree of extrapolation of needs from the locations and households assessed to villages and households actually covered. To ensure that this extrapolation was valid, a quick re-assessment (and formal documentation of it) in the villages finally selected would have been helpful to enhance community participation. To some extent, this happens in the village profiling process that ACF undertakes. However, the findings from this process must be summarized and the specific design of each modality linked more closely to these findings. Furthermore, the assessments largely identify broad needs and gaps in the areas of WASH and FSL. It is not clear how ACF converted these broad needs into specific modalities and the extent to which this conversion was based on ACF staff opinions and cluster guidelines versus beneficiary preferences. This issue is more important for the FSL sector where, except for the cash grants, ACF had very specific and fixed modalities, such as food and livestock vouchers. So, for example, it is not clear why goats were seen as the only viable livelihoods option throughout Kohat and Dir, the extent to which this choice was based on community preferences and why other livelihoods options were not considered and provided. So while goats are a good option for women, they also expressed desire for support in the areas of handicrafts, poultry and vegetable gardening, both to us and in ACF's 2012 assessment. It is important for donors and agencies to fund such activities in the early recovery phase. Thus, offering a broader range of livelihoods options would have been better to ensure that households can select an option best suited to their needs. It must be recognized that no agency can provide interventions for each household based on its specific preferences as this could lead to an enormous and administratively impossible range of services to provide. However, offering 3-4 livelihoods options from which people could choose may have been more desirable than offering only one take-it-or-leave-it option. While cash grants do offer such tailor-made possibilities, 86% of male and 90% of female beneficiaries across the three regions reported spending them on recurrent expenses rather than livelihoods development. With WASH, there was more flexibility and participation since the water schemes selected by ACF for each village varied considerably, including hand pumps, irrigation channels, spring repairs and water pipeline schemes, with the specific scheme selected for each village depending on specific village topography and community preferences. ACF also strived to select specific beneficiaries through community participation via the committees, which is a good practice. Some of the residual gaps in that approach were discussed in the last section.

Figure 7-Community Satisfaction with Overall ACF Approach

Percentage responding "yes"	Females	Males
Were you consulted about the types of services and their content?	60	72
Did agency staff always treat you according to your cultural norms?	92	96
Do you know the procedure for making a complaint to the agency?	58	72
Were the services timely for you in light of your needs?	92	90

Compare the differences in beneficiary preferences and perceptions of each activity. Highlight any differences in perceptions of different groups (for example gender and location) and explain how we can account for such differences.

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Conditional cash grants: Such grants were offered for both the recovery phase work in Dir and Kohat under the Result 1 and the relief phase work in Peshawar and Nowshera under Result 3 though the amounts vary across the two results. 86% of male and 90% of female beneficiaries across the three regions reported spending them on recurrent expenses rather than livelihoods development. Many beneficiaries in the FGDs and even the closed-ended HH surveys expressed a desire from help from ACF so that they could have utilized some of it for livelihoods development to enhance their self-reliance. This desire is much in line with the increasing emphasis among agencies and donors to enhance people's self-reliance during the recovery phase. Women specifically seemed more interested in receiving such help. Thus, it may be advisable to link such cash grants specifically with livelihoods support under recovery work.

Food vouchers: Such vouchers were only provided under Result 3 in Nowshera and Peshawar for relief phase work. The majority of respondents in male and female FGDs preferred cash and viewed the amount as insufficient for their purposes. According to ACF, the amounts are based on cluster guidelines. Thus, it would be advisable to raise this issue at the cluster level and encourage further joint surveys to see whether the current voucher levels are sufficient, especially given the high inflation in the country. It must also be remembered that the registered IDPs served by ACF also receive support from WFP while non-registered IDPs are given additional cash grants by ACF. ACF explained that Complimentary Food Vouchers were meant for families with children under 2 while Fresh Food Vouchers were provided to all beneficiaries. These beneficiaries were already receiving dry ration from WFP. The voucher grants were provided for the nutrients related to fresh and complimentary feeding. The value is always less as both the fresh food and complimentary food vouchers are part of the full food package.

Livestock vouchers: The goats were provided only under Result 1 in Kohat and Dir under recovery-phase activities and were the main livelihoods activity under the project which enhanced self-reliance besides some irrigation channel work in some villages. ACF also provided a session on goat-keeping to recipients and arranged for vaccinations at the point of sales. Beneficiaries were asked to buy the goats at special fares arranged by ACF where 6-8 selected goat vendors brought 15-20 goats each. The goats were appreciated but were largely seen as not being worth Rs 10k in both Dir and Kohat, especially by men who would likely be better aware of market prices, and were valued as being between Rs. 5,000-7,000 by most beneficiaries. Since the vendors knew that beneficiaries would have vouchers of Rs. 10,000 and that they could only buy at these fares, it is possible that they may have inflated prices by bringing lower-value goats. ACF attempted to overcome this problem by having multiple vendors in each fare to discourage price collusion. However, in the group of vendors that we met in Kohat, there was a clear group leader who said that he was the one who had heard about the ACF program and had encouraged the other vendors to join with him. Thus, the different vendors were not as independent of each other as ACF would have desired and aimed to achieve by putting announcements for vendors in newspapers and near goat markets. Most beneficiaries in FGDs and HH interviews expressed a desire to have received cash so that they could buy their own goats which would have been closer to Rs. 10,000 in values. The issue with giving cash is that it is possible that it may also have been spent on recurrent expenses, as

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happened with the cash grants. A better way for ACF would be to explore whether natural local markets could be used or if that is not feasible, ACF is advised to ensure special fair vendors bring goats worth Rs. 10,000 based on specifications agreed upon by ACF, livestock department and community representatives.

Cash for work: This intervention was provided only under Result 1 in Kohat and Dir under recovery-phase activities and was for males only since the schemes related to channel and road constructions which are generally male works. Thus, it would be useful to experiment with introducing cash for work for some female-friendly activities too. The daily amount was seen as low at Rs. 350 versus Rs. 450-500 local rates for daily work. So long as the rate is slightly below going local rates (e.g., Rs. 50), it is not a problem in our opinion as the people are also getting some return from the output of the CFW, such a cleaner environment due to cleanliness drives funded by CFW. Furthermore, keeping rates slightly lower also helps in attracting the poorest people. Also, the cash was only paid at the end, meaning around 30 days after the first day. This created some difficulty for people who depend on daily payments for their daily expenses. This practice may have discouraged the poorest since they need daily cash more urgently. Thus, increasing the frequency of payments is desirable.

Hand pumps/water springs: These were delivered in all three regions under Results 2 and 3. There were some complains about water quality in 3-4 cases in Kohat observed during our transect walks which ACF is aware of and is working to fix. Women in some cases in Dir complained of distance but were also very happy with water springs provided in Dir.

Hygiene kits: This intervention was provided under Result 2 in Kohat and Dir and also under Result 3. Although people, especially women, were very happy with this intervention, to us it seems more like a relief phase intervention. According to ACF, this intervention under Result 2 for Dir and Kohat basically targeted recent IDPs who would be in relief-phase. However, in reality, this package has not gone to any recent IDP but to people affected by floods in 2010 and IDPs from 2009-10 conflicts. Also the idea of taking truckloads of buckets and coolers all the way from Islamabad for distribution in Dir and Kohat seems inefficient. According to ACF, the contracted supplier purchased some items locally.

Hygiene training: Such trainings were seen as helpful and relevant, especially by women who reported that their household health status had improved as a result. ACF conducts master trainings for village committees who train up the communities. However, not all committees have rolled the trainings out fully yet. Thus, it is advisable for ACF to follow-up with each committee regularly during project life on the number of people that they have already trained.

Latrines: These are being provided in all three regions and are highly appreciated, especially by women who otherwise have to go to bush areas or to drainages within villages late at night to defecate, which is problematic given the conservative culture. In one village only in Kohat, there were complaints that the contractor was asking people for transport expenses for material. There were some incomplete toilets in Dir and Kohat observed during our transect walks, which

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ACF is working to have them completed soon. In one village in Dir, the new ACF toilet was seemingly being used by teachers only while children still were using the old latrines.

Irrigation and drainage channels: This is another scheme which will enhance self-reliance. There are still some incomplete schemes that we came across during the transect walks and which ACF is working to complete soon. Committees suggested for ACF to have community monitoring systems for minor technical aspects as this would help enhance quality and put additional pressures on contractors to fulfil contractual obligations. People also requested greater pressure on contractors to recruit villagers for manual labour work on such schemes.

