

**Tearfund
Pakistan Floods Response**

REAL TIME EVALUATION REPORT



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**by
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Table of Contents

| | |
|--|-----------|
| Abbreviations | 4 |
| Executive Summary | 6 |
| Acknowledgements | 9 |
| 1. Introduction | 10 |
| 2. Background and Context | 10 |
| 2.1 The Problem..... | 10 |
| 2.2 Tearfund Response: A new model..... | 10 |
| 3. Appropriateness and Relevance | 11 |
| 3.1 General..... | 11 |
| 3.2 Phase One..... | 13 |
| 3.3 Timeliness of response and decisions..... | 14 |
| 3.4 Beneficiary Accountability..... | 15 |
| 3.5 Tearfund Quality Standards..... | 17 |
| 3.6 The Cash distribution / CFW / FFW debate..... | 17 |
| 3.7 Participation..... | 18 |
| 3.8 Protection..... | 19 |
| 4. Connectedness and Sustainability | 20 |
| 4.1 Consideration of all key disaster hazards..... | 20 |
| 4.2 Environmental Impact..... | 21 |
| 4.3 Approach to Partnerships..... | 21 |
| 4.4 Longer-term impact..... | 22 |
| 5. Coverage | 24 |
| 5.1 Geographic..... | 24 |
| 5.2 Target groups..... | 24 |
| 5.3 Gender..... | 25 |
| 5.4 Scale and scope of response..... | 26 |
| 5.5 Finances..... | 27 |
| 6. Coordination | 27 |
| 6.1 With Government..... | 27 |
| 6.2 With other NGOs..... | 28 |
| 6.3 TOP team and Partners..... | 28 |
| 6.4 Tearfund HQ..... | 29 |
| 7. Advocacy | 30 |
| 8. Lessons | 31 |
| 8.1 From previous disasters..... | 31 |
| 8.2 From other reports..... | 31 |
| 8.3 From the Tearfund Haiti RTE..... | 32 |
| 8.4 Donor expectations..... | 32 |
| 8.5 Evidence of good practice..... | 32 |
| 8.6 The place of education in disaster response..... | 32 |
| 8.7 Psycho-social support..... | 33 |
| 8.8 Learning from Development Partners..... | 33 |

| | |
|---|-----------|
| 9. Recommendations..... | 33 |
| 9.1 Participation and Quality Standards..... | 33 |
| 9.2 Building Back Better..... | 35 |
| 9.3 DRR..... | 35 |
| 9.4 Integration of work across sectors..... | 36 |
| 9.5 Gender..... | 36 |
| 9.6 Advocacy..... | 36 |
| 9.7 Livelihoods..... | 36 |
| 9.8 Coordination..... | 37 |
| 9.9 Staff retention, well-being, and TMK..... | 37 |
| 9.10 Learning..... | 38 |
| 10. Appendices:..... | 39 |
| 10.1 Terms of Reference..... | 39 |
| 10.2 Methodology..... | 43 |
| 10.3 Detailed Background..... | 44 |
| 10.4 List of interviewees..... | 47 |
| 10.5 Itinerary..... | 48 |
| 10.6 Profile of the Evaluation Team..... | 49 |
| 10.7 Literature and documentation consulted..... | 49 |
| 10.8 Guided Questions for Semi-Structured Interviews..... | 52 |
| 10.9 Example of Livestock Project using animal return policy..... | 57 |
| 10.10 Maps..... | 58 |

Illustration Index

| | |
|--|----|
| Illustration 1: Discussions with woman in Southern Sindh village..... | 1 |
| Illustration 2: House damaged by slow rising water..... | 12 |
| Illustration 3: Temporary shelters in Moro..... | 12 |
| Illustration 4: NFI Distribution (Photo SSEWA-Pak)..... | 13 |
| Illustration 5: Construction work at TMK site..... | 14 |
| Illustration 6: Discussions with village leader in Southern Sindh during evaluation..... | 16 |
| Illustration 7: Water from hand pump in Moro..... | 20 |
| Illustration 8: Damaged and destroyed fish-farm ponds, lower Sindh..... | 23 |
| Illustration 9: Jennifer Jivan with Sindhi woman..... | 25 |
| Illustration 10: Sindhi village women and children..... | 26 |
| Illustration 11: Livestock..... | 33 |
| Illustration 12: Crops destroyed, but starting to re-cultivate..... | 37 |

All photographs by Stephen Brown unless otherwise stated.

Abbreviations

| | |
|-------|---|
| ABES | Adult Basic Education Society |
| ACF | Action contre la faim – Action against hunger (INGO) |
| ADB | Asian Development Bank |
| AHD | Association for Humanitarian Development |
| ALNAP | Active Learning Network for Accountability and Performance in Humanitarian Action |
| CBHA | Consortium of British Humanitarian Agencies |
| CFW | Cash for work |
| CLTS | Community Led Total Sanitation |
| COG | Crisis Operational Group (Tearfund) |
| CR | Country Representative |
| DCO | District Coordination Office |
| DDMA | District Disaster Management Authority |
| DEC | Disasters Emergency Committee |
| DMA | Disaster Management Advisor |
| DMD | Disaster Management Director |
| DMO | Disaster Management Officer |
| DMT | Disaster Management Team (Tearfund) |
| DNA | Damage and Needs Assessment |
| DOH | Diocese of Hyderabad |
| DRM | Disaster Response Manager |
| DRR | Disaster Risk Reduction |
| EDO | Executive District Officer |
| FATA | Federally Administered Tribal Areas |
| FFW | Food for work |
| GIK | Gifts in kind |
| GST | General Sales Tax |
| HAP | Humanitarian Accountability Partnership |
| HH | Households |
| HoR | Head of Region |
| HQ | Headquarters |
| ICCO | Interchurch organisation for development cooperation |
| ICDO | Indus Community Development Organisation |
| IEG | Independent Evaluation Group, The World Bank Group |
| INGO | International Non Governmental Organisation |
| KNH | Kinder Not Hilfe |

| | |
|-----------|--|
| KPK | Khyber Pakhtunkhwa Province |
| LEAP | Literacy Education Awareness Programme (DOH) |
| MDG | Millennium Development Goals |
| MOU | Memorandum of Understanding |
| MSG | Mothers' Support Group (ABES Project) |
| NADRA | National Database and Registration Authority |
| NDMA | National Disaster Management Agency |
| NFIs | Non-food Items |
| NGO | Non Governmental Organisation |
| NRSP | National Rural Support Programme |
| OCHA | Office for the Coordination of Humanitarian Affairs (United Nations) |
| ODI | Overseas Development Institute |
| PADR | Participatory Assessment of Disaster Risk |
| PAI | Partner Aid International |
| PAM | Programme Approval Meeting (Tearfund) |
| PCM | Project Cycle Management |
| PEP | Primary Education Project (DOH) |
| PHF | Pakistan Humanitarian Forum |
| PLA | Participatory Learning and Action |
| PPAF | Pakistan Poverty Alleviation Fund |
| PRA | Participatory Rapid Appraisal |
| RHC | Rural Health Centre |
| RM | Regional Manager |
| RTE | Real Time Evaluation |
| SAM | Strategic Approval Meeting (Tearfund) |
| SERT | SSEWA-Pak Emergency Response Team |
| SHG | Self Help Group |
| SMC | School Management Committee |
| SSEWA-Pak | The Society for Safe Environment & Welfare of Agrarians in Pakistan |
| TFQS | Tearfund Quality Standards |
| TMK | Tando Muhammad Khan |
| TOP | Tearfund Operational Programme |
| ToR | Terms of Reference |
| UC | Union Council, the lowest administrative unity of Government in Pakistan |
| UNDP | United Nations Development Programme |
| WASH | Water, Sanitation and Hygiene |
| WB | World Bank |

Executive Summary

This report is the result of an external Real Time Evaluation (RTE) of Tearfund's Pakistan Flood Response carried out by Stephen Brown and Jennifer Jivan at the request of Tearfund UK.

Pakistan experienced extraordinary rainfall in mid-July to September 2010. The resulting floods affected over 20 million people in 78 districts, and covered over 100,000 square km. Over 75 percent of those affected are in Sindh and Punjab. The disaster is characterised by a slow onset, and by different scenarios from village to village. The contrasts include significant differences in levels of damage, ability to re-establish livelihoods, Government support, and presence of NGOs.

Tearfund's response is both operational and through Partners, and uses a new model for the organisation, with the Country Representative (CR) in the lead role, supported by the Disaster Management Team (DMT) for operational response. The opportunity for sustainable and high quality impact is enhanced with this model of working because of the strength of local knowledge being drawn on, the longevity of staff, and the greater interaction with Partners.

The response was planned in 2 phases, with emergency response followed by a recovery and reconstruction phase including rebuilding of livelihoods, education and support to infrastructure, disaster risk reduction and advocacy support.

Every village visited during the RTE expressed appreciation for the items distributed in Phase 1. Generally these seem to have been appropriate and met the immediate needs. Both SSEWA-Pak (Partner) and the Tearfund Operational Programme (TOP) team have made good use of local implementing agencies in initial distribution.

The decision to support partners in their areas of expertise was good, and Tearfund made funding decisions and transfers very quickly. The TOP team made a slower start, due to changes and gaps in senior staffing, slow recruitment, the CR being away for a period during the setup phase, HQ decision making slowed down due to the innovative nature of the response, and time and energy spent on the compound in TMK. However, reasonably robust procedures and systems are now in place. It has been important to ensure that Tearfund is able to launch a high quality response consistent with its values and development ethos.

There are a number of ongoing challenges for Tearfund. These include:

1. To date there has been little opportunity for beneficiaries to contribute to project design, implementation or monitoring. The criteria for selection has been unclear to them, as have the decisions about what they should receive. Beneficiary Accountability needs to be strengthened considerably.
2. A distinction needs to be made between quick surveys used in the initial stages of a response to decide where and with whom to work, and the good practice of meaningful participation of communities required to enhance ownership, sustainability and empowerment. Even though they may appear to enable a faster response, the use of 'data extraction' surveys rather than participatory methodologies are detrimental to longer term impact.
3. Addressing gender issues, not just ensuring that the physical needs of women are met, but mainstreaming gender in every aspect of the project cycle, using the opportunity to give women more voice, equitable access to assets, greater skills and capacity etc. Partner ABES seems to be demonstrating good practice in this area.
4. Responding in a nuanced way to the multiple scenarios faced in the different areas of operation.
5. Seeking to build Government capacity even though they are sometimes difficult to work with. And ensuring that all work is coordinated well with Government and other NGOs through the Cluster systems.
6. The expectations placed on Partners by multiple donors to scale up and respond, when recruiting experienced and capable staff for both the TOP team and Partners is difficult.

7. Retention and transfer of lessons learned without relying on institutional knowledge of staff.
8. Addressing donor expectations to spend money quickly, which sometimes leads to poor practice (e.g. lack of participation) or inappropriate response.

The report puts forward a number of recommendations. In summary these are:

Participation and Quality Standards:

1. The TOP team should ensure that there is meaningful engagement with communities, ensuring that the voices of all sectors of the community are heard, and ensuring that the process of participation is empowering for the community.
2. Consider basic development training (principles, skills, attitudes and approaches) for Tearfund DMT staff.
3. Ensure that the CR consistently supervises and supports the TOP team, challenges them on their plans, suggests appropriate approaches and has significant input into proposals.
4. Where time is not a critical factor, participatory approaches to deciding on recipients of relief could be used in future, for example participatory 'wealth ranking'.
5. Tearfund needs to recruit a Beneficiary Accountability Officer as quickly as possible.
6. There should be more consideration of protection issues, using Tearfund Quality Standards (TFQS) as guidance for both design and implementation stages.
7. Where Partners are asked to comply with TFQS it must be made clear that they do not require adherence to Tearfund's specific values but focus on shared values.
8. There are areas where DMT and RT requirements differ and agreement needs to be reached about something compatible.

Building Back Better:

9. Tearfund and Partners should always be considering ways in which 'building back better' can happen at local level, addressing material assets, economic levels, physical, organisational and community structures, systems and processes.
10. Tearfund should research the recent history of community development in the areas in which it is working and find ways to build on this.

Disaster Risk Reduction:

11. There should be a systematic intentional approach to DRR, with a dedicated staff member to promote both DRR and participatory methodology across all aspects of the programme.
12. DRR training and on-going coaching should be provided to all partners as well as the TOP team.

Integration of work across sectors:

13. Tearfund needs to ensure coordination between WASH, Shelter and Livelihoods components of the project at each stage.
14. Tearfund should consider employing generalist facilitators / community mobilisers in place of (or as well as if budget and complexity of structure allow) technical specialists.

Gender:

15. The gender dimension and needs of women should be given greater consideration in programme design and implementation.

Advocacy:

16. Tearfund should consider advocacy as an important component of its response. The potential for partnering or cooperating with a specialist advocacy organisation in Pakistan should be investigated.

Livelihoods:

17. Tearfund should consider sustainable schemes for livestock distribution and ensure that the wider issues of disease management and veterinary services that would need to be delivered alongside such a component are well thought through and coordinated with other agencies as appropriate.
18. Tearfund should keep in contact with the Irrigation Departments on their plans to repair irrigation infrastructure, and with other departments on Government initiatives to distribute free seeds and fertiliser, ensuring that these reach the right people.

Coordination:

19. Tearfund needs to (re)build credibility with the Government, especially at District level in its main area of operations.
20. Tearfund should seek to build relationships with Government which both enable building of Government capacity and holding them to account.
21. Tearfund and Partners should seek to coordinate with and learn from Government Agriculture and Irrigation departments, and ensure that local and Government resources are used wherever possible.
22. Some Tearfund partners should be made aware of the importance of good coordination and learning from other 'actors'. Tearfund could bridge the gap between the micro and macro levels or coordination as an INGO with local partners.
23. Tf should ensure that all partners are part of Clusters or at least make their activities known to clusters by email. This is very important to avoid duplication and to share information and good practice.
24. The Tearfund TOP team HR section should be strengthened, especially considering their important role at this time. Procedures for proper staff induction and ongoing support should be in place and adhered to.
25. The terminology used for the operational response (TOP team) should be agreed on by all concerned and used exclusively to prevent confusion with DMT.
26. There should be more sharing of resources between partners. Tearfund's role in enabling this to happen is an important one.