Figure 8-Community Satisfaction with Specific Modalities

	Types of problems mentioned
CFW	Insufficient amount, delayed payment
Cash grants	Would prefer livelihoods support
Livestock vouchers	Goats not worth Rs. 10,000
Water pump/scheme	Still incomplete; water quality
Latrines	Contractor asking transport money; incomplete
Food vouchers	Insufficient; would prefer cash
Hygiene kit	Quality and quantity issues
Hygiene training	Need more training

How were the specific needs of women and girls taken into account in the project design? What gaps were there in addressing the needs of women and girls?

ACF has taken a number of steps to address women's needs. It undertook specific assessment of women's needs as part of its 2012 assessment in Dir and Kohat. It has also set-up separate women's committees in most places, which is impressive given the conservative culture in the areas. Women also constituted more than 80% of beneficiaries for some of the recovery modalities such as goats and conditional cash grants. Overall, women constituted 26% of the project direct beneficiaries and obviously also benefited indirectly from services directly given to their husbands. However, there are several areas where some improvements are needed: Women committees were missing in a minority of villages in Dir and Kohat and even in other villages, especially in Dir, seemed less active than male committees often due to the conservative culture. The percentage of women who reported being consulted and being aware of complaint mechanisms is much lower than that among men, as reported in earlier sections. Women have been excluded from CFW activities because of the types of activities elected for this modality. Women's interest in getting support in the areas of poultry, handicraft and vegetable gardening, that were expressed in the 2012 assessments, have not been addressed.

How could ACF improve its communication with communities in order to improve transparency and accountability?

- Inform communities initially about ACF's mandate, programs and purposes in Pakistan and its plans for current engagement with the community in terms of length and overall village budget and ensure that these are also displayed in prominent places throughout the village

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- Provide clearer written targeting criteria to village committees and ensure that these are also displayed in prominent places throughout the village
- Communicate the list of beneficiaries selected by committees widely in villages and provide a few days and a clear modality for people to lodge complains. Have the committees deal with such complains transparently and inform the complainants about the decisions
- Strengthen the process of providing bills of quantities for contractor-led construction work and having village committees co-monitor it based on a clear written 3-way agreement among committee, ACF and contractor.
- Instead of just waiting for people to call in PQA complaint-handling staff could also proactively call and communicate with committee members to check about problems, especially around critical project timings, such as distributions and construction milestones.

What systems were in place to ensure that outputs provided were of the highest quality possible and were acceptable to beneficiaries?

ACF had adopted a number of measures to ensure high quality. Firstly, it developed comprehensive processes for vetting the quality and reliability of contractors and vendors through its PQA and logistics staff. However, some issues did crop up with the extent to which contractors contracts provided adequate means for ensuring that contractors stick to the contractual obligations. Following some problems with contractors, a more comprehensive contract format has been developed. Secondly, ACF also recruited skilled staff in the areas of FSL and WASH and had even its nutrition team to provide inputs to ensure high technical standards. Thirdly, it collaborated with sectoral clusters to incorporate relevant national industry standards. Fourth, it also has a comprehensive monitoring plan for the project. However, there is a need to align the monitoring plan with the usual DAC criteria that ACF uses to finally evaluate projects so that senior management is getting regular information on progress on each criteria and can take timely action to address gaps. Finally, ACF has also started instituting complaint mechanisms by giving people telephone numbers of senior staff members in Peshawar office. Such mechanisms were more widespread in FSL than WASH. Initially, they were being managed by sectoral staff but have subsequently been taken over by PQA staff, which will help strengthen their quality. However, such measures still need to be rolled out more widely and vigorously. Currently, 72% of male beneficiaries and 58% of female beneficiaries reported being aware of such complain mechanisms. ACF PQA department has also undertaken validation exercises for various activities and vendors to enhance quality.

3. Effectiveness

How effective were the interventions in meeting the intended objectives and targets?

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Result 1: 4709 flood and conflict affected households have reinforced their food security and increased or preserved their asset base

Figure 9-Achievements on Result 1

Modality	Achievements	Value
Conditional Cash Grant	1096 HHs	18,800 PKR
Cash For Work	4074 HHs	8,400 PKR for unskilled, 13,200 PKR Team Leader
Livestock Support	910 HHs	10,000 PKR for Goats and 200 PKR for veterinary services
Total	6,080 HHs	

Thus, ACF exceeded the overall target for this result by 1,371 households while maintaining the per-family value planned in the proposal.

Result 2: At least 98,500 individuals have improved access to safe drinking water, proper hygiene and environmental sanitation facilities.

Figure 10-Achievements on Result 2

Modality	Achievement
Rehabilitate/Construct 6 tube wells and 18 gravity fed disaster resilient water supply schemes and 147 smaller schemes(hand pumps)	50%
Form 41 water management committees	100%
Construct 100 HH Latrines, 21 institutional WASH facilities	50%
Construct 10 drainage systems	100%
Construct 13 irrigation channels	50%
Conduct 400 hygiene promotion sessions	100%
Distribute 2901 hygiene kits	100%

There is considerable construction work that still remains to be finished under this result as a result of the problems that ACF encountered in being able to find reliable, skilled and transparent contractors. Consequently, there were work slippages and ACF even had to cancel the contract of one contractor and issue it afresh to another contractor. Furthermore, the achievement of objectives information under this result was made available by ACF in terms of the percentage of work completed on each modality but not in terms of the number of people who had benefitted from each modality. However, according to ACF, the calculations for beneficiaries is the same as defined in the proposal, i.e., 500 people per small water scheme (hand pump) and 1000 for larger water scheme (tube well or gravity scheme).

Result 3: Recently displaced populations (14480 individuals) improve their immediate access to essential food and non-food items and mitigate the spread of water borne diseases

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Figure 11-Achievements on Result 3

Modality	Achievements	Value
FSL		
Conditional Cash Grant	602 HHs	7,700 PKR for each round
Fresh Food Vouchers	2,030 HHs	2,180 PKR for each round
Complementary feeding Vouchers	192 HHs	1,120 PKR for each round
Total	2,824 HHs	
WASH		
HH latrines	200 completed	
Hand pumps	30 completed 50%	
Hygiene sessions	1810 completed	

Assuming 8 persons per family based on the interagency assessment conducted in April 2012 with IDPs, the number of persons reached through 2,824 households approximately equals 22,592 persons which is more than 8,000 persons more than the original target.

Thus, overall, ACF has exceeded the targets on the FSL activities but is still working to complete the WASH targets due to the problems faced with contractors. In achieving these targets and objectives, ACF has largely respected the revised budget as the following table reveals based on the budget spent until July 2013 and forecast to be spent by the end of the project life according to figures provided by the ACF Pakistan Finance Department:

Figure 12-Budget Situation in Euros

Chapter	Budget	% Spent-7/2013	Forecast % expenditure till end
Personnel	695,693	115%	122%
Communication, Visibility, Information	3,000	0%	117%
Equipment Costs	12,924	80%	80%
Sub-Contracting Costs	13,000	0%	100%
Consumables & Goods Costs	1,702,167	61%	96%
Other Costs	376,955	72%	82%
TOTAL DIRECT COSTS	2,803,738	75%	100%
Indirect Costs (7%)	196,262	75%	
TOTAL COSTS	3,000,000	75%	100%

The table reveals that the consumables and goods costs chapter, which represents the value transferred directly to beneficiaries, currently at 61%, will likely reach 96% of the budget by the

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end of the project. This signifies that despite the extension, ACF has protected the beneficiary budget lines values originally planned. Although certain administrative lines, such as Personnel, have increased significantly (122% by the end of the project), this increase has largely been off-set by decreases in other administrative lines, such as “other costs” and “equipment costs”.

4. Impact

Evaluate the impact of the different modalities of FSL intervention on food access of the beneficiary population in the short and medium term. Evaluate the impact of the WaSH interventions including economically.

Although the evaluators did query people about the impact on their lives from ACF activities, this information should not be seen as conclusive judgment on the impact of ACF activities since much of the WASH work was still under construction. Even some FSL activities, e.g., goats and irrigation channels, will provide increased impact over time. It is our feeling that the impact will become higher over time than that shown below. Thus, ACF is encouraged to undertake an end-line survey in 4-5 weeks' time.

Figure 13-Initial Impact of ACF Activities

Have ACF services helped you improve your family status significantly on these dimensions- Yes (%)	Female	Male
Asset ownership	24	15
Access to food	84	72
Food diversity	68	56
Income potential	60	72
Hygiene/nutrition knowledge	72	66
Health status	72	66
Debt freedom	20	18
Access to clean water	30	36

The biggest gain seems to have been in the areas of access to food and food diversity since every FSL activity contributed to it directly or indirectly. Improvements in hygiene/nutrition knowledge and health status were the second biggest areas of improvement which seems to have occurred due to the hygiene/nutrition awareness-raising sessions, the distribution of hygiene kits and the general increase in access to better food but also clean water and latrines in some cases. The third area of major improvement relates to income potential, which improved due to a variety of FSL activities, such as livestock provision, completed irrigation schemes and CFW activities. WASH work has shown less direct impact to-date since much of the work is still under completion. Women reported greater appreciation for improvements in food and health status.

Have wages earned for CFW activities effectively helped beneficiaries to preserve and recover assets that support future income generation?

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The vast majority of CFW (96%) and cash grant recipients (88%) reported spending the cash on recurrent expenditures

How well has ACF reinforced existing hygiene promotion channels by training teachers and lady health workers?

The evaluators visited two schools but in neither one could meet teachers. Nor were meetings possible with lady health workers.

Assess the unintended consequences of the intervention.

Beneficiary perceptions about negative impact: 100% of male and female respondents to the HH survey reported no negative impact from ACF activities.

Impact on local markets: Neither communities nor vendors reported any increase in the value of food prices locally due to project activities. However, goat vendors seem to have inflated prices knowing that they have a captive market

Did any beneficiaries sell their food vouchers?: There were no reports of voucher sales since ACF had a system where people were required to produce their identification cards to vendors to undertake the purchases.

For voucher recipients, were there any unmet urgent non-food needs? What coping strategies did they employ to meet these needs? The most pressing needs were house rents which people met by working locally as daily workers or through ACF cash grants.

Did any of the livestock beneficiaries sell the animals, and if so, why? What problems, if any, have beneficiaries encountered with caring for the animals? In any cases did purchasing food for the livestock put additional financial strain on the household? There were no reports of animal sales though there were occasional reports (around 10% of livestock beneficiaries) of animal deaths. Fodder seemed to be easily available around villages.

Was there any effect on health caused by the FSL or WaSH activities?: People reported positive impact on health from the services of both sectors which has been detailed earlier.

Was sufficient care taken in WaSH activities to ensure that there were no negative environmental impacts? During transect walks, the evaluators did not come across any major negative environmental impact. The hand pump areas seemed clean and water was not clogging up since ACF had built drainage lines. In one case in Dir, the evaluator noticed a water reservoir built by ACF very close to a latrine that had been built earlier and in one case in Kohat, the evaluator noticed animal waste near one of the water points built by ACF in a school.

5. Sustainability

What measures, and with what success, did ACF take to ensure that all interventions were sustainable (including training, quality hardware, integration with government departments and resilience)

ACF has established village committees in all the locations that it is working in under all three results and across all three regions. Furthermore, separate female committees have also been established, except in a few villages in Dir and Kohat (e.g., Baqizai). In some cases, villagers did not allow female committees due to conservative culture while in other places there was no clear explanation available with ACF staff as to why such committees were not established as in Baqizai. In any case, such committees are usually a critical vehicle for ensuring project sustainability as they can take up responsibility for maintaining hardware services after agencies leave. ACF PQA validation exercises for committees found them to be generally representative and functional. However, ACF is dealing with recent IDPs under Result 3 in Peshawar and Nowshera and in each host location there are IDPs who have come from different original locations. Furthermore, it is not clear how long these IDPs will stay in these locations. Thus, the sustainability of these committees themselves and consequently of the hardware provided by ACF, such as hand pumps, is not assured. In fact, in Phandu and Jalozei, some of the committee members were already no longer resident there. It would be useful for ACF to interact with host communities in these locations, include them in village committees (in fact this has already been done in some locations, e.g., Phandu) and have agreements with them for the maintenance of the infrastructure once ACF and IDPs leave.

On the other hand, in Dir and Kohat, ACF is dealing mainly with local flood-affected populations and long-duration IDPs who have been living in Kohat since 2009. Thus, the sustainability of activities in these committees is more important. Committee members in almost all villages were confident that the committees will survive in the long-run and will maintain the infrastructure. However, even there, there are several additional steps that ACF should take to increase the chances of committee sustainability:

- 1) Give committees under recovery work some basic training on CBO management, holding regular and periodic elections and village-based fundraising for the maintenance of hardware as well as in advocacy and networking. This will help them become active vehicles for advocating with government departments for future provision of services and maintenance of ACF infrastructure
- 2) Review whether there are other international or local NGOs working long-term in these areas which could adopt the committees after ACF's withdrawal.
- 3) Link committees of nearby villages with each other for mutual support, information sharing and learning.
- 4) Register committees with government authorities so that they can receive government support in the future.

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- 5) Keep ensuring that maintaining infrastructure is clearly mentioned in the agreements that ACF signs with committees in all regions.
- 6) Encourage committees to assign one responsible person for each communal infrastructure provided by ACF, e.g., each hand pump

In addition, the different modalities implemented by ACF have variable sustainability prospects:

Figure 14-Sustainability of ACF Interventions

Modality	Likely sustainability
Conditional cash grants	The majority of the communities and households reported that the grants were spent on recurrent expenses. Thus, linking these large cash grants with livelihoods activities would have been better from the point of view of sustainability
Food vouchers	These were spent on immediate food needs and have low sustainability which is understandable since they are a relief phase activity
Livestock grants	These have higher sustainability prospects as the goats will likely multiply in the future
Cash for work	Most people reported spending cash on recurrent expenditure. Furthermore, in several villages the benefits of cleanliness drives funded by CFW had already disappeared due to subsequent waste accumulation. Thus, linking CFW activities to more sustainable activities is important
Hand pumps, irrigation channels, water schemes and institutional latrines	These have higher sustainability prospects so long as the committees can be strengthened as mentioned above
Hygiene kits	May last for a few months; low sustainability which is understandable given that it is a relief phase intervention
Hygiene and nutrition training	These have higher sustainability prospects as most respondents reported at least some permanent changes in their related habits

6. Efficiency

How efficient was the programme approach taken? Were there alternative approaches that would have been more cost-effective without effecting quality?

The cost efficiency of some of the modalities could be improved as shown in the figure below:

Figure 15-Cost-Efficiency Improvement Analysis

Modality	Efficiency
Fresh food and complementary vouchers	ACF is advised to explore “bulk sales” discounts while having quality conditions with the selected vendors in the future since the ACF programme helped vendors to double and triple their sales in the distribution months. However, this must not be at the expense of shutting out smaller vendors. Some vendors are also willing to set up special stalls within IDP camps based on their good business this time. However, it would be important for

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	ACF to monitor regularly with the help of the IDPs to ensure that they don't dump left-over items in these captive IDP market stalls
Livestock grants	Respondents in most villages complained that the goats provided were worth half the amount of the voucher. Thus, negotiating higher "value for money" goats with livestock vendors is advisable
Cash for work	This modality was actually overly cost-efficient as people were paid daily wages (Rs. 350) that were much lower than the local going rates (Rs. 450-500). Since the money is going to ultimate beneficiaries, it would be sensible to reduce cost efficiency and give rates closer to local going labour rates. However, slightly lower than market rates may still be appropriate since people are also getting additional benefits from the output of the CFW and also will help target the poorest since better-off people may not be attracted
Hand pumps, irrigation channels, water schemes and institutional latrines	Such schemes have been done through contractors who have often brought labour from outside. It would be useful to require or at least encourage contractors to hire villagers more consistently. This may have reduced costs and provided income opportunities for people without affecting work quality. It would also be useful to have committees monitor the daily work for minor construction aspects (whether contractors are watering cement work regularly) by having three-way agreements between ACF, contractors and committees for such monitoring and sharing the bills of quantities with committees. This will improve work quality and reduce ACF monitoring costs.
Hygiene kits	Local purchasing may help reduce procurement and transportation costs while the supervision by ACF Islamabad program and support staff can reduce the financial and quality risks involved in such local purchasing.

7. Coherence

Were the different project components of the WaSH and FSL interventions effectively integrated in each sector and between them?