Staff retention, wellbeing and TMK:

27. At the outset of a disaster it is important to ensure adequate HR support is available from HQ in Teddington to support recruitment in country and internationally.
28. Tearfund should consider ongoing capacity building of staff, and should be careful to ensure that good HR practices are adhered to.
29. Tearfund would do well to ensure that all staff receive basic awareness training on HIV and AIDS both for their own protection and so that they are able to refer cases where necessary.
30. Tearfund expatriate staff should be aware of the perception of staff and the expectations they feel are placed on them.
31. Tearfund should re-consider how the TMK compound is used, and the best location for staff for programme effectiveness and personnel well-being.

Learning:

32. Tearfund should ensure that learning is transferred across Partners and the TOP team. This may be by employing a monitoring and evaluation officer with a remit for ensuring learning transfer.

Acknowledgements

Our thanks go to the staff of Tearfund's HQ in Teddington, Country Office in Pakistan and the TOP team in Pakistan for their logistics support and the time they have committed to this Real Time Evaluation (RTE). Our thanks also to Tearfund's Partner staff in Pakistan who have taken time out of their busy schedules to support Tearfund with their input to this RTE.

Most of all we would like to thank the local communities we visited. In an environment where so many have lost so much, and where assessment teams come and go, often raising expectations and sometimes not delivering on promises, we have appreciated the openness and willingness to speak with us that we found in almost every situation. We have been welcomed into villages and have felt privileged to gain a glimpse into people's lives as they struggle to recover from the devastation of the flood. Credit is due to our guides and interpreters, the Pakistani staff of Partner and Implementing agencies who have built relationships of trust in these communities over many months and years.

Finally I, Stephen, would like to thank and acknowledge the enormous contribution made by Jennifer Jivan in this RTE. As a Pakistani woman she had access to people whom I could never meet as a foreign man. But more than that her ability to relate well to people at all levels, her clear thinking, her historical understanding of the broader context, and her ability to stay focused on the task at hand have been an invaluable asset throughout. Whilst the task of writing this report has largely been mine the recommendations herein are a joint effort. However, any errors are my responsibility for which I apologise.

1. Introduction

The main purpose of this RTE was to look at Tearfund's response to the Pakistan flood, both operationally and through its local Partners. The emphasis was on immediate lesson-learning over impact evaluation or accountability, providing an opportunity within the programme cycle to assess the response and adjust both activities and future strategy as necessary.^{1,2}

Tearfund should be commended on commissioning this RTE early in the programme. In fact it may have been even more useful 2 or 3 weeks earlier, prior to Phase 2 proposals being written. However, the focus of the recommendations in this report are on how to help affected communities in the longer term not just to get back to how they were before, but to be in a better place than before, more resilient to future disasters.

This report was requested by and prepared with financial resources from Tearfund UK. The views expressed herein are those of the evaluators and do not represent any official view of Tearfund. All quotes in boxes throughout this report are direct quotes from interviewees, translated into English as necessary.

2. Background and Context

2.1 The Problem

Pakistan experienced extraordinary rainfall in mid-July 2010, which continued until September 2010. The heavy rainfall caused flash and riverine floods in the north and north-western regions of Pakistan that combined to create a moving body of water equal in dimension to the land mass of the United Kingdom travelling southwards. These floods affecting the entire length of the country and have been assessed to be the worst since 1929. According to Pakistan's National Disaster Management Authority (NDMA) the rains/floods have affected over 20 million people (over one-tenth of Pakistan's population) in seventy-eight districts, and covered over 100,000 square km. Over 75 percent of those affected are in Sindh and Punjab.³ There have been over 1,980 reported deaths and nearly 3,000 injured. Additionally, flash floods and landslides triggered by the rain caused severe damage to infrastructure in the affected areas. About 1.6 million homes have been destroyed. Entire villages have been washed away. Thousands of acres of crops were destroyed and agricultural lands have been damaged, with major soil erosion happening in some areas.

The effect, scale, and cost of responding to this disaster are larger than the most catastrophic disasters in recent memory, including the Haiti earthquake of January 2010⁴, the Pakistan earthquake of 2005, and the Indian Ocean tsunami of 2004.

2.2 Tearfund Response: A new model

'The particular context of the Pakistan Floods provides a unique opportunity to pursue a fresh Tearfund operational model that places the Country Representative in the lead role, supported by DMT. The Memorandum of Understanding sets out the practical implications of this model for roles and responsibilities across teams. This approach is a pilot and will be regularly reviewed to ensure

¹The ODI say "An RTE is an improvement-oriented review.[...] Interaction with programme staff and managers during the course of implementation means that discussion, which may or may not be reflected in a final document, can help to bring about changes in the programme, rather than just reflecting on its quality after the event.

Ref: Herson and Mitchell, ALNAP, <http://www.odihpn.org/report.asp?id=2772>

²RTEs reduce the danger that inappropriate early operational choices cause critical programme problems in the longer term, and they thereby reduce the organisational risk inherent in any large-scale operation. They enable programming to be influenced as it happens, and permit agencies to make key changes at an intermediate point in programming based on learning from the programme. They also provide HQ with a quick overview of the whole programme, which is far richer than progress reports, as RTEs will normally include the perspectives of disaster-affected populations, partners and the independent evaluation team. Ref: Claude Hilfiker and Andreas Schuetz of OCHA quoted in 'Real-time evaluations of humanitarian action: An ALNAP Guide'

³Provinces, such as Sindh and Punjab, are divided into Districts (e.g. Thatta), and Sub-districts called Talukas or Tehsils (e.g. Sujawal and Jati). Union Councils (UCs) are the smallest administrative unit of Government. Both Tearfund and Partners use Union Council boundaries to provide a geographical focus for their operations.

⁴Although the number of deaths in other disasters were higher, e.g. Haiti over 250,000 deaths.

it continues to offer the most effective method of responding operationally to the humanitarian needs in Pakistan, as well as capturing learning for the future.'⁵

Tearfund's response is both operational and through Partners. Tearfund is currently supporting four partners - Adult Basic Education Society (ABES), Diocese of Hyderabad (DOH), The Society for Safe Environment & Welfare of Agrarians in Pakistan (SSEWA-Pak) and Partner Aid International (PAI) - to respond to the emergency in Sindh and Southern Punjab.

The response was planned in 2 phases. Phase 1, the emergency response (distribution of food and non-food items including temporary shelter. And Phase 2, recovery and reconstruction including rebuilding of livelihoods, education and support to infrastructure, disaster risk reduction and advocacy support provided on the causes of vulnerability in Pakistan and on appropriate governmental responses to the disaster, where appropriate. The total response was expected to last 2 to 3 years, although current expectations are to complete Phase 2 of the operational response in July 2012.

3. Appropriateness and Relevance

3.1 General

Making a general statement about appropriateness and relevance in the aftermath of this disaster is impossible. The most striking thing the evaluators noticed from all their travel and discussions was how different the scenarios are from place to place, even within one District.

“The profile of each UC is different to the next. Some have started planting. Some only relied on the salt mines and labouring and much of this has stopped.”
ABES staff talking about Mianwali

3.1.1 Some Contrasts between areas :

| | |
|--|---|
| Fast flowing flood waters, large destruction..... | Slow rising flood waters, less destruction |
| Land irrigated by canals and channels..... | Land irrigated from tube wells or rainfed |
| Land draining well..... | Land still waterlogged |
| Sweet water..... | Brackish water |
| Food stocks saved..... | Food stocks lost |
| Farmers able to plant crops..... | Farmers unable to plant crops |
| Mostly landowners..... | Mostly tenant farmers or day labourers ⁶ |
| Proactive District Government Coordination.... | Reactive District Government Coordination |
| People receive Government support ⁷ | No Government support |
| Active sectoral clusters..... | Inactive sectoral clusters |
| Good local coordination..... | Poor local coordination resulting in duplication |
| Conservative, little male/female interaction..... | More openness |
| Muslim population only..... | Presence of minorities – Christians and Hindus |
| North of country, colder weather..... | South not so cold |
| Prior presence of NGOs doing development.... | Few active NGOs in the area |
| Tf partners with history in the community..... | Tf and partners establishing in a new area |

⁵MoU Eurasia-DMT Pakistan FINAL Nov 2010

⁶The situation is very different between those who have been able to move back onto their own land and those who are tenant farmers or day labourers, or whose land is unworkable. As an additional piece of background, many people in the areas served by Tearfund and its partners have below average levels of education and literacy. It seems to be the case that large land-owners often don't want people to be educated. They want people to keep working the land. There were stories reported in the media during the flooding of people not wanting to move. But sometimes it was landlords who were not willing to relocate people.

⁷Government support is in the form of cash via 'Watan' cards and in some cases in the form of wheat seed and fertiliser for planting.

In Southern Sindh a common story was that the rice crop, which was about to be harvested, was completely destroyed. People had taken credit from money lenders using this crop as collateral. Now they have no way of paying back the loan, and no money from the harvest to buy new seed or hire tractors to prepare the fields. This means they can't plant the sugar cane, wheat or sunflowers (for oil) that they would normally plant now. On top of this there is still a lot of land under water or completely water-logged. And some of the water is salty because of the high tides which coincided with the floods. The floods actually came very soon after many of these communities had also been hit by a cyclone. Once they are able to replant, much of the irrigation system which they rely on has been damaged or silted up. This needs to be repaired in order to gain a new harvest.



Illustration 2: House damaged by slow rising water

Where the team visited in Moro there were no irrigation canals. Landowners had replaced some of the pumps for tubewells, the soil had drained and farmers had planted wheat and fodder for livestock. Green shoots were appearing and farmers were expecting an improved yield from the extra topsoil deposits. However, the situation here with shelter was much worse.

Case study – notes from Evaluator's journal:

We visited one temporary village on an embankment next to a road. Where the village had been was still under several feet of water. When the government came telling everyone to leave the area people thought they were safe because they were the other side of a small hill away from the river, and they'd never had flooding there before. So they didn't move. Then at 3 in the morning the flood came with fast moving water washing everything away in its path. The people all managed to escape, but with virtually none of their possessions. They moved up onto the road which is built much higher than the surrounding land - it goes up a gentle incline to a large bridge crossing the Indus, which is several hundred feet wide at that point. The government helped them a little with food etc., and a Tearfund Partner helped them with temporary shelter, food, basic cooking equipment etc. but this was in early August when it was hot. Now it's really cold. People are sleeping out under plastic sheeting with few clothes and little clean water. One of the things we've talked about is the need to get blankets out to people quickly in some areas. But we need to look at how to help communities like this in the longer term, not just to get back to how they were before, but to be in a better place than before, more resilient to future disasters.



Illustration 3: Temporary shelters in Moro

3.2 Phase One

At the time of this RTE operations were still in Phase 1, the emergency response phase. In the strategy document this was estimated to run until the end of November 2010, although it has been decided that certain aspects of emergency response, such as food distributions for some, will continue for a further 3 to 4 months. This seems entirely appropriate in the circumstances as long as it is carefully monitored. It is recommended that one month's ration of food is delivered at a time so that the situation in each locality can be monitored and the need for further food assessed on a case by case basis. This is important to prevent dependency whilst ensuring that women and children particularly do not suffer from malnourishment.



Illustration 4: NFI Distribution (Photo SSEWA-Pak)

Every village visited expressed appreciation for the food and non-food items (NFIs) distributed. In the main

"When help was given our human dignity was retained."
Woman in village Shah Hussein Kachalani, Sindh

these seem to have been appropriate and met the immediate needs. The only question the evaluators have is about the water filters which were distributed. It appears that the Country Representative's (CR) desire to use locally made bucket filters was over-ruled on the grounds that they could not be made in sufficient quantity fast enough. However, the longer-term

implications of distributing a candle filter, which people are unlikely to replace and which could therefore present a health hazard in a few months time, do not seem to have been considered sufficiently. A plastic bucket sand filter would have been more appropriate and certainly a more sustainable solution. Nadi (clay pot) filters are being planned for Phase 2.

ABES estimated 10,000 people would be assisted by their medical camps in the first 6 months. They have actually helped more than 11,400 people in 3 months and have used up the funds for medicines. They would like to request more funding for this. Several other organisations started medical camps in the area immediately after the floods, but none remained after 2 weeks.

Nadi filters have been introduced through the ABES Transition education centres, and have been widely accepted as people start to recognise the importance of safe drinking water. In much of this area people drink contaminated river water. The water table is very deep and there are few boreholes and hand pumps. Some local people have expressed the desire to start making Nadi filters locally as a business. ABES currently have UNICEF and Netherlands Reformed Church funding for these.

In Moro, SSEWA-Pak are working with a local NGO called ICDO. During the flood ICDO was called by the communities and they then contacted the army and navy. They sat in and guided the boats to the right places. They had relationships with the Government and were able to utilise these in the time of emergency.

"Because of pre-existing relationships, volunteers etc. we were able to mobilise people quickly." ICDO

SSEWA-Pak have distributed food and NFIs in this area, as they had done in KPK and Punjab earlier. SSEWA-Pak mounted the fastest response of any of the Partners.

PAI's Response has not really started yet. They reported that it took them a month to get the proposal into a final state before submitting it, and it took Tearfund a month to approve the proposal. They reported that there were some partnership documents that needed finalising.

DOH PEP have carried out the majority of their proposed response, giving food and other items such as mosquito nets to affected families in the communities where they had pre-existing work. Goats will now be distributed in the 2nd phase - Jan/Feb 2011, which will help sustain the community in the longer-term.

3.3 Timeliness of response and decisions

The evaluators recognise that this was a challenging disaster, which changed in scale and significance over several weeks. Tearfund responded very quickly through partners with existing capacity in the initial stages, with funding for Khyber Pakhtunkhwa Province (KPK) through SSEWA-Pak meaning that they could respond within a few days of the floods. ABES reported that they were very satisfied with Tearfund's speed of funding approval (about 1 week) and payment. Rapid grant approval made a significant difference to several thousand families. However, the number of donors wanting to support SSEWA-Pak's response, including Tearfund, was probably a large cause of their procurement systems being unable to cope and short-cuts being taken. This resulted in a two month suspension of activities whilst proper operating procedures and accountability systems were put in place, as well as a change of organisational leadership.

The Disaster Management Director (DMD) expressed some concerns about the level of funding which could be approved quickly, saying that this limits speed of response. Tearfund has a rapid response fund from which each Tearfund Country Representative (CR) can commit up to £20,000 for rapid release in a new disaster. The DMD can release additional amounts up to £100,000 from the fund but normally on the expectation that the fund will be reimbursed from subsequent income from supporters, DEC or donors. This takes time to agree. However, grant approvals or payments do not seem to have caused delays in this instance.

Tearfund's Operational response has been slow to start, although reasonably robust procedures and systems are now in place. It has been important to ensure things were done properly and that Tearfund is able to launch a high quality response consistent with its values and development ethos. It is important to have a response which builds on current capacity and both utilises current opportunities and provides future opportunities for long term transformation in communities.

These delays are a result of a number of factors. The inability to have a consistent Disaster Response Manager (DRM) in place for 3 to 4 months at the start whilst at the same time the CR having to travel to the UK and

"We needed a permanent DRM early on. And it has taken too long to hire a DMA. HR in Teddington seem overstretched."

elsewhere during this critical phase has been a destabilising factor. The gaps in leadership have perhaps been more of an issue than the changes in leadership. Other factors include the desire to have Christians at senior levels and the small pool of qualified Christians available and willing to work in Southern Sindh; and the refurbishment of the Tando Muhammad Khan (TMK) site, taking valuable staff time and energy away from 'frontline' operations. It is also proving difficult to find lower level experienced staff as most have already been found by other agencies. Literacy levels in the programme areas are very low making recruitment there challenging.

"We would like to be able to respond more quickly. Recruitment and setup in TMK slows us down. People need help now."



Illustration 5: Construction work at TMK site

As a result of the slow start, there has been increased reliance on Association for Humanitarian Development (AHD) as an implementing partner. However, there seems to have been a lack of clarity of expectations on both sides of this relationship. These include choice of beneficiaries, including choice of Union Council (UC); monitoring of distributions; and the amount of support Tearfund staff have expected from AHD in getting to know the area ready to establish their own operations. These need to be resolved if the arrangement with AHD is to continue on the same basis.

There has also been some loss of credibility and trust with OCHA and the District Government in Jati as

Tearfund have not been visible in their response (only supporting the work of AHD). This will take time to rebuild.

Given the importance of having local implementing partners like AHD in mounting a quick response to the disaster, it may be helpful to have template MoUs which can be made ready to sign with potential partners very quickly in the event of another disaster. A register of potential partners with an outline of their experience and capacity may also be helpful for use in disaster situations. The risk with this is that Partners can feel disappointed by the lack of continuity of relationship if they are only funded for post-disaster work, and not supported in the longer term.

“We feel there's been a lack of continuity in partnership. If funded work in Muzaffarabad after the earthquake and now in Mianwali, but we would have liked a longer term commitment to post-disaster work in Muzaffarabad. Projects are still ongoing there. Continuity of relationship with Tearfund is very important.” ABES

A question the evaluators asked themselves is 'on what criteria do you judge timeliness of response?' There is pressure from donors and Government to respond quickly. But Tearfund must get the response right. Doing it right slowly is better than doing it wrong quickly.

Whilst the slow speed of response has probably not been critical in terms of saving lives, there will have been increased suffering due to lack of food, particularly for the vulnerable. Shelter and warmth are now more of an urgent need with winter setting in. On the other hand, there is now greater opportunity to see which communities are able to use their own resources to start re-establishing livelihoods and rebuilding shelters etc., and to build on existing capacity and initiative rather than 'crushing' it.

Although there is pressure from donors (such as the DEC) to spend money quickly, and the 'humanitarian imperative' to do everything possible to save lives and reduce suffering, it is also important to ensure that the longer term rehabilitation and development response is appropriate and of high quality. Whilst the new model for Tearfund being pilot tested here may have made the initial response slower, the opportunity for more sustainable and high quality impact is, in the evaluators' opinion, enhanced with this model, because of the strength of local knowledge being drawn on, the longevity of staff, and the greater interaction with Partners.

3.4 Beneficiary Accountability

Both Tearfund and SSEWA-Pak are members of the Humanitarian Accountability Partnership (HAP) but there was not much evidence of anything happening in terms of beneficiary accountability. Neither organisation seems to have energy for this at present. The Tearfund Pakistan Project Summary Sheet stated that

“A Beneficiary Accountability Officer will be recruited from the outset of the project and will be based in the field team. They will be largely responsible (in collaboration with the AC) for ensuring accountability systems and structures are in place and that beneficiaries have opportunities to contribute to project design; that Tearfund's contact details are available and that there is course for redress in case of complaints.”

This Officer has not been recruited and there are no systems and structures in place. Certainly in Phase One beneficiaries have had little opportunity to contribute to project design and beneficiary reference groups have not been established. It appears that communication with communities was lacking to the extent that it was not clear what each family should receive, nor was the criteria for selection of beneficiaries.

For Phase 2, Tearfund's draft proposal states that:

“Both men and women have already been consulted regarding priority needs during a rapid needs assessment that took place on 4th September and has been used to help guide the proposed response to date. Further assessments have been carried out covering the areas of WASH and Livelihoods in November 2010 and a full village survey will be carried out between 13th and 23rd December.

Further consultation will be conducted with beneficiary communities by field staff in order to refine project design. For example, beneficiaries can help to guide appropriate

*agricultural and livestock inputs that will be distributed; local key stakeholders can help to determine what activities will be prioritised during the cash-for-work project; families will decide where to locate their household latrines and DMCs will be empowered to determine what DRR activities they will implement.*⁸

The evaluators are somewhat sceptical about the true value of input from people in communities gained through surveys of this type. As recommended in Sections 3.7 and 9.1 we believe that there is a need to take more participatory approaches, ensuring that it is not just the voices of male village leaders which are heard, and ensuring that the approach is not one of 'data extraction' but of community empowerment.

SSEWA-Pak are planning for the next phase to have a form with phone numbers and the possibility to send back the form with a written complaint. The previous form failed because it was in English rather than the local language.

Other Partners were vaguely aware of HAP and the TFQS, but were not intentionally following it. They are open to receiving training in this area and see the general importance of it. It is understood that some training will be provided to partners in January 2011.

A cluster leader noted that in the early stages of the relief response people were not well informed. There were lots of rumours about which camps would get more attention etc., causing a degree of chaos. His view was that generally there has been a lack of accountability. For example, some NGOs have been trucking poor quality water. The WHO training on water testing and management for field staff poorly attended. We asked Partners involved in trucking water whether they had tested the water, but they had not, assuming the quality of the source.

As was noted in Tearfund's Haiti RTE: "In relation to accountability to beneficiaries and the HAP agenda, there is a need for some realism about how much can be achieved in three months." The evaluators accept that there have been a lot of pressing priorities for programme staff in Phase 1. However, it is important to follow through on the commitment to HAP principles in Phase 2.

The IEG has generally observed that 'emergency projects tend to monitor the units of outputs rehabilitated or built and often neglect to assess the extent to which households, both men and women, have regained their living standards and assets. In view of the risk of funds misdirection, participatory community monitoring, such as that used in Indonesia, may be valuable. In the Indonesia KDP and Tsunami Emergency project, some progress on corruption was made by: posting planned works and costs on village notice boards; auditing neighbouring villages by village committees; having communities physically sign off on contractor quantities delivered; putting in place a strong and anonymous complaints mechanism with standards for response time; and funding for reputable journalists and NGOs to monitor expenditure and construction. This gave some degree of triangulation. All of this did not stop corruption, but progress was made'.⁹

One should of course be aware that 'there are dangers to be watched for in community participation and supervision in monitoring. For example, in the India 1993 Maharashtra Earthquake Reconstruction there were cases of homeowners whose houses were to be reconstructed trying to extract bribes from contractors before approving the proposed work'.¹⁰

The agricultural assessment carried out to form the basis of the Phase 2 proposals was with 150 Households (HH). This was a rather long questionnaire about needs and priorities. The total no of



Illustration 6: Discussions with village leader in Southern Sindh during evaluation

⁸Tearfund Draft Phase 2 Proposal, December 2010

⁹IEG Pakistan Note: Response to Pakistan's Floods: Evaluative Lessons and Opportunity 2010 The World Bank Washington DC

¹⁰Ibid

HH is probably about 10,000 in the area where Tearfund are working operationally. They are trying to meet the needs of about 6,000 HH.¹¹

Tearfund have worked hard at ensuring accountability within its own and partner systems. They handled the situation with SSEWA-Pak's breakdown of procurement procedures very well. PAI have adapted lots of procurement systems etc. from World Concern¹². Concern Worldwide have also been very supportive to PAI with tender packages etc.

ABES report that in community meetings like Mothers' Support Groups (MSGs), Education Committees etc. people are quite open. There is a referral network in place so that 3 people in each village are selected to have regular meetings with staff. People can give feedback to these 3 people.

3.5 Tearfund Quality Standards

This is a set of 12 standards against which DMT programmes would report quarterly. There is some discussion about adoption of these standards across the organisation and with partners as an assessment tool. Compliance with TFQS currently applies to projects over £100,000.

DMT projects are required to have more reporting than normal long term Partner projects. DMT reports include an assessment of compliance with TFQS. This is one of the areas where DMT and RT requirements differ and agreement needs to be reached about something compatible.

All Partners were asked if they knew what TFQS were and whether they thought they were compliant. Those with larger grants were vaguely aware of their existence and think they are complying due to their own normal practices and values. Others were not aware of TFQS. None were explicitly assessing their programmes against TFQS.

"TFQS – it is unrealistic for us to comply fully. It's a helpful guide to make us think, but we need training in how to comply." ABES

The TFQS do contain an excellent compliance 'checklist' which any organisation should find helpful in guiding their thinking during the planning and implementation stages of a programme. It is understood that some Disaster Risk Reduction (DRR) training is planned for Partners early in 2011 which will also help them understand both TFQS and HAP. Comments were made by some individuals that TFQS is '*just another one of those sets of jargon terms that you have to include in a proposal in order to have a grant approved, along with Do no Harm and SPHERE standards*'. Through the training it is important that Partners own the principles of TFQS and recognise their value, and do not just see them as another box to tick in order to keep Tearfund happy. Full compliance is not easy, but something to aspire to.

Some versions of the compliance 'checklist' make specific reference to Tearfund's values. However it is designed for Tearfund Area Coordinators, assessing compliance in Tearfund operational programmes only, rather than Partners. Where Partners are asked to comply with TFQS (which are shown in the Micah Network Emergency Response Proposal Guidelines, it must be made clear that they do not require adherence to Tearfund's specific values but focus on shared Christian values, as per those outlined in the partnership covenant.

3.6 The Cash distribution / CFW / FFW debate

International relief organisations are more often these days distributing cash rather than relief supplies, and organising Cash For Work rather than Food For Work.

The Tearfund Haiti Earthquake RTE states that *'The decision to support survivors with cash rather than relief in kind was both consistent with current thinking in the humanitarian sector, and was especially useful given the amounts of food aid and NFIs that did, albeit too slowly, start being*

¹¹150HH is 95% confidence level with a confidence interval of +/-8% which is not particularly high for the given population size. Confidence interval calculations assume you have a genuine random sample of the relevant population. If your sample is not truly random, you cannot rely on the intervals. Non-random samples usually result from some flaw in the sampling procedure. An example of such a flaw is to only call people during the day and miss almost everyone who works away from the home. For most purposes, the non-working population cannot be assumed to accurately represent the entire (working and non-working) population. For more information on how to calculate sample sizes see <http://www.surveysystem.com/sscalc.htm#one>

¹²This is probably only true for the Islamabad Office, rather than PAI nationally in Pakistan.

distributed. The amounts given in cash grants varied between \$50 and \$65 per household – a tiny amount but we saw examples of how women had been able to use these grants to purchase stocks of goods to re-start their small trading businesses'.

Cash distributions are more recognised where markets are stronger. There is less pressure on the relief agency to purchase goods, and more money goes into the local economy.

The IEG report points out that *'In the category of cash for work, evidence from the Asian Development Bank-supported Bangladesh Flood Rehabilitation program suggests that vulnerable groups can be assisted through a special focus on getting them priority access to reconstruction labour opportunities'*. In the Pakistan context, this would be appropriate where, for example, there are needs such as repair of irrigation channels, and where there are already large stocks of food.

The view of the CR is that *"CFW is good because people sell food to meet other needs. This was seen in KPP where people were getting food from the WFP and selling it outside the distribution points. There needs to be a balance where people are given appropriate food items that they do not start selling it and they also have opportunity for CFW to meet other needs"*. Several Partners expressed the view that FFW is better than CFW as cash is more likely to be misused. Food is unlikely to be sold as people need it (in Sindh). People are day labouring already for cash. Workers receive between 150 and 200 Rupees per day labouring. However, they do not get work every day. Another agency said *"CFW is dangerous. In-kind makes more difference – it's better for women and children. You can't guarantee that cash distributions will not be misused by men while the women work."* Another said *"CFW might be OK. FFW is better when working on own fields whereas CFW is better when doing work in the wider community."*

"In Southern Punjab FAO are talking about repairing irrigation systems using CFW. Here CFW is better than FFW because there are large reserves of wheat. FFW would be overdoing it."

Clearly there is a difference between areas such as Southern Sindh where food stocks were mostly destroyed, and in places such as Rajenpur, Punjab, where there are large stocks of wheat which were saved from the flood. The evaluators' view is that everything possible must be done to ensure that support in whatever form it takes reaches the most vulnerable. This is usually the women and children. If cash payments cannot be guaranteed to ensure that women and children are not malnourished, then other options must be considered.

Activities for CFW could include bridge repairs, paths, roads, silt on agricultural land, land preparation etc. which is mostly work for men. But consideration should be given to find CFW opportunities for women. For example, CFW could be used for women making quilts which are then distributed to the most vulnerable. CFW needs close monitoring to see how people are spending the money.