Integration and coordination between WASH and FSL was high. The assessment conducted by ACF in January and February 2012 in Dir and Kohat was conducted jointly by staff from both sectors. Furthermore, both teams conducted subsequent assessments to select specific project locations/villages together and consequently most of the locations are common to both sectors. For example, under Result 3, eight locations in Peshawar and Nowshera are common to both sectors while WASH is covering an additional four villages but mainly for low-cost software activities, such as awareness-raising sessions. In Kohat, FSL has a total of 32 villages, among which 17 villages are in integration with Wash sector, while Wash sector has an additional eight non-integrated villages. Furthermore, in common villages, both sectors are working through the same village committees. In addition, the sectoral teams have coordinated in work activities by developing a division of labour where WASH undertakes hygiene promotion activities whereas FSL undertakes nutritional awareness-raising. WASH staff help FSL staff in the construction of agricultural channels in Dir and Kohat since FSL teams do not have any engineers. WASH staff draw upon the CFW funds available with FSL to hire villagers to conduct cleanliness drives in villages in these two regions. So, there is a high degree of coordination and coherence across the two sectors. Beyond that, sectoral beneficiaries are not common. This is partly dictated by

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the fact that while FSL is largely focused on serving individual beneficiaries, the main WASH activities serve groups of families or even the whole community. Even where WASH is providing individual family support, such as latrines, the beneficiaries are not necessarily common with FSL since different families had different needs and thus each sector had to conduct its own household-level assessments to identify sectoral needs. However, it would still be useful for both sectors to be aware of the beneficiaries of the other sector and use it as a possible criterion for household selection in order to avoid outcomes where some families get served by both sectors while other equally deserving families are not served by either sector.

Intra-sectorally, there is some incoherence in the specific FSL modalities. So, FSL is providing fresh food vouchers (FFV) to both registered and unregistered IDPs. Voucher schemes assume that people may waste assistance if it is given in cash. However, FSL is also providing almost three times larger conditional cash grants to some of the same beneficiaries (unregistered ones). Cash grants assume that people can be trusted to use cash wisely. It is not immediately clear why the same beneficiaries are being trusted to use cash wisely for the larger modality but not for the smaller modality. However, ACF explained that while they give full freedom to beneficiaries in their purchase decisions in ACF grants, the use of the vouchers for food is based on ACF's desire to enhance the nutritional status of women and children in this emergency phase. It is also not clear why goat beneficiaries under Result 1 getting vouchers of Rs. 10,000 each are not being trusted at all with cash even though ACF is giving much larger cash grants to other beneficiaries under this result. Thus, a clearer written rationale for the different interventions would be helpful based on deeper analysis of the feasibility of cash versus vouchers. Finally, while ACF is aiming to focus on landless and daily workers, it is also supporting irrigation schemes which will directly benefit landed people, although indirectly they may create some limited additional work for the former. However, it would be advisable to formally review (and document) whether this indirect option represents the best way of supporting the landless.

Evaluate the level of collaboration with stakeholders in the area during the design and implementation phases of the project. Was this project in line with their projects?

According to FSL staff, after the joint assessment conducted with Bara IDPs in April 2012, agencies had jointly allocated different villages among themselves during cluster meetings. The evaluator had requested documentary evidence for this claim, but to-date has not received it. Otherwise, ACF is participating regularly in coordination meetings at the Islamabad and field levels. It is part of the Executive Committee of the Islamabad-based Pakistan Humanitarian Forum and had earlier led the WASH cluster in Kohat. It also co-leads the Cash Working Group of the Food Security cluster. According to all the coordination group leads that the evaluators met in Dir, Peshawar and Kohat, ACF is coordinating and participating well in the meetings and there have been no cases where ACF duplicated or interfered with the work of other agencies. The evaluators also reviewed recent minutes of the Pakistan Humanitarian Forum and FSL and cash working groups. The minutes reflect that ACF is participating regularly in the meetings and had also provided updates about its activities in some of the meetings. However, it would be advisable for ACF to develop a brief coordination structures participation strategy paper that

identifies the goals and issues that ACF would like to pursue in each structure to guide all staff to participate more strategically and coherently and enhance ACF's profile in them.

Did the project integrate in its strategy Clusters recommendations and guidelines?

According to FSL staff, the FSL interventions with IDPs in Peshawar and Kohat, such as the design and value of the conditional cash grants, fresh food vouchers and complementary vouchers, are based on WFP guidelines. Furthermore, as mentioned above too, they also said that the villages in which ACF is working under Result 3 were also assigned by the clusters. The evaluator had requested documentary evidence for this claim, but received internal documents which seem to reflect this claim but not any document from clusters itself.

8. External Factors

A number of external factors affected ACF's work in these areas. The variable security situation in all three regions reduced working hours and days. The situation with the return of IDPs remains unclear, making it difficult for ACF to plan longer duration activities. It is difficult to access women, especially in Dir, due to the conservative culture. The shortage of skilled, reliable and transparent contractors has also affected the ability of ACF to complete the construction work in time.

C **HAPTER 4: RECOMMENDATIONS**

The ACF humanitarian project in KP is a large and complex one with a large number of different interventions in the areas of WASH and FSL. The project has exceeded its targets in the areas of FSL but is still in the process of completing its activities in WASH due to problems faced with unreliable contractors. It has also largely kept in line with its revised budget and has already show clear impact in improving people's hygiene awareness and health and food security status. Project impact is likely to increase as WASH activities get completed and some of the livelihoods activities under FSL bear fruits. The project does well on the DAC criteria, scoring at least 3 on each, which (see appendix) reflects above average performance on a scale of five. Particularly, the design of WASH and FSL modalities is strong, PQA activities are robust and community mobilization is good. The following recommendations are provided to strengthen projects in future many of which ACF says that it has already incorporated in "KP-4" project:

1. Recommendations

Coverage

- Utilize and document systematic secondary information to show others that it is focusing on priority districts, UCs and villages. IVAP information for IDPs and flood damage information available with government and UN agencies for different districts, UCs and villages must be used systematically both for selecting locations for assessments and actual work.
- It would be sensible to concentrate in Kohat on IDPs and immediate host communities, though in doing so, ACF will cover flood-affected people since the long-resident IDPs in Kohat were also affected by floods.
- Clearer and valid criteria covering both vulnerability and resilience considerations need to be developed for different modalities for household selection and clearly communicated in writing to committees. Furthermore, ACF staff must also ensure that the process of beneficiary selection by committees neither includes undeserving people nor excludes deserving people. The latter could be achieved in smaller villages by surveying all families in the village. In larger villages where such village-wide surveying is not possible, there should be opportunities for excluded people to appeal the decisions of the committees.
- Since ACF is working in some communities which were affected several years ago by both conflict and floods, it is important to look at not only current presence of actors but also the help actors may have provided in the past while selecting locations and households.

Appropriateness

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- Since there was some degree of extrapolation of needs from the villages assessed to villages actually covered, to ensure that this extrapolation was valid, a quick re-assessment (and formal documentation of it) in the villages finally selected would be helpful to enhance community participation.
- The conversion of assessment findings to specific interventions should be through a systematic, evidence-based and well-thought out process which should be properly documented.
- Offering a broader range of livelihoods options would be better to ensure that households can select an option best suited to their needs. It must be recognized that no agency can provide interventions for each household based on its specific preferences as this could lead to an enormous and administratively impossible range of services to provide. However, offering 3-4 livelihoods options from which people could choose may have been more desirable than offering only one take-it-or-leave-it option. Address women's interest in getting support in the areas of poultry, handicraft and vegetable gardening
- Donors and agencies are encouraged to link cash grants more closely to livelihoods options so that people can achieve self-reliance more quickly.
- It would be advisable to raise this issue at the cluster level and encourage further joint surveys to see whether the current voucher levels are sufficient, especially given the high inflation in the country
- Explore different ways of ensuring higher value goats, e.g., by doing an analysis of the feasibility of using natural goat markets (with payment to vendors done through a bank as being done for CFW activities) or if that is not feasible then negotiating with special fair vendors to bring higher quality goats based on specifications agreed among ACF, livestock department and community representatives.
- Experiment with introducing cash for work for some female-friendly activities too. Ensure that CFW rates are only slightly below market rates. Increasing the frequency of CFW payment is desirable.
- Consider purchasing hygiene kits locally with adequate Islamabad supervision. Ensure that such kits are only given to recent IDPs.
- It is advisable for ACF to follow-up with each committee regularly on the number of people that they have already trained hygiene issues in each village while respecting the local culture and practices.
- Ensure that the contractors do not ask people for transport expenses for material and that school latrines are not monopolized by teachers.