3.7 Participation

To date, very rapid needs assessments have been done. There has been almost no participation in design or implementation. There was input from CWS, SSEWA-Pak etc. on contents of Tearfund's relief packages, but not directly and intentionally from beneficiaries. This was in large part because of urgency. However, this does raise questions for the next phase about participation. Planning is being done on the basis of field assessments and meetings with community leaders, Government leaders and representatives of NGOs already working. Tearfund does need to make some decisions quickly to take advantage of seasons and reduce the burden of loans etc., but this is not an excuse for by-passing proper participation in design and implementation.

The successful implementation of projects by Partners is usually because of long term relationships and close interaction with people. They have had village committees, self help groups and community mobilisers. Local staff with local language are very important. There is trust, communities know that Partners will stand with them, that their response is not a one-off. From our observation, Partners gave respect to the people they served. Their intentions were to

demonstrate being fair and dealing with everyone on an equal basis, whilst respecting culture and going through pre-existing channels and structures in community.

The ABES Emergency Relief Project in Mianwali is building on the community participatory approach. ABES has developed Village Education Committees to ensure the proper functioning of the transition centres. They also have close liaison with the MSGs, teachers and social mobilisers. ABES have involved the local community in project activities through several community meetings and workshops. The social mobilisers, teachers, medical support staff, and focal person have been recruited from the local area.

In the distributions by PEP no conflict arose among the families who did not receive relief. This was mainly because of the 'community approach' to distribution. Relationships had been built over a period of time between the PEP team and the community, and decisions about recipients made with the community. The distributions ran smoothly.

The evaluators recognise that participation takes time. Where time is not a critical factor, participatory approaches to deciding on recipients of relief could be used in future, for example participatory 'wealth ranking'.

The Tearfund Pakistan Floods Response Strategy states that *'wherever possible, Tearfund's operational programme will seek to collaborate with and work through local partners and existing community structures. There is already an existing relationship with SSEWA-Pak who shall be implementing a 3-year project in Thatta District (funded by the Italian Govt.) independent of any flood response activities. Local authorities and leadership will be consulted and involved in project design and implementation wherever necessary and appropriate'*. However, the evaluators have been informed that Tearfund will not be working through SSEWA-Pak in Thatta. SSEWA-Pak are present in Thatta district doing a development project. Tearfund will coordinate and seek assistance if needed from SSEWA-Pak as in the case of Nadi filters.

Tearfund must ensure that what is written about participation is not simply rhetoric, but realistic and well thought out plans that will support the empowerment of communities, provide sustainable impact, and reduce the risks to the project.

"We should do our bit and they should do their bit. Together we will rebuild." Man in Abdul Rahman Village, Moro

3.8 Protection

The evaluators are not sure that Do No Harm (DNH) principles¹³ have been intentionally considered by the TOP team or Tearfund Partners. Protection is not high on the agenda. It would be useful for some partners to attend DNH training. Working in communities where neighbouring villages are treated differently creates friction and potential conflict. In Sindhi culture some groups are very vocal and resolve conflict quickly, whereas others hold resentment for years. In individual communities there was clear evidence of fatalism. People who didn't receive rations said it was OK. These are usually close communities and those not receiving did not want to cause a problem or create conflict. There were indications that in some cases supplies had been shared out between those who had and had not received supplies. There were, however, reports of conflict between two communities where one was surveyed and one not.

Partners and Government staff reported that the Government had helped distributions with police escorts where necessary. For example, SSEWA-Pak said that there was a risk of looting on the way so they always took police escorts in the first phase. They have now made a long term commitment to the area and report that the community give them protection.

No-one interviewed could provide evidence that thought had been given to potential risk of attack or physical harm to beneficiaries by virtue of the assistance given. It was also difficult to verify whether distributions had provided sufficient protection for vulnerable members of the

¹³An excellent short Practitioners Guide to Do No Harm written by GTZ can be found at methodfinder.net/pdfmethods/frcs/frcs_method57.pdf. This references Mary Anderson's original work on Do No Harm.

communities. In one village at least one widow had not received help. She had no-one to run and stand in queues for relief distributions. It was unclear whether this was a distribution organised by Tearfund's implementing partner.

Tearfund dealt well with the safety issues of substandard materials procured by SSEWA by placing conditions on re-starting funding whilst supporting the changes that needed to be made through providing additional capacity.

The Strategy document states that *'Child Protection training will be carried out with all new staff'*, and that *'Children will be consulted on elements of project design along with adult beneficiaries and, after further assessment and data gathering, it may be that child focused health education will be a priority. This is still to be determined'*. Although CP training was conducted in 2010 it certainly had not with the newest members of staff. The CR reports that *"all partners have their child protection policies. Partners need to be encouraged to follow/implement that policy."* We saw no evidence that consultation with children is happening. Please refer to Section 3.7 for general comments about Participation.

It should be noted that the TFQS can assist in the consideration of all main areas of protection. For example the question of thinking through potential risk of attack or physical harm to beneficiaries by virtue of assistance given is part of the Conflict QS analysis. The recommendation (in section 4.1 below) that Tearfund ensures all staff receive basic awareness training on HIV and AIDS forms part of the HIV quality standard, projects considering cyclone and earthquake resistant design is part of the Disaster Risk QS and the essential need for environment assessment and impact analysis forms part of the environment QS. However, there may be a gap between having the TFQS and using them during planning and implementation for both Partners and Tearfund.

4. Connectedness and Sustainability

4.1 Consideration of all key disaster hazards

The flood has created a number of related hazards. These include:

- Pools of stagnant water – breeding grounds for mosquitoes;
- Diseases reported: Fever/malaria, diarrhoea, minor skin diseases;
- Measles has returned in some areas – some say there may be a link;
- Dead animals (many washed downstream with the flood waters);
- Waterlogged land (high water table);
- Cold weather (lack of clothing / blankets);
- HIV is present in the area¹⁴;

Other hazards include:

- Some underlying conflict (tribal / ethnic / religious and disputes over land and water)
- Southern Sindh is prone to Cyclones;
- Northern areas especially are prone to earthquakes;



Illustration 7: Water from hand pump in Moro

¹⁴Although prevalence is thought to be low, there are female sex-workers and truck drivers who are infected in several areas. SSEWA-Pak staff all receive awareness training, and the organisation has a drama group raising awareness in the community, which may be available at later stages of their project.

There has been limited distribution of mosquito nets and the evaluators are unsure if this has been sufficient. In most cases distributions were limited to one net per family. Safe drinking water is a priority that is being dealt with primarily through filter distributions. Health and hygiene education is also a critical component. Consideration is now being given to relief supplies to deal with the cold weather (this probably should have been considered earlier). Tearfund would do well to ensure that all staff receive basic awareness training on HIV and AIDS both for their own protection and so that they are able to refer cases where necessary.

The areas of operation seem to be reasonably calm, although potential for conflict is a constant threat. This applies especially to projects in Southern Punjab. Projects should consider cyclone and earthquake resistant design, especially with the shelter projects planned.

4.2 Environmental Impact

The Tearfund Strategy and Project summary files say: *'The operational response will use bamboo in shelter construction rather than timber as bamboo is a crop grown commercially in the local area and so will not become depleted.'*

'The water table is roughly 50 feet from the surface in this area. Hand-drilled boreholes are feasible, although the water is often brackish. There is no concern regarding over extraction of water.'

'Further environmental assessment and impact analysis will be useful in the ongoing project design and implementation.'

Whilst bamboo is a renewable source of construction material, its use must be balanced against the need for cyclone and earthquake resistant construction. There is further comment on shelter construction in Section 4.4 below.

Local advice from partners was that boreholes and hand pumps are inappropriate in some areas¹⁵, and that there should be careful planning along with the WASH cluster in mounting the best response for safe water provision. This is from the aspects of health and environmental impact.

Further environmental assessment and impact analysis will not only be useful but essential in project design if impact is to be sustainable without negative consequences for the population.

4.3 Approach to Partnerships

ABES were already in Mianwali doing a large project with the Government. They have worked there since 2007 in the same 6 UCs as this response, some of which were 100% affected by the flood. ABES were able to base all their interventions on their previous experience, both of the communities in these areas, and of working in post-disaster setting after the earthquake.

"This project has been an opportunity to expand our mandate and help those we have worked with for the last 3 years through this difficult time"
ABES

The RT are aware that Tearfund should not force partners to do things beyond their mandate.

"We try to be community led – women's groups, schools and youth groups. That is our niche and we want to continue. There is no pressure from Tearfund to move beyond that."

Whilst this may be an opportunity to challenge, stretch and build the capacity of Partners in new ways, it is important that the 'demands' placed on Partners by Tearfund in order to spend the appeal

"There have been concerns from the Bishop that resources are taking us away from normal business."

funds in a timely manner, do not disrupt 'normal operations' too much.

¹⁵Need canal water storage, not hand pumps in parts of lower Sindh as groundwater is brackish.

Tearfund currently has no objective way of measuring the 'absorption capacity' of partners for more funds and ability to scale up. Although assessment of previous experience in disaster response is helpful, factors such as changes in leadership and staff, and relationships with other funders, may have significant implications for current 'absorption capacity'.

Although in this case it has probably been right to send an operational team because of need and coverage, there may be other options worth considering more closely in future. These could include:

- Taking on new local Partners with an explicit understanding that this will be a short term relationship for disaster response only;
- Strengthening the Country Office with short or long term experienced staff able to assist long-standing and new Partners in scaling up quickly, building their capacity and monitoring progress¹⁶;
- Seconding staff to Partners for the same reasons¹⁷;
- Not drawing down the full entitlement from the DEC so that there is not the pressure for rapid response due to spending stipulations. Assist Partners to concentrate on longer-term rehabilitation and redevelopment using their existing skills, relationships and networks.

In the current setup, the TOP team are not in a position to provide effective capacity for Partners, which means that dedicated personnel should be considered for this role.

The most important strength of Partners is their long term perspective and commitment and staff who are well rooted in the community. An example from SSEWA-Pak is that longer-term development teams are able to comment on emergency relief and rehabilitation proposals and plans. There is an exit strategy from the 6 month rehabilitation phase. During this time SSEWA will develop its longer term plans for the area.

Tearfund should ensure that learning is transferred across Partners and the TOP team. For example, PEP is willing to share its local knowledge and resources that it has developed on DRR with other Tf partners.

The DMD's visit report states that *'It was also agreed that the operational programme would not accept applications from people currently working for Tearfund's partners in order not to reduce their capacity'*. This is a very important principle, although in reality due to the nature of Partner contracts (often short term due to uncertainty of funding), there have been a number of applicants from Partner staff whose contract is expiring or has just expired, and which may have been renewed if Tearfund had not offered them a position. Tearfund's HR staff should be urged to have good communication with Partners when they have received applications from staff who may be in this position.

4.4 Longer-term impact

A good example of the potential for longer term impact comes from PEP's disaster response activities. The DRR training with teachers has been very worthwhile. Similar knowledge shared with the community has been appreciated. The community in the coming rainy season plans to pre-purchase plastic sheeting, raise their huts to higher levels, tie their cattle in higher places/raise such places to higher levels. Families throughout the year according to each ones resources will store some extra food items and fodder for the animals. PEP Community Mobilisers will monitor this and SMCs are expected to report on progress. DRR will become a part of the regular curriculum of PEP schools from April 2011.

¹⁶This is subtly different to the idea which has been expressed by a number of interviewees that Tearfund could have a permanent Operational Team in country, ready to respond to any future disasters. This keeps Tearfund in a supportive role, with Partners as the main front-line implementors, maintaining local ownership, cultural and contextual understanding, and sustainability. The short term staff could be national or expatriate. The DMA is an example of one position which will support Partners, giving technical assistance, help on proposal and report writing. Having trained staff with 'spare' capacity between disasters could also provide a pool of staff for secondment to other countries. Must define 'disaster' in terms of type, location and scale if retaining a team who could respond.

¹⁷This has happened for a very short term contract with SSEWA-Pak.

PEP have used the flood response to their advantage by integrating the overall goals of PEP of creating sustainable communities. Two goats each per community, and some distribution helps communities who will then be able to pay school fee. In the longer term goats give a source of funds for bursaries or purchasing additional materials. The response has proved useful in increasing enrolment in schools. The project is considering ways to increase income generating activities of women.

ABES is carrying out 'Disaster Resilient Communities' training for local CBOs, volunteers, and local Government to provide early warning, first aid, protection of assets, etc. Trained activists will promote DRR in the community.

The evaluators have some questions about the shelter project. Many people seem to be rebuilding themselves and Tearfund should not squash this initiative. The kits proposed are no more flood resistant than existing shelters although where possible people will be encouraged to build on raised platforms. There is no doubt that in some areas homes have been completely demolished, but the needs for materials differ quite widely depending on what has been salvaged, what people want to rebuild, whether the land is owned or rented (people prefer more temporary 'portable' structures on rented land), and what has already been started by the people themselves. The shelter package can be modified by individuals so that designs are culturally and site appropriate.

"Our wives are repairing the houses with mud. No-one is giving shelter assistance. The army promised but never returned. So we're doing it ourselves." Village leader.

In terms of long term impact the most important aspect of Tearfund's plans are for re-establishing livelihoods. As stated

"We have lots of jobless men. We need seeds and fertiliser. We have 2 tractors in the village for cultivation." Village leader in Haji Mir Moh'd.

elsewhere, the needs in this regard are very area specific, but ensuring that profitable agricultural activities can take place again, and helping people to consider alternative livelihood strategies (which may be traditional such as fish farming or dairy cattle¹⁸, or may be new small micro-enterprises such as production of 'nadi' water filters).¹⁹ Livelihoods is generally the most urgent need as people are going into further debt (this is borne out by the WB DNA report).

ABES are discussing a livelihoods / women's economic empowerment intervention which will include literacy, skills training, and maybe distribution of livestock. Many animals were killed by the flood or diseases following the flood. ABES has some experience of loan schemes, but not on a SHG basis. Learning from other Partners in the region may be helpful in this. The 'mobilisation' or 'animation' aspects of this work are vitally important in changing mindsets to promote sustainability.

"The major difficulty is changing people's mindsets to positive thinking, so that they can solve their own problems." Interviewee at ABES

"We're not good at thinking about the future. We're all farmers. We're just thinking about the land." Villager in Haji Mir Moh'd, UC Gul Moh'd Baran

Government Extension services are not functioning well. Large landowners visit Government research stations and gain knowledge. Small farmers are still ignorant about new varieties and methods. There is a need to share good agricultural practice and up to date knowledge at grass-roots level.