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- Incorporate community monitoring systems for minor technical aspects in communal construction work projects as this would help enhance quality and put additional pressures on contractors to fulfill contractual obligations. Provide bills of quantities for contractor-led construction work and have committees co-monitor it based on a clear written 3-way agreement among committee, ACF and contractor. Encourage contractors more to recruit villagers for manual labour work on such schemes.
- Ensure that women committees are present in all villages in Dir and Kohat and provide greater mobilization support to make them active while recognizing the cultural issues which may undermine such efforts
- Ensure that women are as aware about feedback and complaint mechanisms and consulted as much as men in project work
- Inform communities initially about ACF's global mandate and programs and purposes in Pakistan and its plans for current engagement with the community in terms of length and overall village or at least scheme budget and ensure that these are also displayed in prominent places throughout the village
- Provide clearer written targeting criteria to village committees and ensure that these are also displayed in prominent places throughout the village. Communicate the list of beneficiaries selected by committees widely in villages and provide a few days and a clear modality for people left out to lodge complaints. Have committees deal with such complains transparently and inform complainants about decisions
- Instead of just waiting for people to call in complaint-handling staff could also proactively call committee members to check about problems, especially around critical project timings, such as distributions and construction milestones.
- Align the monitoring plan with the DAC criteria that ACF uses to evaluate projects so that senior management gets regular information on progress on each and can take timely action to address gaps. Roll out complaint mechanisms more consistently geographically

Impact

- Undertake endline surveys in 4-6 weeks' time once the WASH work is complete to get a better sense of the overall project impact.

Sustainability

- Train early recovery committees on CBO management, regular and periodic elections and village-based fundraising for the maintenance of hardware as well as in advocacy and networking. This will help the committees become active vehicles for advocating with government departments for maintenance of ACF infrastructure. See whether there are

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other international or local NGOs working long-term in these areas which could adopt the committees after ACF's withdrawal. Link committees of nearby villages with each other for mutual support, information sharing and learning. Register committees with government authorities so that they can receive support from government in the future

- Ensure that maintaining infrastructure is clearly mentioned in the agreements that ACF signs with committees in all regions. It would be useful for ACF to interact with host communities in these locations, include them in village committees and have agreements with them for the maintenance of the infrastructure once ACF and IDPs leave. Have committees appoint sub-committees or at least a single person as focal point for each communal infrastructure

Coherence

- Both sectors must be aware of the beneficiaries of the other sector and use it as a possible criterion for household selection in order to avoid outcomes where some families get served by both sectors while other equally deserving families are not served by either sector.
- Develop coherent rationales for different interventions so that the reasons for why some interventions are given as cash while others are given as vouchers is immediately clear.
- Develop a strategy paper to guide participation in coordination structures at all levels.
- It would be advisable to formally review (and document) whether irrigation channels represents the best way of supporting the landless, who are ACF's main focus.

Efficiency

- Explore the possibility of negotiating "bulk sales" discounts with the selected food vendors while ensuring quality and the participation of sufficient numbers of small vendors. Encourage vendors to set up special stalls within IDP off-camp locations but ensure that they don't dump left-over items in these captive IDP market stalls.
- Respondents in most villages complained that the goats provided were worth half the amount of the voucher. Thus, negotiate higher "value for money" goats.
- Institute community monitoring of contractor-built construction work and encourage contractors more to hire local manual labour.
- Local purchasing may help reduce procurement and transportation costs while the supervision by ACF Islamabad program and support staff can reduce the financial and quality risks involved in such local purchasing.

APPENDIX

1. DAC Scoring Matrix

Criteria	Rating (1 low, 5 high)	Rationale
Impact	3	Some initial impact is already visible in the areas of hygiene knowledge, health status and food security. However, ACF must undertake an endline survey after a few weeks once FSL activities bear fruit and WASH work has been completed.
Sustainability	3.5	The committees set up are the main mechanism for ensuring project sustainability. However, there is scope to improve sustainability further by linking communities with other agencies, government departments and with each other and through further training of the committees on CBO management issues
Coherence	4	ACF has played leadership roles in various coordination structures in Islamabad and in field. Coordination was good with other agencies. External coordination could be made more goal-oriented by focusing on concrete advocacy and networking goals.
Coverage	3.0	The targeting of districts for IDP work was accurate. However, there is a clear need for ACF to utilize and document systematic secondary information, e.g., cluster information, to show others that it is focusing on priority districts, UCs and villages. Clearer and valid criteria covering both vulnerability and resilience considerations need to be developed for different modalities for household selection and clearly communicated in writing to committees.
Appropriateness	3.5	ACF has based its work on comprehensive surveys and instituted several mechanisms to increase community participation. However, monitoring and complaint mechanisms must be strengthened. The involvement of women must be strengthened by empowering their committees further and providing them with greater livelihoods and CFW options
Effectiveness	3.5	ACF has exceeded targets in the areas of CFW; however WASH activities still remain incomplete. Budget compliance has been good with community lines largely preserved despite the project extension and the consequent higher administrative expenses
Efficiency	3.5	ACF has achieved considerable efficiency through vendor selection strategies and bulk purchasing. Local purchasing, use of communities in construction projects, monitoring of contractor work by communities and negotiating bulk sales with voucher vendors can help enhance efficiency further.

2. Best Practice Case Study

Program Quality and Accountability Processes in ACF Pakistan's Humanitarian KP Project **Innovative Features & Key Characteristics**

As part of its ECHO-funded humanitarian project in KP province in Pakistan, ACF has instituted variety of innovative and comprehensive internal validation and accountability systems to help enhance program quality. The PQA processes have been led by a PQA unit with its staff members based in Islamabad and Peshawar. Some of the PQA activities that have been carried out as part of the project are as follows:

- Validation exercises to evaluate the degree of representativeness of community-based committees
- Validation exercises of the beneficiaries selected for project activities to ensure a focus on the most vulnerable people
- Post-distribution monitoring for WASH and FSL activities
- Partial institution of complaint mechanisms within communities
- Training for project staff on accountability standards and beneficiary complain mechanisms

This is an innovative and useful exercise for the following reasons:

- The existence of an independent and qualified PQA unit helps enhance independence and credibility as well as the robustness and quality of PQA processes. The placement of PQA staff both in Islamabad and the field helps the unit in having easy access to both senior management and field staff.
- The dimensions covered by the PQA units go beyond just impact assessment and address some other important DAC evaluation dimensions, e.g., coverage of the most vulnerable people.
- The PQA team is utilizing a variety of robust research (e.g., statistically valid samples) and accountability methodologies and approaches
- The PQA unit is investing in the capacity of regular program staff through a variety of training initiatives

Practical/Specific Recommendations for Roll Out

In order to ensure that ACF programs around the world get the maximum out of this exercise, the following preparation and follow-up will be helpful as done in Pakistan:

- Hire qualified and experienced PQA staff and base them both in the capital and the field
- Provide adequate prior training to regular program staff
- Include adequate budgets in different projects for PQA activities

While this is a comprehensive and highly appropriate approach for PQA work, its comprehensives can be enhanced by developing a more comprehensive monitoring and PQA system that covers the remaining DAC evaluation criteria as well.

3. External Interviews

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1. Branko Glubovic, ECHO Technical Advisor, Pakistan
2. Khalid Khatki, KP Cluster Co-Lead, FSL, FAO Peshawar
3. Amjad Hussain, KP WASH Cluster Co-Lead, Local Government Department, KP.
4. Tariq Javed, Operations Manager, International Rescue Committee, Kohat
5. Haseeb Saeed, Head of Office, UNOCHA
6. Mohammed Muneeb, Head of Office, Qatar Charity, Dir.

4. ACF Staff Interviews

1. Erin Hutchison, Country Director.
2. Shahzad Ajmal, Program Quality & Accountability (PQA) Coordinator
3. Mohammed Amir, Deputy FSL Coordinator
4. Rangaya Karanaratan, WASH Coordinator
5. Camille Stouls, Finance and Administrative Coordinator
6. Tovonirina, Logistics Coordinator
7. Field Coordinator, Peshawar
8. Rabia Mazhar, HR Manager
9. Abid Razzaq, Deputy PQA Coordinator
10. Mohammed Kashif, Head of Base, Dir
11. Mohammed Yasir, Field Officer, FSL, Kohat

5. Household Interview Instrument

Form No.

**Questionnaire for Individual Households
(10 minutes time estimation for completion per respondent)**

Demographics			
1. Village	2. District	3. Name	
4. Gender: F/M	5. Age	6. HH size (same kitchen)	
8. Do you have any of the following in your immediate family? (tick all that are applicable)			
i) Widow	ii) Children <2	iii) above 65 age	iv) Disabled/long-term sick

Impact of crisis		
9. When was your village last affected by a disaster or conflict (month/year/type of disaster):		
10. How long was your family displaced by this conflict or natural disaster? ___months (zero if not disp)		
11. Which of the following losses did your family incur in disaster: (tick all that are applicable)		
i) house damage injury/death,	ii) crop loss	iii) Serious family
iv) Animals loss	v) Other (specify)	

		Did you receive the following from ACF: Y/N	Was there any problem with it: Y/N	If any problem, describe briefly (for animals, ask about problem with caring, buying fodder, deaths)
12	CFW			
13	Cond Cash grnt			
14	Cash 4Animals			
15	Water pump/scheme			
16	Latrine			
17	Fresh food voucher			
18	Suppl food vchr			
19	Hygiene kit			
20	Hygiene training			

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21	Nutrition training			
22	NFI			

Have ACF services helped you improve your family status significantly on these dimensions:

	Answer: Y or N	Immediate (one yr)	Long-term (bynd one year)
23	Asset ownership		
24	Number of months of access to food		
25	Food diversity		
26	Income potential		
27	Hygiene/nutrition knowledge		
28	Health status		
29	Debt freedom		
30	Access to clean water		

	All questions relate to ACF work	Yes	No
31	Were you consulted about the types of services and their content?		
32	Were there any unintended harm resulting from this help for your family?		
33	Did agency staff always treat you according to your cultural norms?		
34	Do you know the procedure for making a complaint to the agency?		
35	Were the services timely for you in light of your needs?		
36	Were ACF services generally given to the most needy people in the village?		
37	Did you have to sell the ACF food vouchers to meet any urgent need?		
38	Did you have to sell the ACF animals to meet any urgent need?		
39	Does your family regularly wash their hands with soap?		
40	Does your family regularly treat water before drinking?		
41	Has diarrhea incidence in family decreased significantly due to ACF work?		

42. How much agriculture land do you own? (acre)

43. How many cattle (cow/oxen/buffalo) do you own?

44. How many sheep/goats do you own?

Thank people again in the end and tell them that their views will help the agency for future

6. FGD Interview Instrument

Questionnaire for Community Focus Group Discussions

Guidelines for FGDs

- Introduce yourselves. Inform the community that you are here to get their feedback about their satisfaction with the relief services that they received during 2012 and 2013 so that the agency can improve its services in the future
- Thank people for giving their time during a busy time of the year
- Encourage people to speak freely and honestly and assure them that any negative feedback that they give will not hurt their chances of getting help from agency in the future and that the evaluators will not share the name of people who make critical remarks with the local staff
- Speak politely and culturally sensitively with people even if some of them make provocative remarks
- Please do not make any insensitive remarks. Please do not make any promises of help and make it clear that you are not here to identify people for future aid
- Encourage all sections of the group to speak rather than just the leaders
- Probe appropriately in case people are giving unclear or general or vague answers
- Thank people again in the end and tell them that their views will help the agency improve its services in the future

Questions

1. What are the main crises people in this village have experienced in the last 3-4 years?
2. Describe the experiences of your community with the last crises—when did they occur, what was the type of damage, where did people go if displaced and for how long?
3. What were the three most important needs that people in this community have immediately after the last crisis?
4. How were people coping with each need before ACF came?
5. What services did agency provide? Which important needs were not covered by this agency? Did any other agency meet that need?
6. Were the exact packages for each covered by ACF relevant to your local area culture and requirements (ask about each service one by one)? If not, what can the agency do to make the services in the identified sectors more relevant for your needs?
7. What types of people were most needy after the crisis? Were the people who were most in need of support targeted?
8. How soon after the crisis did you get different services? Which were timely and which were not?
9. Were both women and men consulted and involved in project decision-making? If so, was the help that it gave in line with what the people had asked for each of the main needs?

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10. Did the people know the way of making complaints and if so were any complaints made? What type and how did the agency deal with them?
11. Any problems with vendors or contractors? If yes what? Did ACF fix it?
12. How were the specific needs of women and girls taken into account in the project design? What gaps were there in addressing the needs of women and girls?
13. How could ACF improve its communication with communities in order to improve transparency and accountability?
14. What was the impact of Food security services? Hygiene? Watsan? What can be done to enhance impact in the future through each of these services?
15. Were local people employed for any project involving labor work? Are people satisfied with wage rate provided?
16. Assess the unintended consequences of the intervention?
17. What effect did the program have on local markets?
18. Did any beneficiaries sell their food vouchers, and if so, why?
19. For voucher recipients, were there any unmet urgent non-food needs? What coping strategies did they employ to meet these needs?
20. Did any of the livestock beneficiaries sell the animals, and if so, why? What problems, if any, have beneficiaries encountered with caring for the animals? In any cases did purchasing food for the livestock put additional financial strain on the household?
21. Was there any effect on health caused by the FSL or WaSH activities?
22. Was sufficient care taken in WaSH activities to ensure that there were no negative environmental impacts?
23. Any problems with host communities (if applicable)?

Sustainability

- What measures, and with what success, did ACF take to ensure that all interventions were sustainable?
- How is the committee working? Will it survive after ACF leaves? Has it been given any training? Does committee need more training and if so what?
- Can committee maintain the hardware work?

Thank people again and tell them that their views will help the agency for future

7. TORs



TERMS OF REFERENCE

For the External Evaluation of ACF's

**Humanitarian Support to Conflict and Flood-affected Populations in Khyber Pakhtunkhwa Province
of Pakistan (aka "KP3")**

Programme Funded by
ECHO

August 2013

1. CONTRACTUAL DETAILS OF THE EVALUATION

1.1. Key Evaluation Dates (provisional)

Expected Start Date:	18 th September 2013
End Date:	25 th October 2013
Submission of Draft Report	15 th October 2013
Submission of Final Report	25 th October 2013

1.2. Language of the Evaluation

Language Requirements for the Evaluation:	English
Language of the Report:	English

1.3. Provisional Work Plan

Activities	Working Days
Briefing HQ	1
Travel to the mission	1
Briefing Mission, review of documents, and preparation of field work	3
Collection of secondary information in provincial capital	1
Field Work - Nowshera/Peshawar	3
Field Work - Timergara	3
Field Work - Kohat	3
Collection of secondary information in capital	1
Data Analysis and preparation of the first draft report	4
Workshop and presentation of finding in Peshawar Office	1
In country debriefing in Islamabad Office	1
Finalization of the report on the basis of Field, HQ, and ACF-UK comments	2
Total	24