Illustration 8: Damaged and destroyed fish-farm ponds, lower Sindh

¹⁸It will be worth remembering in setting priorities that buffalo milk and cow milk combined represent over three times the value of wheat production, over six times rice production, and about four times cotton production, and that milk's contribution to the economy is about half again greater than the contribution of these three crops combined. (OCHA 2010).

¹⁹The IEG report states that 'Poverty reduction is more likely, at least in the short term, if targeted interventions focus on the recovery possibilities at the local level with community participation (IEG 2006a, 2002a). Agricultural revival is crucial, as the bulk of affected people are from rural areas. Yet not everyone may be able to be gainfully re-employed in the agriculture sector. Rural livelihoods can be expected to be severely impacted. The importance of non-farm income may now increase in Pakistan among flood-affected persons. In any case, varying by region, a significant share of income is already from non-farm sources. In fact, the 2007-8 household income surveys indicate that only about 31 percent of Pakistan rural household income comes from crop and livestock production, about the same as wages and salaries. (Remittances, both local and foreign, make up about 10 percent.) Non-farm income opportunities will need to be addressed as an integral part of the recovery program.

5. Coverage

5.1 Geographic

The scale of the disaster over such a large area meant that Tearfund and Partners could go almost anywhere and be effective. However, the evaluators believe that in general sound choices have been made regarding location. The maps in Appendix 10.10 show the areas most affected by the flood, and the majority of Tearfund supported work falls within these areas. The exceptions to this are:

The SSEWA-Pak work in Naushahro Feroze although the map does not show the scale of the damage along the river banks where SSEWA-Pak is concentrating their work. Having visited, we have no concerns about this choice of location.

The DoH PEP work in villages where they have existing project work with schools. The damage in many of these villages was due to heavy monsoon rain rather than flooding from the river. The rationale for a relief response here was “compensation for loss” rather than saving lives. However, the effect on the longer term objectives of the PEP programme through careful management of the relief work, and the way in which it supports longer term DRR education and village level initiatives, does justify the small grants given to this response.

Tearfund's Operational Programme has chosen to work in the lower Sindh. The final allocation of UCs has been made by the District Government in coordination with OCHA. Whilst this work is in one of the least served and most badly affected areas, it is not in line with the Country Representative's first choice who expected the programme area to be closer to Tando Muhammad Khan (TMK). It seems that the choice of Jati was made by the DRM on the advice of AHD. Whilst Jati makes more sense in terms of need and availability of a partner (AHD) with long term knowledge of the area, it does put into question the choice of TMK as a main field base for staff²⁰.

ABES's choice of location (Mianwali) is completely in line with the level of need and it is very sensible for them to build on existing work in the same area.

PAI have taken a long time to decide on where to work. This is probably a combination of lack of experience, lengthy debate within the organisation, shortage of available staff with the right skills, and

“Within 2 weeks there were 80 new NGOs in one area where we were doing assessments. By the time we'd done the assessment another agency had started working. This happened several times. It was very competitive.” PAI

security issues affecting travel by expatriates. The final choice of Rajenpur is good in that it was badly affected and is under-served (most agencies have congregated in areas nearer to main towns such as Multan), but is causing difficulties with access.²¹

Rather than, as one Partner put it “*chasing the floods*”, all Tearfund Partners are now considering a longer term response in the areas they have chosen to work in. This is very good and completely feasible, with the possible exception of PAI in Rajenpur due to insecurity for expatriates.

5.2 Target groups

None of the responses target specific religious or ethnic groups. All partners and the operational team upheld the principle of impartiality. In most of the areas served the population is almost 100% Muslim. In Southern Sindh, for example, Christians and Hindus tend to be sweepers and cleaners in the towns and cities, rather than living in villages where Tearfund is working. People have suggested that Hindus are the most excluded, more-so than Christians who are served by some international agencies giving only to Christians. Hindus tended to stay out of organised camps. Where there are minorities or groups who have perhaps been excluded from other support, Tearfund and Partners will ensure these do not remain neglected. Examples are:

²⁰Economics aside, learning facilities for staff, access to other agencies etc. is a constraint living in TMK. Sometimes it is not possible to coordinate everything in a cluster meeting so there is a need to visit other offices. This is possible if based nearby, but not in TMK.

²¹PAI by their own admission has tended to be opportunistic, following funding streams. It has an unstable donor base. The Islamabad office was opened in January 2010. PAI is a loose gathering of individual teams with different donors. Largest funding to date has been US\$296,000 from USAID OFDA via Concern Worldwide. Their main experience in WASH has been during recent flood response in Charsadda.

SSEWA-Pak's choice of Naushahro Feroze is in an area where Larkana to north is a ruling party stronghold as is Nawabshah (now called Benazirabad) to the south. There have been allegations of relief being distributed by politicians along party lines.

Muslim families in Charsada told SSEWA-Pak not to forget the Christian families in the area because they also need support. Then the Christian families told SSEWA-Pak to go to the Muslim families so that they should not think that a Christian agency is helping Christian families first.

Partners reported that they pay special attention to widows, elderly and disabled people, although this was impossible to verify. Criteria for family selection seemed quite weak although choices were obviously being made, even within individual villages. Local Partners and implementers such as AHD are less likely than Tearfund to have problems if families are not selected because of their history in the community²².

"We selected people on observation of condition, number of children etc. It was very difficult to decide. But people didn't go against us because of our history." ICDO

5.3 Gender

The WB/ADB DNA paints a bleak but realistic picture:

- *Women have mainly reproductive and domestic roles in the household and are barely visible in the public spheres, particularly in rural areas.*
- *Women may become unnoticed in the compensation process as their economic contribution is usually invisible.*²³
- *Land rights which are challenging for poor men, are even more challenging for women who are usually denied inheritance and property rights.*
- *While women's health is vital to the well-being of their families, after disasters, traditionally as caregivers, they tend to place their needs last.*
- *In periods following disasters, women's medical, hygiene, and nutrition needs are frequently neglected; girls' education is not prioritized. In the absence of recognition of women-headed households and virtual invisibility of the economic contribution of women, livelihoods for women are not a priority.*
- *There is an increasing risk of women and girls being traded as commodities.*
- *If not properly addressed, this disaster could lead to increasing maternal and child mortality, decreasing literacy rates, increasing gender-based violence, as well as decreasing economic autonomy. These factors could significantly worsen pre-existing gender inequalities, and increase women's invisibility in the political and economic spheres.*
- *In certain circumstances, women may require dedicated services. Asset creation such as land distribution, restoration of previous and creation of new opportunities for livelihoods are measures to avoid further marginalization of women and ensure their equitable access to reconstruction support.*²⁴



Illustration 9: Jennifer Jivan with Sindi woman

²²Given the limited relief aid/packages that PEP distributed it appears that they were able to reach the most affected (first priority to families to school children) of the families without causing conflict among those who did not receive. The team did meet some community members who did not receive a relief package. They expressed no dissatisfaction and said that though they too were in need, the needs of the others were more stark. Decisions on who to give to was made by the SMCs. This avoided conflict.

²³UNIFEM, Rapid Gender Assessment, 2010

²⁴The IEG report states that: *'This disaster may present an opportunity to enhance gender equity in the design of the program of response. For example, in property rights, in the Maharashtra Emergency Earthquake Project advances were made by registering reconstructed houses in the name of both husband and wife (Background paper 2006a). However, there are gender-related social constraints in Pakistan beyond many other country situations evaluated by IEG that have contributed to slow progress on gender in many areas and call for realism'*.



Illustration 10: Sindhi village women and children

The areas served by Tearfund and its Partners are all very conservative, and in the words of one interviewee, “*women already eat less, but after a disaster they get even less – they need special attention. They are not included in decision making, not given education, treated as inferior. This is much worse in the rural areas than in the towns. In some areas they're treated the same as livestock.*” It is also clear that women generally work harder and are more responsible than the majority of men.

In some places women do have more voice, especially over what happens in their own families. However, there is an opportunity here to use community development approaches and rather than simply restoring things to how they were before (in terms of material assets, economic levels etc.), to enable women to have more voice, to build skills and capacity to think ahead and plan for the future, and to consider how to reduce the impact of future

hazards. Tearfund must become more aware of what has been going on in these communities for the last several years in terms of community development and empowerment, and build on existing structures, groups, trust relationships etc.

For example ABES through its Mothers' Support Groups (MSGs) is focused on social empowerment of women by increasing their abilities and motivating them to play a positive role alongside men in the rehabilitation process.

“Women sacrifice their emotional and physical needs for the sake of their families. Women are now able to play a positive role and make a contribution towards the rehabilitation process.”

PAI's proposal states that 'a robust hygiene promotion component, headed by a female Hygiene Promotion Officer and two social mobilizers, will train a gender-balanced group of community-selected community hygiene promoters. These will be trained and monitored in spreading knowledge of good hygiene and the appropriate use of the distributed hygiene kits'.

'During the early stages of project implementation, PAI will focus on identifying and coordinating with traditional community leaders. In addition, PAI's female social mobilizers will seek to ensure that the concerns and needs of women are adequately addressed during project implementation'.

This must be carefully monitored once the project has started.

The Tearfund Strategy recognises that 'Further analysis is required ahead of the rehabilitation phase to assess impact of project activities on relationships and also to ensure women's involvement in project design of that phase for partners and the operational response'.

Tearfund have stated that when livestock are distributed, the women will be given ownership as they generally take care of livestock. It is mostly understood that income from milk belongs to the woman. It would be worth exploring other ways of empowering women in the long term, such as the idea of joint property ownership of new shelters, mentioned above.

The evaluators observed malnourishment in some of the women in villages visited. Some Partners have focused on children but not on women. There may need to be a more intentional focus on women's health.

5.4 Scale and scope of response

The scale of response in relation to capacity for both Tearfund and Partners seems reasonable. Local NGO implementing partners have proved valuable in the initial relief distribution phase. If more of these had been available of sufficiently high calibre the scale could perhaps have been increased, but this does not seem to have been the case.

Unfortunately it was not possible to visit the ABES and PAI projects in the field. From all the reports (including a verbal report from the CR who had visited) and from photographic evidence it appears that ABES are doing a good job. The level of need has proved to be in excess of their

expectations but they have risen to the challenge. This has meant that the budget for medicines has been spent in 3 months rather than 6 months, and Tearfund should consider making an additional grant for this aspect. There are also opportunities for DRR, and Advocacy work around the issue of Government health services in Mianwali through ABES which are not being funded at present.

The PAI work is still at very early stages, and it is very unclear what the organisation's capacity is to carry out such a large project as that funded by Tearfund.

In terms of scope, the sectors that both Tearfund and Partners are working in (or are planning to work in) are all appropriate. But as stated in Section 3.1 each area is different as so interventions must be carefully tailored to each location in order to be relevant. This is particularly important entering the rehabilitation and development phase. The TOP team seems to be adapting to changing needs well. Funding is flexible which is helpful.

As mentioned elsewhere in this report, there seems to be a reliance for project design on quite small and quick surveys. For example, the Tearfund Livelihoods survey was one day only. There was no use of focus groups (farmers, labourers, fishermen etc.) and no study of aspects such as access to local markets, reliance on middlemen to provide loans and to sell goods, share cropping with loans for seeds, and the implications of these on livelihoods. There is also limited understanding of other actors (such as local Government) and their current or planned interventions in the sectors chosen.

5.5 Finances

Tearfund have had the luxury of largely not relying on Institutional funding for this response. This has allowed a good amount of flexibility. Budget revisions are frequent which presents a challenge for reporting to the two current donors, DEC and SHO (Dutch equiv to DEC). This is because prices change and the needs keep changing.

A 16% GST is coming in in January. Tearfund are registering with the tax office so that they can apply for deductions, but this adds to the level of complexity.

Financial Management seems to be working OK using the DMT Money Manager system for TOP team accounts and the standard grant making software for grants to partners. If this model was to be used elsewhere, it may be worth considering whether it is desirable to have a common system. The system has to easily handle large amounts of money in several currencies, and ensure that everything possible is done to avoid fraud, whilst being easy to use – as close to standard off the shelf accounting systems as possible for speed of learning for new staff.

6. Coordination

6.1 With Government

Pakistan at present does not have an elected local government. The local government system of elected Nazims and counselors has been disbanded. However, civil servants are in place at the local (district) level and are responsible for relief and recovery activities and the monitoring of interventions. A number of observers believe that the government lacks an effective mechanism to coordinate among different administrative levels, donors, and non-state actors. Corruption is inevitably a concern. The vulnerability to corruption is presumed greater in this situation where large amounts of resources are made available and where urgency calls for by-passing slower processes of checks and balances.

Only 2.5% of GDP nationally is spent on education. It appears that not all of this is spent or properly utilised. There is a lack of political will to rehabilitate the school systems quickly in some areas. In Mianwali the government has still not refurbished the damaged schools. ABES Transition schools are there while the Government schools are not functioning, and to provide some relief from stress for children. They have now found that children attending are mostly ones who were not attending Government schools and they are demanding longer term community schools. ABES

plans to have feeder schools for one year. They are negotiating with UNICEF that they might include this area in their Child Friendly Schools programme.

In general, the Government's record to date does not encourage Tearfund or its Partners to work at relating to it, at any level. However, for the long term good of the country, agencies should be seeking to build Government capacity, not just doing their own thing, even if the latter is easier.

"Justice delayed is justice denied' Tf have been very slow in responding. Tf were allocated 2 UC s and we assumed that they would start work straight away. If 2 months later they have only done and assessment that is not good."
EDO Revenue, Makli

There are resources which can be shared. Building relationships helps in

keeping Government to account. This is a difficult process with distrust on both sides, but essential for the long term.

At the moment Tearfund do not seem to be learning from or coordinating with Government agriculture or irrigation departments. The needs assessment did not get information from the irrigation department and other Government departments. Their work could affect Tearfund's planning. For example, in Jati we were told by the EDO that the Government plan to distribute one bag of fertiliser and 50kg of wheat seed per acre up to a maximum of 12.5 acres to landowners. There is a need to ensure local and Government resources are used wherever possible.

6.2 With other NGOs

The strength of coordination varies between Partners. For example, AHD don't see the bigger picture and the need for coordination²⁵. PEP didn't need to coordinate as there was no-one else operating in their areas to coordinate with. Tearfund seem good at ensuring coordination and are active in this, as are SSEWA-Pak. ABES say there has been good coordination with the Government, but there are few other NGOs operating in Mianwali. NRSP is there but not very active. The DCO is starting a Health Cluster to persuade NGOs to take over the running of RHCs. PAI do not attend cluster groups in Multan on a regular basis because they do not have an office there yet. They can update the 3W (who, what where) matrix by email. They report that there is duplication especially nearer the cities, but it is better in remote areas. The DCO is not allocating areas for NGOs to work.

Coordination varies significantly between locations. In Jati the EDO responsible and OCHA officer are quite pro-active. But coordination is just starting in Moro with a very passive EDO. OCHA are calling meetings. ICDO are the lead coordinator for shelter and NFIs.

Tf should ensure that all partners are part of Clusters or at least make their activities known to clusters by email. This is very important to avoid duplication and to share information and good practice. Clusters exist in most areas for Food and Livelihoods , Shelter , Health , WASH , Community Restoration, and Education.

The Tearfund DRM worked hard at pulling together meetings with other NGOs operating in Jati irrespective of sector. Unfortunately, this was viewed as unnecessary, and even subversive, by OCHA who could not understand the reasoning for meeting cross-sector. This is actually extremely important as sharing learning across sectors will aid a cohesive and coordinated response. An example would be the important linkage between Shelter and WASH projects.

6.3 TOP team and Partners

The overwhelming feeling in Pakistan is that the model being trialled is good from most respects. The advantages of coordination and mutual support between the TOP team, Country Office and Partners has been very valuable and is working reasonably well, particularly of course with SSEWA-Pak who are based in the same location.

The view was expressed at HQ level that the CR being in Sindh and not in Islamabad works

²⁵Could have considered placing a Tf person with AHD from the beginning to exchange ideas, learn about the area, build relationships in communities, and be on hand to monitor distributions. Tf could learn from their experience (they've been there since 2003), and could also build their capacity and take on some of the cluster coordination roles.

against strong coordination at national level. For some HQ personnel this is seen as a credibility issue, and that Tearfund is probably missing out on discussions with UNOCHA, being seen as part of the aid effort, access to GIK, hearing about security, funding, best practice in rebuilding, etc..

On the other hand in many ways it is an advantage that Tearfund has an office in Sindh, not in Islamabad, with local knowledge, contacts and resources, access to the chosen field locations etc.. The CR being from an agriculture background is also helpful. The recruitment of a DMA to be based in Islamabad should overcome the disadvantages.

In establishing the TOP team, there have been a number of short term expatriates in and out over the last 4 months. Whilst it has been helpful that these people know the Tearfund procedures and generally come to establish systems and support rather than manage the programme, the lack of continuity is sometimes difficult for national staff. The evaluators' impression was that the HR section could do with some strengthening, especially considering their important role at this time.²⁶

The approach that Tearfund traditionally takes with its DMT teams is quite different to the approach Tearfund takes through its Regional Team and Country Offices with Partners. With DMT programmes HQ can impose systems and procedures and ensure that the programme activities proposed by the field are consistent with DMT's specialisms, capacity and core competencies. The partnership approach does also include systems and procedures and a well developed risk management approach, for example requirements set out in the grant agreement and expectations around reporting, child protection, fraud management etc. However, with partnership the approach is based to a greater extent on trust and relationship. Tearfund has no rights to insist on programme components, systems or procedures, and no right to investigate partners in the way it can do with its own teams. This is requiring a shift in culture for DMT staff who are sent to work under the CR, and time to adapt to a different approach. The language used is very important in adjusting the organisational culture. Most staff are good at avoiding the use of DMT and referring to the Operational Team. The CR is starting to use the term TOP team, but this had not been communicated clearly to all concerned.

The TOP team are almost being treated in the same way that a Partner is treated, with projects having to be approved by Tearfund, including the Regional Team and CR. This aids understanding and coordination.

The RT/DMT MoU states that *'The CR is responsible to actively promote the capturing of learning from the HIAF, and ensure that this learning is used effectively in country, with both Partners and operations, and transferred to the wider organisation. The DRM is responsible to actively promote the capturing of learning within the operational programme, and share this learning with the CR for dissemination to Partners as appropriate, and with the wider organisation'*. Once a more permanent DRM is in place this process should be formalised so that cross learning takes place.

The evaluators discovered that both ABES and PEP have developed their own material for schools on DRR. There should be more sharing of resources between partners, and Tearfund's role in enabling this to happen is an important one.

Partners have said that having a directory or report of 'who what where' and key contacts for Tearfund partners would be useful for the future so that they can learn from others' experience.

6.4 Tearfund HQ

There seems to have been good support from across the organisation in terms of focus on Pakistan, from finance team, media team, HR etc.

"Putting together the different parts of Tf has worked well – it all clicked together like a machine."

For other aspects of coordination at HQ level please see the Confidential Annex, available to Senior Tearfund staff only.

²⁶An example was our guide for 2 days who had been in post since 1st Dec. He had received no briefing of the overall programme, or HR induction, and was unsure of his terms and conditions. Tf will benefit from the fact he had worked in Kashmir with Tf and for a year with ACF in Thatta. But he had spent much of his first week of work taking visitors up and down to the field. We have no complaints about his ability to accompany us as he did an excellent job and is obviously well known due to his most recent employment with ACF. However, it did serve to highlight a weakness in Tearfund's HR procedures.

7. Advocacy

The Strategy document states that Advocacy 'will be as determined by scoping exercise focussing on issues relating to the root causes of the disaster (climate change, DRR, water resource management, land use etc) or to the consequences of the disaster (inadequate governmental responses, ensuring poor and marginalized communities included in rebuilding etc) '.

Advocacy scoping work was carried out early on in the response. Due to limited capacity the CR cannot take advocacy work on until the second year of the appeal (Apr 2011). Tearfund may employ someone in Teddington part time for scoping and lobbying with DFID into their decision making. However, there needs to be some staff capacity building in Pakistan, sewing seeds of thoughts about reasons for and the value of advocacy. There may also be potential for partnering or cooperating with a specialist advocacy organisation in Pakistan.

The response must make use of the opportunities to start advocacy initiatives. Tearfund should build capacity in partner organisations and potentially take on new partners who can maintain momentum on these issues once the TOP team's work ends.

During the RTE a number of advocacy issues were raised, by Partners and the Evaluation team:

The intention of ABES in Mianwali is to emphasise health and hygiene awareness. This will both cut the need for medication and increase the demand from people for the government to meet their commitments and deliver health services. This demand combined with advocacy could improve the Government services in the area.

Unfair distribution of Watan cards²⁷ is reported in a number of places. NADRA have admitted that a proportion of Watan cards have ended up in the wrong hands. With the reported Government intention of extending the use of Watan cards, increasing the amount per card to Rs.100,000, advocacy work trying to ensure fair distribution and access to funds may be very important. This should be done as part of a network of agencies.

It seems that the Government say they give free vaccines for livestock, but they do this in towns where people can afford them and were not affected by the flood. There is mismanagement of free distribution. It would be good to make links with Government livestock departments and advocate to the DCO (District Coordinating Officer) or DEO-Agric (District Education Officer) so that they provide free vaccinations and that they give priority to flood-affected communities.

There are issues around education in a number of areas where Tearfund and Partners are working. In some areas there are no schools for those under 7. In some areas teachers are very irregular. And reconstruction of damaged or destroyed schools is often behind schedule.

"Sometimes our children go to school but the teacher is not always there. We have complained to the education department but still no-one comes." Villager in Soomar Hingoro, UC Begana

The Strategy document also states that 'Some support of local advocacy initiatives may be required in case of land policy disputes disadvantaging the poor.'²⁸ In Sindh Province there is a traditional feudal system still in place giving great power and influence to a few rich landowners. However, time will tell if this will play a part in the rehabilitation phase. No national level advocacy initiatives will be planned in order to maintain a low profile and reduce potential security threats'.

²⁷'Watan' (Country) cards are a pre-charged debit type card for use with ATM machines, designed to disburse Rs.20,000 of Government money to each flood affected family.

²⁸The IEG report bears this out. It states that 'Initial surveys show that floods have changed the topography in some areas and in some cases resulted in loss of important land rights documents at both household and administration levels. Land rights community resolution processes are likely to be needed. There are well established and tested conflict resolution models, including parcel mapping techniques, within the widely used and adapted Participatory Rural Appraisal techniques that NGOs [...] have some familiarity with.'

The IEG goes on to say that 'This disaster also may present an opportunity to redress, or to begin to redress, the long-standing land rights issue related to powerful landlords and indebted tenants in areas like Baluchistan, Sindh, and southern Punjab. Depending on the local situation, tenants who were displaced by flood waters may or may not be able to return as their land or homes have been washed away. Some observers have suggested that there is a possibility that landlords may use the opportunity to deny the right of return to tenants with whom they had a dispute. The distribution of compensation to affected people is likely to be complicated by such displacement. This makes it particularly important to have community participation and a strong monitoring system backed by community processes.'

8. Lessons

8.1 From previous disasters

Most partners had been involved in previous disasters, primarily the Kashmir Earthquake. Tearfund also had a DMT response to the earthquake from 2005-2006. Tearfund staff reported that they had not looked back intentionally at lessons learned from the Kashmir earthquake, although general lessons are integrated into programming on an ongoing basis. There had been more learning from the recent Haiti earthquake.

"We struggle retaining key lessons and rely on institutional memory of individuals."
Tf staff member

Some of the lessons learned which have been used in the current response are:

- Better cooperation with the Government (ABES)
- "From 2006 distribution we learnt how to prevent trucks from being looted, that we need to purchase food quickly, and learnt where to purchase and how to store items." PEP
- Experience of tender processing etc. PAI
- The need to be more visible and present in government departments and coordination meetings. This will prevent duplication, geographically and sectorally (Tf)
- "We learnt how to organise good medical camps, and were able to prepare a list of medicines quickly. We were also aware of the legal considerations. Health awareness materials had all been prepared." (ABES)
- From Tsunami – "have a senior Tf staff member on the ground early. We've benefited from having a CR." (Tf)
- From Kashmir - "knowing we can nationalise more positions, that there are people with NGO and disaster experience" (Tf). TOP team have spent more time planning for HR, knowing what the needs could be, more aware of job profiles, salary levels etc.
- "What people put in place in the early stages is really important. The decisions about people and places are difficult to change later. In rapid response people at the beginning do not have to live with the decisions if they're only here for 2 or 3 weeks" (Tf TOP team)
- "Check lists for finance, logs and HR are very useful. These have been developed by DMT." (Tf TOP team)

8.2 From other reports

The WB DNA report highlights a number of lessons from the 2005 earthquake. These include:

- Focus on poverty reduction and sustainable livelihoods. Ensure that the rehabilitation and reconstruction efforts are socially equitable with support targeted mainly to those in greatest need. Special measures should be put in place to ensure that vulnerable groups living in the flood affected areas, such as landless farmers, tenants, and those in riverine areas where property rights are poorly defined, fully benefit from the support measures to be provided, through targeted outreach and monitoring.
- Communicate, consult and manage expectations. -Continuous communication and consultation with all stakeholders is essential for identifying needs and managing expectations. Dedicated mechanisms need to be put in place for beneficiary feedback and grievance redress.

The recent IEG Haiti Earthquake Note finds that, "There is no emergency period where anything goes. Every response is either developmental or counter-developmental; every decision affects everything else." In a similar vein, "The actions of the first few days affect all future decisions" (IEG 2006a).

The IEG Pakistan report states that: 'Realism in planning longer-term action is important. Many project designs have been unrealistic. Across some 60 disaster activities reviewed in the IEG Hazards of Nature study (2006), most required extensions of about a year and a half on 3- to 6-year projects, and by no means did all of the extended projects achieve their original targets'.

The evaluators were surprised by key Pakistan-based staff members' lack of awareness of studies such as the World Bank DNA, and also of MDGs, PADR, etc.

8.3 From the Tearfund Haiti RTE

The Haiti RTE states: "There have been good personal relationships between the partners' and DMT programmes, but there could have been greater synergy and mutual learning between them. In spite of a promising start, the trend now is towards two separate operations. The problem is that whilst the Disaster management Director in Teddington owns the Haiti earthquake response strategy, no one person in Tearfund, either inside the country or in the UK Office, has overall management responsibility for the delivery of the integrated programme, including overall allocation of human resources and technical support."

This lesson has been learnt in terms of in country management responsibility in the Pakistan flood response, by bringing the Partner and Operational programmes under the Country Representative. Tensions still exist at HQ level and these need to be addressed²⁹.

8.4 Donor expectations

30% of DEC response money has to be spent within first 6 months. It is clear that Tearfund is only just going to meet this requirement due to the slow setup phase. Although it is understandable why this requirement exists – the money should be used to save lives and therefore be used quickly - it is unfortunate that the requirement sets partners involved more in rehabilitation up to fail by putting pressure on them to respond too quickly. This may result in poor programming decisions in order to comply.

The Haiti RTE contains a similar recommendation for the DEC.³⁰

8.5 Evidence of good practice

There are signs of basic good practice in procurement and distribution (e.g. SSEWA-Pak's forms for assessment with vouchers promising to provide relief supplies. These are in two colours to make copying difficult).

Selection of local partners has been useful for both Tearfund and SSEWA-Pak in mobilising a quick response where they have not had their own staff available. There was a good volunteer spirit evident with SSEWA-Pak's partner ICDO, with a good age range of experience and energy. This reflects well on how well known they are in their community.

8.6 The place of education in disaster response

According to the Inter-Agency Network for Education in Emergency, "education is critical for the children affected by the disasters, and yet it is often significantly disrupted in emergency situations, denying learners the transformative effects of quality education." Tearfund has done well to support ABES in establishing transition education centres in the geographical area where it has existing relationships and experience and in a sector in which it has significant expertise.

²⁹A confidential annex for Senior Tearfund staff gives more details.