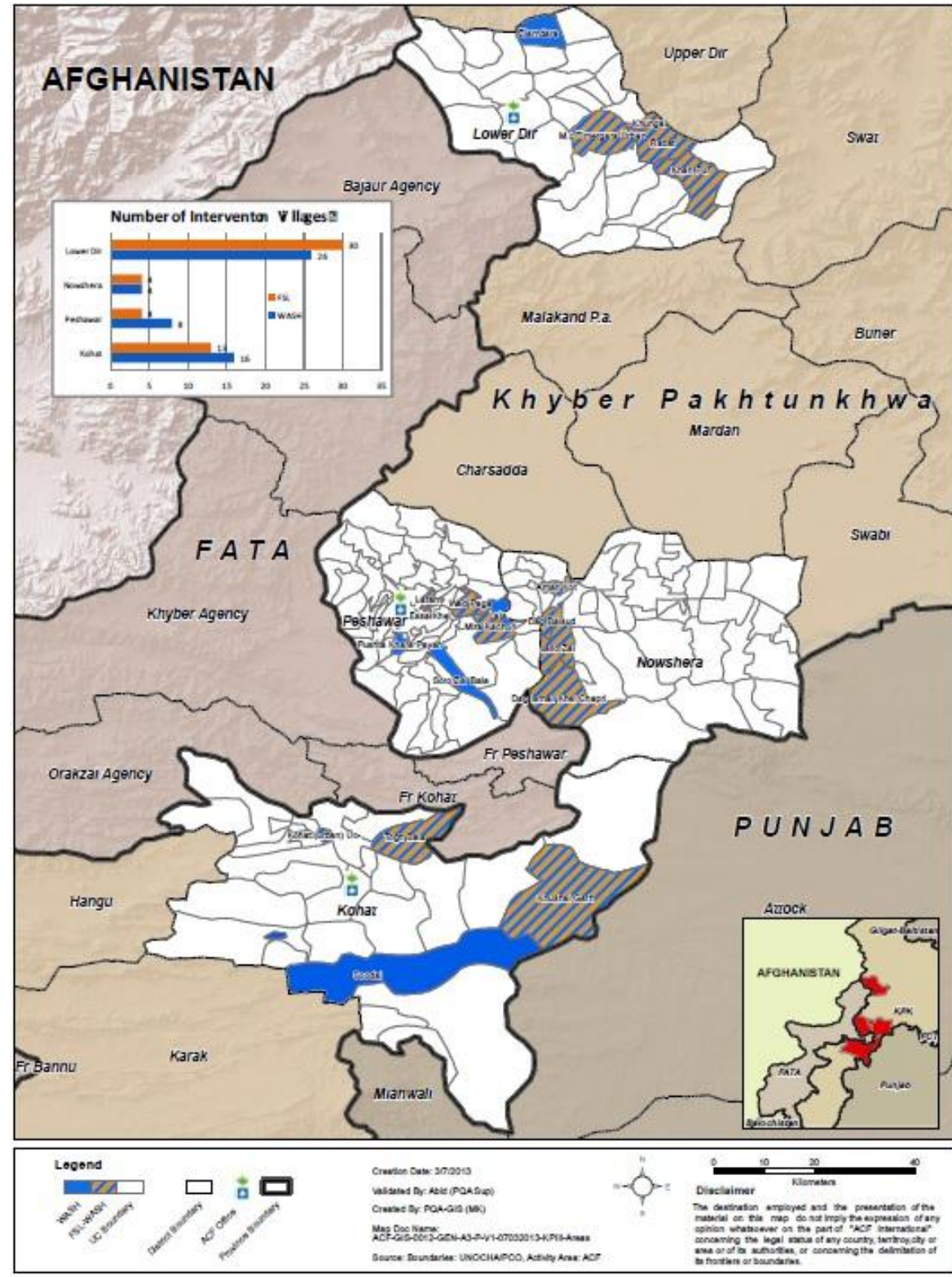
1.4. Budget for the Evaluation

The consultant is responsible for personal insurance during the evaluation. The consultant will also provide any necessary materials (including laptops) required for the evaluation.

2. DETAILS OF THE PROGRAMME

Name of the Programme:	Humanitarian Support to Conflict and Flood-affected Populations in Khyber Pakhtunkhwa Province of Pakistan
Location:	Khyber Pakhtunkhwa
Starting Date:	1/6/12
End Date:	31/8/13

2.1. Map of Programme Area



2.2. Programme Overview

Over the last decade, Pakistan has experienced large-scale involuntary internal displacement caused by a range of factors. 2010 was the second consecutive year since the Afghan refugee crisis began in 1979 that the number of internally displaced persons in Pakistan exceeded that of registered refugees. The main cause for internal displacement in the spring of 2009 was military operations against militants in Malakand region of the Khyber Pakhtunkhwa province, leading to an exodus of about 2.3 million people in a little over a fortnight and creating one of the largest displacement crises in recent times. Military offensives against Taliban militants in the Federally Administered Tribal Area (FATA) bordering Afghanistan also contributed considerably to involuntary displacement, pushing the number of internally displaced persons to 2.7 million between April and July 2009, the largest internal displacement of population in the country's history until then.

Large-scale displacement occurred in Pakistan in August and September 2010 again after the worst flooding to hit the country in living memory affected 20 million people, forcing over 7 million people from their homes. Although most of the flood IDPs returned to their home areas soon after floodwaters receded, they were mainly living out in the open as over 1.9 million houses had been damaged or destroyed across the country.

The large-scale displacement crises in 2009 and 2010 were only the latest human exodus in Pakistan. They had been preceded by dislocation of population following clashes between rival militant and sectarian groups in the tribal areas; military operations against extremist militants in parts of FATA and against insurgents/dissidents in Balochistan; generalised violence and violations of human rights; and other natural and human-caused disasters, including a devastating earthquake in Khyber Pakhtunkhwa and Azad Kashmir; the annual havoc caused by floods across the country; sea intrusion; and displacement induced by development projects such as enhancement of water storage capacity at Mangla Dam, construction of Mirani Dam and sale of two Islands off Karachi to an international real estate developer. All indicators suggest that internal displacement will remain a key issue of concern in Pakistan at least in the medium term.

Response to different crisis by various stakeholders

Pakistan's government failed to respond adequately to the conflict-induced displacement crisis between 2004 and 2008. But since then, in tandem with international agencies, it has provided support to a huge number of IDPs.

Its achievements include the registration of more than half a million internally displaced households; the provision of food and non-food items to the majority of those households; of national identity cards to almost 80,000 displaced women; of health care services to many of those residing in displacement-affected communities, and shelter for many of the most vulnerable IDPs in camps. Cash cards distributed to at least 320,000 households have been an efficient means of reaching IDPs outside camps (UNHCR, January 2010).

Although it receives foreign financial support and the advice of UNHCR, the government has actively managed the response to internal displacement (Dawn, January 2010; SSG 2010). While the UN Humanitarian Coordinator's office, Special Envoy's Office and OCHA have coordinated international agencies, other national authorities as well as international agencies have assumed sector-specific responsibilities (PHRP, 2010).

ACH was part of the Flash Appeal and actively contributed/supported the rolling out of the cluster system in KPK and in Sindh, where it began supporting flood affected populations. As of 31 January of 2011, the government declared an end to relief, and at end of March, official end to the emergency, with some districts allowed to continue with emergency actions, mostly in the south.

Most importantly, the national and provincial governments allowed agencies to operate for a limited time without NOCs, thus facilitating field activity timing. This has now lapsed and proposed activities such as this must be approved by the KPK PDMA and district authorities.

2.3. General Objective

To reduce mortality and suffering of conflict and flood-affected populations including the most vulnerable persons in area of intervention

2.4. Specific Objectives/Results

To strengthen food access and mitigate the spread of water borne disease through appropriate interventions

R1. 4709 flood and conflict affected households have reinforced their food security and increased or preserved their asset base

R2. At least 97,500 individuals have improved access to safe drinking water, proper hygiene and environmental sanitation facilities

R3. Recently displaced populations (19,480 individuals) improve their immediate access to essential food and non-food items and mitigate the spread of water borne diseases

2.5. Programme Activities

R1. 4709 flood and conflict affected households have reinforced their food security and increased or preserved their asset base

- Cash intervention through Cash for Work (CFW) to rehabilitate infrastructure directly affecting beneficiaries' livelihoods and their exposure to hazards like irrigation channels, protection walls or market infrastructure and Conditional Cash Grants to recover and diversify off-farm sources of revenue.
- Direct livestock support for asset restoration and diversification of nutritious diet and income.

R2. At least 97,500 individuals have improved access to safe drinking water, proper hygiene and environmental sanitation facilities

- Rehabilitation of 24 disaster resilient major water supply schemes, 147 smaller water sources and (re)enforcement of water committees for management of the systems
- Support 100 households sanitation with priority given to EVI/PwD, rehabilitation of WASH services in 21 Institutional structures, repair of 23 drainage systems and environmental sanitation programs in 9 sites
- 400 hygiene promotion sessions on personal, domestic and environmental sanitation issues, distribution of 2901 hygiene kits, and training of frontline hygiene workers

R3. Recently displaced populations (19,480 individuals) improve their immediate access to

essential food and non-food items and mitigate the spread of water borne diseases

- Baseline Wash and Food Security Assessment to identify vulnerable populations, to assess markets and identify the proper intervention for each targeted group.
- Conditional Cash Grants and Food Vouchers to meet immediate food needs
- WaSH activities such as rehabilitation/treatment of water points, emergency latrines, NFIs and hygiene promotion sessions.

3. AIM OF THE EVALUATION**3.1. Target User(s) of the Evaluation**

ACF	WaSH Coordinator, FSL Coordinator, DCD, CD, ELA Unit
Implementing HQ	New York and Madrid HQ
Field Level	WaSH and FSL Field Team, Field Co, Deputy Field Co
Other	ECHO

3.2. Objective(s) of the Evaluation

To evaluate the impact and approach of ACF's KP3 project activities in Khyber Pakhtunkhwa in order to provide recommendations to improve future programming.