³⁰The Haiti RTE states: 'Given the very common delays in re-housing people after a major earthquake like that in Haiti the DEC rule requiring 30% of funds to be spent in first 6 months should be adjusted to allow 30% of the funds to be spent in the first year'.

PEP's incorporation of DRR into the school curricula in the areas where they work is a positive step. The concept of schools presenting what they have learnt about DRR to the community, and Master Trainers having to monitor the impact of training, are both evidence of good practice.

8.7 Psycho-social support

The author of the Haiti RTE wrote: "One interesting idea was to combine the post-earthquake assessment with some informal psycho-social counselling (by encouraging people to share their experiences of the disaster)." ABES have a psychologist on staff who has been working successfully, primarily with women and children addressing issues of trauma and other psychological problems caused by the flood. There seems to have been great demand for her services, and it may be helpful for her, or someone else, to provide training in basic 'counselling' for other staff across Tearfund and its Partners.

"Lots of organisations concentrated on the immediate physical response. We had previous experience from the earthquake and saw the need for psychological support also. Many people were traumatised from losing their homes, possessions, crops, and jobs. They experience flashbacks, depression and anxiety."
ABES

8.8 Learning from Development Partners

Tearfund partners have been working in the region for many years and have a wealth of knowledge and evidence of good practice in long term development. It is important to capture this in the rehabilitation phase. An example is the plan for distribution of livestock, where established models using 'animal return' policies could be replicated. See Appendix 10.9 for details



Illustration 11: Livestock

9. Recommendations

9.1 Participation and Quality Standards

The Strategy document states that '*Beneficiaries will be consulted on specific elements of project design, such as appropriate agricultural and livestock inputs, siting of latrines, etc.*'. In another section it states that '*Local authorities and leadership will be consulted and involved in project design and implementation wherever necessary and appropriate*'. We would suggest that this level of consultation is a bare minimum in terms of community engagement / participation. Lessons can be learned from Partners in how to engage meaningfully with the communities in Pakistan, ensuring that the voices of all sectors of the community are heard, and ensuring that the process of participation is empowering for the community. In assessments, PLA/PRA is empowering if done correctly, rather than using the current set of forms which are seen as 'data-extraction'. In general, it is important to get back to long term development methodologies as quickly as possible. Active involvement of the community as early as possible will reduce the long term risk of dependency.

Tearfund must ensure that what is written in proposals and other documents about participation is not simply rhetoric, but realistic and well thought out plans that will support the empowerment of communities, provide sustainable impact, and reduce the risks to the project.

Rec. 9.1.1: The TOP team should ensure that there is meaningful engagement with communities, ensuring that the voices of all sectors of the community are heard, and ensuring that the process of participation is empowering for the community. Ensure use of PLA, PADR and CLTS type approaches rather than relying on written surveys and discussions with leaders.

It may also be helpful for Tearfund DMT staff in general to have at least some basic training in development principles and practice. This should include short term staff hired to take roles such as the DRM in Pakistan. Whilst they may have excellent management and logistics skills and be ideal for executing an efficient short term relief operation, it is unfair to expect them to write proposals for longer term rehabilitation and development without experience or training. Commitment in the proposals to approaches such as PADR and CLTS is good, but there is very little understanding amongst staff of what these entail. Staff require training in these.

Rec. 9.1.2: Consider basic development training (principles, skills, attitudes and approaches) for Tearfund DMT staff.

Tearfund is expecting too much of people with no development experience to write robust proposals and plans for this type of project. There is the need for the CR to challenge the TOP team on their plans, to suggest appropriate approaches and to have significant input into proposals. There is a need for him to supply supervision and support.

Rec. 9.1.3: Ensure that the CR consistently supervises and supports the TOP team, challenges them on their plans, suggests appropriate approaches and has significant input into proposals.

Rec. 9.1.4: Where time is not a critical factor, participatory approaches to deciding on recipients of relief could be used in future, for example participatory 'wealth ranking'.

Rec. 9.1.5: Tearfund needs to recruit a Beneficiary Accountability Officer as quickly as possible.

Rec. 9.1.6: There should be more consideration of protection issues, using TFQS as guidance for both design and implementation stages.

Some versions of the TFQS compliance 'checklist' make specific reference to Tearfund's values designed for Tearfund Area Coordinators, assessing compliance in Tearfund operational programmes only, rather than Partners. The Micah Network Emergency Response Proposal Guidelines are organisationally non-specific.

Rec. 9.1.7: Where Partners are asked to comply with TFQS (which are shown in the Micah Network Emergency Response Proposal Guidelines, it must be made clear that they do not require adherence to Tearfund's specific values but focus on shared Christian values, as per those outlined in the partnership covenant.

Rec. 9.1.8: DMT projects are required to have more reporting than normal long term Partner projects. DMT reports include an assessment of compliance with TFQS. This is one of the areas where DMT and RT requirements differ and agreement needs to be reached about something compatible.

9.2 Building Back Better

It is important to take the opportunity of this response to improve where possible upon the prior material assets, economic levels, physical, organisational and community structures, systems and processes. Clearly there are trade-offs here. On the one hand, there is a need for urgency, which may often be best met by simply replacing what was lost. On the other hand, there are opportunities to build back better, which may take longer but have greater longer-term development impact. At a national level, there are opportunities to address issues such as land reform or irrigation system design. But Tearfund and Partners should always be considering ways in which 'building back better' can happen at local level. This may include, for example, enabling women to have more voice, building skills and capacity to think ahead and plan for the future³¹, and considering how to reduce the impact of future hazards. Long term priorities should not just be about meeting basic needs, but are an issue of human dignity, addressing the needs of the whole person within the context of their community.

Rec. 9.2.1: Tearfund and Partners should always be considering ways in which 'building back better' can happen at local level, addressing material assets, economic levels, physical, organisational and community structures, systems and processes.

Tearfund must also become more aware of what has been going on in these communities for the last several years in terms of community development, and build on existing structures, groups, trust relationships etc.

Rec. 9.2.2: Tearfund should research the recent history of community development in the areas in which it is working and find ways to build on this.

9.3 DRR

The Tearfund Project Summary Sheet dated 21st September says that *“DRR is already a priority during the rehabilitation phase and DMCs will be empowered through the PADR process in order to identify further potential DRR activities. Budget is provided to help fund those initiatives.*

“DRR principles will be incorporated into all sector activities; for example, water points and latrines will be raised; shelter designs will include strengthened frames more resistant to earthquakes and floods and will also be raised; food security & livelihoods interventions will strengthen coping mechanisms in case of future disaster.”

In reality, there is little evidence of a systematic intentional approach to DRR, and certainly little if anything has been done using PADR. These are essential in Phase 2, and it may be helpful to have a dedicated staff member to promote both DRR and participatory methodology across all aspects of the programme.

Rec. 9.3.1: There should be a systematic intentional approach to DRR, with a dedicated staff member to promote both DRR and participatory methodology across all aspects of the programme.

There is a need to ensure that DRR training is for everyone. Special focus needs to be given to how this knowledge is transferred to the women and children as well as men and then applied. An excellent example is the step of introducing DRR in the PEP schools. The capacity of PEP in DRR needs to be built further which will have a positive impact in the community.

Rec. 9.3.2: DRR training and on-going coaching should be provided to all partners as well as the TOP team.

³¹Lack of education often results in lack of ability in how to problem solve, how to plan ahead, how to identify and use resources effectively, including human resources. For future generations education and literacy is important from a development perspective. Where the TOP team is working, few girls go to school and boys education seems to be erratic at best. There is a need to tie in with UNICEF and the Education For All agreements which have been put in place for Thatta.

9.4 Integration of work across sectors

Tearfund needs to ensure coordination between WASH, Shelter and Livelihoods components of the project at each stage. Although specialists are sometimes helpful, it may be better to have multi-sectoral workers (generalists) who can deal with all of the issues, calling in specialist advisors from other agencies (through the Cluster coordination system) where necessary. This would save time, cost, and involvement of separate teams. In the evaluators' opinion, the biggest need is for community mobilisers. These could then explore existing community capacities established through previous and current Community development work of organisations like AHD. Tearfund certainly cannot take a one-size-fits-all approach in the rehabilitation phase, which in a disaster of this magnitude makes planning very complex. But it is likely that a generalist facilitator / community mobiliser is more likely to be able to deal with this complexity than a technical specialist in one particular field.

Rec. 9.4.1: Tearfund needs to ensure coordination between WASH, Shelter and Livelihoods components of the project at each stage.

Rec. 9.4.2: Tearfund should consider employing generalist facilitators / community mobilisers in place of (or as well as if budget and complexity of structure allow) technical specialists.

9.5 Gender

The gender dimension and needs of women should be given greater consideration in programme design and implementation. For example, ongoing food distribution for the next 3 to 4 months is essential but food items for pregnant women, women who have just delivered or children below the age of two have not really taken care of.

When considering CFW or FFW projects, the needs of women must be taken into account, and the likelihood of benefits reaching women and children seriously assessed.

Rec. 9.5.1: The gender dimension and needs of women should be given greater consideration in programme design and implementation.

9.6 Advocacy

There are a range of Advocacy issues which Tearfund and Partners could work on. These are outlined in Section 7 and in the Advocacy Scoping report written in August 2010 by Graham Gordon. There is a danger of being too general in terms of advocacy plans. There is an opportunity here for specific advocacy which could have direct immediate impact.

Tearfund lacks Advocacy capacity at present but should consider the potential for partnering or cooperating with a specialist advocacy organisation in Pakistan.

Rec. 9.6.1: Tearfund should consider advocacy as an important component of its response. The potential for partnering or cooperating with a specialist advocacy organisation in Pakistan should be investigated.

9.7 Livelihoods

Rec. 9.7.1: Tearfund should consider sustainable schemes for livestock distribution (see Section 8.8 and Appendix 10.9 for example) and ensure that the wider issues of disease management and veterinary services that would need to be delivered alongside such a component are well thought through and coordinated with other agencies as appropriate.

Rec. 9.7.2: Tearfund should keep in contact with the Irrigation Departments on their plans to repair irrigation infrastructure, and with other departments on Government initiatives to distribute free seeds and fertiliser, ensuring that these reach the right people.



Illustration 12: Crops destroyed, but starting to re-cultivate

9.8 Coordination

Rec. 9.8.1: Tearfund needs to (re)build credibility with the Government, especially at District level in its main area of operations.

Rec. 9.8.2: Tearfund should seek to build relationships with Government which both enable building of Government capacity and holding them to account.

Rec. 9.8.3: Tearfund and Partners should seek to coordinate with and learn from Government Agriculture and Irrigation departments, and ensure that local and Government resources are used wherever possible.

Rec. 9.8.4: Some Tearfund partners should be made aware of the importance of good coordination and learning from other 'actors'. Tearfund could bridge the gap between the micro and macro levels of coordination as an INGO with local partners.

Rec. 9.8.5: Tf should ensure that all partners are part of Clusters or at least make their activities known to clusters by email. This is very important to avoid duplication and to share information and good practice.³²

Rec. 9.8.6: The Tearfund TOP team HR section should be strengthened, especially considering their important role at this time. Procedures for proper staff induction and ongoing support should be in place and adhered to.

Rec. 9.8.7: The terminology used for the operational response (TOP team?) should be agreed on by all concerned and used exclusively to prevent confusion with DMT.

Rec. 9.8.8: There should be more sharing of resources between partners. Tearfund's role in enabling this to happen is an important one.

9.9 Staff retention, well-being, and TMK

Due to the plethora of NGOs seeking skilled staff, and people often willing to move long distances in search of better pay or career moves, staff retention could become a problem. The atmosphere in the team is good at the moment, but this should be monitored carefully especially once the team move away from Ratanabad.

³² Clusters exist in most areas for Food and Livelihoods, Shelter, Health, WASH, Community Restoration, and Education.

Rec. 9.9.1: At the outset of a disaster it is important to ensure adequate HR support is available from HQ in Teddington to support recruitment in country and internationally.

Rec. 9.9.2: Tearfund should consider ongoing capacity building of staff, and should be careful to ensure that good HR practices are adhered to.

Rec. 9.9.3: Tearfund would do well to ensure that all staff receive basic awareness training on HIV and AIDS both for their own protection and so that they are able to refer cases where necessary.

Understaffing in Pakistan means that people are working long hours. The expat leadership seem to model working long hours – which is of course more possible and perhaps necessary when visits are short. But there is a need to be aware of the perception of staff and the expectations they feel are there. Must not burn people out.

Rec. 9.9.4: Tearfund expatriate staff should be aware of the perception of staff and the expectations they feel are placed on them.

The evaluators have questions about the well-being of staff and their ability to interact with others with a move to TMK. It is understood that the decision to relocate to TMK was made before the choice of field locations was finalised. We would strongly suggest that the TOP team revisit the decision to place staff in TMK. This is a difficult decision given the investment that has already been made into refurbishment, but it may be better to stop now rather than ploughing more money into further building work. There is the potential to use TMK for warehousing only and placing staff in Makli for example.

Rec. 9.9.5: Tearfund should re-consider how the TMK compound is used, and the best location for staff for programme effectiveness and personnel well-being.

9.10 Learning

The evaluators have identified a potential need for a monitoring and evaluation officer, for TOP and partner work, to bring learning back, to monitor changes in external environment and whether work is continuing to remain appropriate.

Rec. 9.10.1: Tearfund should ensure that learning is transferred across Partners and the TOP team. This may be by employing a monitoring and evaluation officer with a remit for ensuring learning transfer.

10. Appendices:

10.1 Terms of Reference

Tearfund Terms of Reference Approval **Real Time Evaluation of Tearfund's Pakistan Floods Response**

Region: Eurasia

Confidential: NO

Implementing team: Operational and Regional Teams for Pakistan

Correspondent: Jennie Evans

Summary:

A RTE of Tearfund's Pakistan Flooding response, looking at the overall strategy in addition to project activities for both partners and the operational team. The assessment will focus upon Tearfund's first phase of response, with a view to making recommendations for the recovery/rehabilitation stage and for the overall strategy.