3.3. Scope of the Evaluation**Top Line Questions – *The evaluation should prioritise these broader questions***

1. How effective were the interventions in meeting the intended objectives?
2. How successfully did ACF ensure that communities were involved throughout the programme cycle?
3. Assess the unintended consequences of the intervention.
4. How appropriate was the approach in ensuring all the most vulnerable groups were reached?

Secondary Questions – *It is likely that these questions will naturally be included when addressing the top line questions but are off lesser priority. During the evaluation it will become clear which questions are more important to the programme team and beneficiaries.*

Program Approach

- Examine the appropriateness of overall approach ACF Pakistan took to address the identified needs in each sector.
- Assess how effectively beneficiary participation was sort and included throughout the programme.
- How efficient was the programme approach taken? Were there alternative approaches that would have been more cost-effective without effecting quality?
- Evaluate the impact of the different modalities of FSL intervention on food access of the beneficiary population in the short and medium term.
- Have wages earned for CfW activities effectively helped beneficiaries to preserve and recover assets that support future income generation?

- Evaluate the impact of the WaSH interventions including economically.
- How well has ACF reinforced existing hygiene promotion channels by training teachers and lady health workers?

Beneficiary Perceptions

- Compare the differences in beneficiary preferences and perceptions of each activity. Highlight any differences in perceptions of different groups (for example gender and location) and explain how we can account for such differences.
- How could ACF improve its communication with communities in order to improve transparency and accountability?

Unintended Consequences

What unforeseen outcomes were caused by or contributed to by the intervention, and why did these occur? Suggested areas for examination include, but are not limited to:

- What effect did the program have on local markets?
- Did any beneficiaries sell their food vouchers, and if so, why?
- For voucher recipients, were there any unmet urgent non-food needs? What coping strategies did they employ to meet these needs?
- Did any of the livestock beneficiaries sell the animals, and if so, why? What problems, if any, have beneficiaries encountered with caring for the animals? In any cases did purchasing food for the livestock put additional financial strain on the household?
- Was there any effect on health caused by the FSL or WaSH activities?
- Was sufficient care taken in WaSH activities to ensure that there were no negative environmental impacts?

Gender

- How were the specific needs of women and girls taken into account in the project design?
- What gaps were there in addressing the needs of women and girls?

Sustainability

- What measures, and with what success, did ACF take to ensure that all interventions were sustainable (including training, quality hardware, integration with government departments and resilience)

Coherence

- Evaluate the level of collaboration with stakeholders in the area during the design and implementation phases of the project. To what degree was this project in line with their projects?
- Did the project consider and integrate in its strategy Clusters recommendations and guidelines?
- Were the different project components of the WaSH and FSL interventions effectively integrated in each sector and between them?

Coverage

- To what extent were the most vulnerable members of the target population effectively covered by the project?
- Were the criteria and indicators defined in the project suitable to identify the vulnerable population?
- What was the level of participation of the communities during the targeting process?

Monitoring

- What systems were in place to ensure that outputs provided were of the highest quality possible and were acceptable to beneficiaries?

3.4. Evaluation Criteria

ACF subscribes to the Development Assistance Committee (DAC) criteria for evaluation: Impact, Sustainability, Coherence, Coverage, Relevance / Appropriateness, Effectiveness and Efficiency. ACF also promotes systematic analysis of the monitoring system and cross cutting issues (gender, HIV/AIDS, etc). External evaluations are not expected to address each of the DAC criteria in data analysis and reporting, should adhere to DAC standards when appropriate. All evaluations are however expected to use the following table to rank the performance of the overall intervention using according to each DAC criteria. This should be included as an Annex.

Criteria	Rating (1 low, 5 high)					Rationale
	1	2	3	4	5	
Impact						
Sustainability						
Coherence						
Coverage						
Relevance/Appropriateness						
Effectiveness						
Efficiency						

3.5. Best Practices

The evaluation is expected to provide at least one key example of Best Practice from the project/programme. This example should relate to the technical area of intervention, either in terms of processes or systems, and should be potentially applicable to other contexts where ACF operates.

This example of Best Practice should be presented as an Annex.

3.6. Evaluation Outputs

The result of this evaluation should be presented in a written report and through several oral presentations:

- One on the mission (to Head of Mission and relevant technical staff)
- One at HQ (through teleconference to ACF HQ).

3.7. Methodology**3.7.1. Briefing**

Prior to the evaluation taking place, the evaluator is expected to attend a briefing at HQ level, and at field level with the Head of Mission and/or the relevant technical focal point. Briefings by telephone must be agreed in advance.

3.7.2. Field activities

Consultants are expected to collect an appropriate range of data. This includes (but not limited to):

- Direct information: Interviews with beneficiaries - Visit to project sites and to the facilities provided to the beneficiaries
- Indirect information: Interviews with local representatives; interviews with project staff expatriate and national staff; meeting with local authorities, groups of beneficiaries, humanitarian agencies, donor representatives and other stakeholders. For indirect data collection, standard and participatory evaluation methods are expected to be used (HH interviews and FGDs with beneficiaries, non-beneficiaries, key informants – health workers, teachers and leaders)
- Secondary information analysis: including analysis of project monitoring data or of any other relevant statistical data.

Given the security situation in Khyber Pakhtunkhwa Province, if the evaluator is non-Pakistani, he/she will need to work with a local team. In order to ensure both men and women are adequately represented, the evaluation team will need to include both men and women.

3.7.3. Report

The report shall follow the following format.

- Cover Page
- Table of Contents
- Executive Summary: must be a standalone summary, describing the programme, main findings of the evaluation, and conclusions and recommendations. This will be no more than 2 pages in length.
- Main Body: The main body of the report shall elaborate the points listed in the Executive Summary. It will include references to the methodology used for the evaluation and the context of the action. In particular, for each key conclusion there should be a corresponding recommendation. Recommendations should be as realistic, operational and pragmatic as possible; that is, they should take careful account of the circumstances currently prevailing in the context of the action, and of the resources available to implement it both locally and in the Commission. Annexes: Listed and correctly numbered. Format for the main body of the report is:
 - Background Information
 - Methodology
 - Findings & Discussions
 - Conclusions Recommendations
 - Annex I (Best Practice)
 - Annex II (DAC-based Rating Table)

The report should be submitted in the language specified in the ToR. The report should not be longer than 30 pages including annexes. The draft report should be submitted no later than 10 calendar days after departure from the field. The final report will be submitted no later than the end date of the consultancy contract. Annexes to the report will be accepted in the working language of the country and programme subject to the evaluation.

3.7.4. Debriefing & Learning Workshop

The evaluator should facilitate a learning workshop:

- To present the draft report and the findings of the evaluation to the Mission and other stakeholders.
- To gather feedback on the findings and build consensus on recommendations.
- To develop action-oriented workshop statements on lessons learned and proposed improvements for the future.

3.7.5. Debriefing with ACF HQ

The evaluator should provide a debriefing with the relevant ACF HQ on her/his draft report, and on the main findings, conclusions and recommendations of the evaluation. Relevant comments should be incorporated in the final report.

4. PROFILE OF THE EVALUATOR

- Extensive experience in the implementation of FSL/WaSH programmes
- Strong experience in the evaluation of humanitarian / development projects
- Good Knowledge of KPK context
- Strong technical knowledge on wide range of emergency and post emergency WaSH activities
- Significant experience in coordination, design, implementation, monitoring and evaluation of programmes
- Good communications skills and experience of workshop facilitation
- Ability to write clear and useful reports (may be required to produce examples of previous work)
- Fluent in English
- Understanding of donor (ECHO) requirements
- Ability to manage the available time and resources and to work to tight deadlines
- Independence from the parties involved.

5. RIGHTS

The ownership of the draft and final documentation belong to the agency and the funding donor exclusively. The document, or publication related to it, will not be shared with anybody except ACF before the delivery by ACF of the final document to the donor.

ACF is to be the main addressee of the evaluation and its results might impact on both operational and technical strategies. This being said, ACF is likely to share the results of the evaluation with the following groups:

- Donor(s)
- Governmental partners
- Various co-ordination bodies

Intellectual Property Rights

All documentation related to the Assignment (whether or not in the course of your duties) shall remain the sole and exclusive property of the Charity