The evaluation should consider the work of both Tearfund's operational programme, Tearfund partners, the Disaster Management Team, and the Eurasia Regional Team

Region: Eurasia

Country: Pakistan

Main Partner: Tearfund Operational Team Pakistan and Regional Team partners (SSEWA-Pak, Diocese of Hyderabad, Partner Aid International and ABES) as coordinated by Ashraf Mall

Associated Partner: N/A

Correspondent: Ashraf Mall (Country Representative for Pakistan) and Jennie Evans (Head of Eurasia Team)

Operations Manager: Sarah Newnham

Head of Region: ~Jennie Evans

Country Representative and Programme Manager : Ashraf Mall

Consultants: Stephen Brown and Jennifer Jivan

BACKGROUND

- **Programme Title:** Real Time Evaluation of Tearfund's Pakistan Floods Response
- **Background to programme and Current activities** (refer to strategy document and project proposal)

Intervention background

Brief context of the crisis/ Description of the intervention to be evaluated:

Refer to Tearfund's Pakistan floods Strategy documents; Operational team proposal and partner proposals.

Evaluation purpose

The primary purpose of this evaluation is to identify learning from the first phase of the response and to make recommendations for the continuing programme. This is especially important for the Pakistan Floods response because it is modelling a new way of working between the Disaster Management Team and Regional teams. The evaluation team will examine the appropriateness, effectiveness, coverage, coordination and coherence of the response. The team will consider the extent to which general lessons from other responses have been applied in this response. Field and headquarters personnel are the main audience for this evaluation, and will use the learning from it to modify the planned response if appropriate.

Roles and responsibilities

The primary stakeholders for this evaluation are the staff responsible for executing and managing programmes, including field staff, country-level management and the directly involved managers at regional and head offices.

The evaluation team will interview both Tearfund and partner staff. The team will bear in mind that the emergency response has already placed a large workload on staff members and will ensure that their research adds as small a burden as possible, while fulfilling the aim of the evaluation. In particular, evaluation field visits will be combined with field visits for programme operations. The team will also acknowledge that the Tearfund Operational Programme is a new approach to working.

In-country advisory group membership:

Senior Operational team management, Country Representative and partner representatives as available.

Lead contact for in-country advisory group:

Ashraf Mall

Contact for practical and logistical arrangements in country:

Ashraf Mall

The consultants will immediately inform the advisory group of any serious issues regarding the integrity or effectiveness of the programme encountered during the evaluation research.

The consultants will decide the fieldwork programme in consultation with the Lead Contact. For all issues related to safety and security, the consultants will be directed by the Security Focal Point (Ashraf Mall).

The consultants will meet with the in-country advisory group at the beginning of the assignment and will update the group on emerging issues half way through the fieldwork and before departing from the country. These meetings, except for the final meeting, will not exceed one hour each. The advisory group has no authority to direct the evaluation or to edit the report, but the consultants should take the group's views into account, and if the consultants take a different approach from that recommended by the advisory group, this should be explained.

The advisory group will provide written comments on the draft report within 7 days of receiving it.

Evaluation questions

Under the direction of the consultant, the evaluation team should address questions under the following five headings.

Appropriateness and relevance

- Has the assistance provided by Tearfund and Tearfund partners met the needs of the population?
- Was the Phase 1 design (as detailed in Appeal Strategy and incorporating partners and the Tearfund Operational Response) appropriate and relevant?
- What is the level of awareness of Tearfund's Quality Standards among partners receiving over £100,000 and Tearfund's Operational Response staff and do they provide a useful framework for practice? Which Quality Standards are deemed to be the priority going forward into Phase 2 and for the remainder of the strategy?
- Which parts of the assistance have been the most appropriate from beneficiaries' perspectives and why? Which were least appropriate and why?
- To what extent have disaster-affected populations been involved in the design or implementation of the assistance programme?
- How successfully have HAP standards been incorporated into the programme (with particular reference to participation, information and feedback)?
- How are beneficiary needs now changing? (This raises the vital question in the RTE context of whether programmes reflect previous or current needs.)
- Have protection concerns been adequately considered in the design of assistance?
- What, if any, changes do we need to make to the programme to make it more appropriate and relevant for Phase 2 (as per Appeal Strategy)?

Connectedness and sustainability

- Are all the key disaster hazards for areas of operation being considered in this response?
- What environmental impact is the response likely to have?
- Has Tearfund's approach to partnerships (Including focus, size of budgets and capacity development) been successful?
- What, if any, longer-term impact is the present programme likely to have?

Coverage

- Which group has benefited most from the operational programme and partner assistance, how and why?
- How has our assistance been allocated geographically? Has the emergency response affected men and women, poor and non poor differently?
- What, if any, changes could we make to the programme to improve the coverage of our assistance?
- Has the project reached a sufficient percentage of the affected population given the scale of the assistance and the amount of resources available through the appeal?

Coordination

- To what extent has the appeal response (operational and partners) been coordinated with the efforts of the broader humanitarian community (including the cluster system)?
- To what extent has Tearfund's formal relationships with organisations such as Integral, EU CORD, Tearfund partners etc. been effectively utilised?
- To what extent has the appeal response been coordinated with the efforts of the government?
- What internal coordination problems has Tearfund faced and how have they been addressed?
- What have been the biggest in country successes in coordination? What were the biggest gaps?
- What, if any, changes could Tearfund make to improve coordination of the overall response?

Lessons

- What examples of good practice can be seen in our response?
- What examples of innovative good practice can be seen in the response?
- What can be learnt from the distributions undertaken by both partners and the operational response?
- What general lessons can we draw from this response for our preparation for Phase 2

Recommendations

The consultants should identify recommendations based on their conclusions, with particular reference to recommendations for Phase 2 and changes to Tearfund's current strategy and budget. The conclusions and the underlying findings should be based on the evidence that the evaluation team has gathered in the evaluation, rather than on general principles. The consultants should make no more than five to ten primary recommendations at both the country and headquarter level. Any recommendations for the in-country advisory group should be discussed with them before the departure of the consultants.

Methodology:

The evaluation team will use a mixture of appropriate methods, and will triangulate data obtained. It is expected that the team will use the following methods:

- Key informant interviews: the team is expected to interview all senior Tearfund staff including UK based, operational programme in country staff, as well as the staff of partners responsible for programme implementation, government representatives, representatives of the affected population and civil society leaders. The consultant will annex the interview guide or guides to the inception report and to the draft and final reports.

Observation: the team will prioritise field visits to observe the evaluated programmes directly and to conduct beneficiary interviews.

- Beneficiary interviews: the team will interview beneficiaries of both Tearfund's operational response and partner projects as well as other disaster affected people as appropriate, to determine their expressed view of the programme activities.
- Data analysis: where appropriate and feasible in the RTE timeframe.
- Documentary research, where appropriate and feasible. The team will use multiple methods to triangulate their findings, and ensure that these are based on a good understanding of the current context.

PROVISIONAL SCHEDULING

| | |
|--------------------------------|--|
| Preparation: | 4 days (Including 1 day briefing in the Teddington office) |
| Visit to Pakistan: | 14 days including travel) |
| Final write up and debriefing: | 4 days |
| TOTAL: | 22 days |

| Date | No. of days | Location | Activity |
|-----------------|-------------|------------------|---|
| To be confirmed | 4 | UK | Briefing and preparation |
| 6-7 December | 2 | Travel/transit | Travel to Pakistan; briefing and preliminary discussion |
| 8 – 10 December | 3 | Sindh | Visit to Tearfund's Operational Programme |
| 11 December | 1 | Sindh | Visit to DOH |
| 12 December | 1 | Sindh | Sunday: no field visits |
| 13 December | 1 | Sindh | Visit to SSEWA-Pak |
| 14 December | 1 | Sindh | Visit to SSEWA-Pak; evening transfer to Sukkur (2.5 hours) |
| 15 December | 1 | Rajanpur, Punjab | Visit to PAI; |
| 16-17 December | 2 | Punjab | Visit to ABES |
| 18 December | 1 | Islamabad | Drafting report |
| 19 December | 1 | Travel | Islamabad - London |
| To be confirmed | 4 | UK | Complete report including incorporating changes based on comments from initial draft and present findings |
| Total | 22 | | |

MANAGEMENT OF VISIT

The evaluation is under the authority of Pakistan Country Representative, with day to day support from the rest of the team including all operational staff and Partner staff where applicable.

EXPECTED OUTPUTS

The consultants are responsible for the overall conduct of the evaluation in accordance with the ToR, including:

- developing and adjusting the evaluation methodology
- conducting meetings with the advisory group and other stakeholders
- presenting evaluation findings and recommendations
- submitting all outputs on time.

The consultant shall provide the following outputs by the dates specified in the list of key points in the evaluation.

| Output | Description | Date |
|-------------------|---|--|
| Final Feedback | A PowerPoint presentation setting out the evaluation findings, conclusions and recommendations. | |
| Evaluation report | An evaluation report with the following structure: <ul style="list-style-type: none"> • executive summary of 1,500 words or less (this should not be included in the draft report, to encourage recipients to comment on the whole report and not just the summary) • table of contents • core report of 12,000 words or less with chapters structured to answer the questions listed in the terms of reference; each chapter should present the conclusions drawn from the material discussed and the recommendations as a result. Annexes should include: <ul style="list-style-type: none"> • this set of terms of reference • a list of the persons met • detailed itinerary for fieldwork • Methodology undertaken • the question guide used • a bibliography of any written sources used | Draft report to be received by : 7 January 2011 Final report to be received by: 21 January 2011 |
| Action Plan | Action plan drawn up by Tearfund in response to the specific, actionable recommendations made in the Evaluation Report | |

A draft report should be submitted to the Lead Contacts for field team review in the agreed timeframe, and comments/feedback should be incorporated into the final report

INTENDED USE OF THE EXPECTED OUTPUT

- Improve the design and implementation of the ongoing Tearfund Pakistan Programme and inform future disaster response programmes.

REQUIRED INPUTS

- Appropriate time allocated by relevant Tearfund HQ and Operational staff and partner staff to provide information to the consultant and facilitate the assessment.

EVALUATION OF CONSULTANCY

N/A

OTHER INFORMATION

N/A

| | |
|----------------|--|
| T-Drive | Date of entry (with approval details): |
|----------------|--|

10.2 Methodology

The evaluation focused on qualitative data collection methods. Recognising the potential for bias and differences in perception the evaluators sought to triangulate data as much as possible through information from different sources and through a mix of methods. During the course of the evaluation the following methods were used:

1. Document reviews prior, during and post visit. A list of documents reviewed is included as Appendix 10.7 These include secondary data from other evaluators such as the IEG, UN Habitat and World Bank / ADB assessments.
2. Semi-structured interviewing with individuals and groups of Tearfund staff.
3. Visits to flood affected villages, using transect walks, observation and semi-structured interviews with individuals and focus groups (generally male / female separate groups).
4. Semi-structured interviewing with representatives of Partner Organisations and Implementing agencies.
5. Interviews with District Government Representatives and lead agencies for sectoral Clusters and District level.
6. Feedback meeting to present initial reflections and gain further input from the Country Rep.
7. Data processing and analysis: All information, interview notes and observation notes were coded and analysed with Open-source Qualitative Data Analysis software, RQDA for Linux.

The main constraint for the evaluation team was the inability to carry out the planned visits to Partner project areas in the Punjab (Rajenpur and Mianwali) due to insecurity. The RTE was arranged in the holy month of Moharram which is a tense time in Pakistan. Security is generally becoming more tight for expatriates regarding travel at any time.

10.3 Detailed Background

In addition to the brief background given in Section 2, the following gives more detail of the flood, its effects and the Government's response³³.

10.3.1 Effects

Pakistan is already struggling with low social development indicators, ranking 141 out of 182 countries in the Human Development Index and with a Gender Development Index (GDI) ranking of 124 out of 155 countries. According to a 2008 UN joint assessment, it is estimated that 45 million people are severely food-insecure³⁴ and almost 40 percent of children are underweight. The literacy rate for over 10 years is 57 percent³⁵, being much higher in urban than in rural areas, and higher for men than for women. Female participation in the labour force market is 22 percent. Enrolment in official schemes is dependent on possessing a National Identity Card (NIC), but its issuance has been patchy, and more men than women have been registered (98 percent men, 71.2 percent women).³⁶ NADRA confirms the registration of informal dwellers in katcha areas lagging behind. These are the areas which were worst affected by the floods. NADRA has also been responsible for issuing 'Watan' cards to those affected by the flood. These cards are supposed to allow each family to access a cash sum of Rs.20,000 to assist with resettlement and reconstruction.³⁷

10.3.2 Agriculture, Industry and Housing

Agriculture has been the most severely affected sector, accounting for a full 50 percent of the estimated cost of overall damages according to the WB. All of the crops affected by floods were ready for harvest, mainly rice and cotton. While the industrial sector was not unduly affected by the floods, it too will see a significant slowdown due to input losses that the textile and food preparing sectors are likely to face.

The floods caused total or partial damage to more than 1.6 million housing units across the country. An estimated 913,307 houses have been completely destroyed³⁸ and another 694,878 partially damaged³⁹. As expected, the extent of damage incurred to katcha houses has been far higher at 19 percent of the pre-disaster katcha⁴⁰ housing stock (1.45 million housing units), out of which, 847,455 katcha housing units have been completely destroyed. Among provinces, the housing stock in Sindh has been the worst affected, with almost 880,000 housing units completely or partially damaged, which is 55 percent of the total affected housing stock across the country. By contrast, only 3 percent of total pucca⁴¹ housing stock (156,000 housing units) has suffered damage, with about 65,000 being completely destroyed. In Punjab alone twice as many houses were damaged or destroyed by the floods than in the 2010 Haiti earthquake, which affected 1.5 million people.⁴²

³³Portions of this section are quoted from the recent comprehensive WB/ADB Damage and Needs Assessment

³⁴Quoted by the World Food Program at <http://www.wfp.org/countries/pakistan>

³⁵Pakistan Social and Living Standards Measurement survey (PSLM 2008-2009)

³⁶http://nadra.gov.pk/index.php?option=com_content&view=article&id=168:nadra-launches-drive-for-100pc-registration&catid=10:news-a-updates&Itemid=20

³⁷Unfair distribution of Watan cards is reported in many areas. For example in Mianwali there is at least a perception that 60-70% have gone to people who were not affected by the flood. There was no proper survey at District level and cards have been distributed on a party political basis. In one village we visited in the Sindh, Soomar Hingoro, UC Begana, out of 36 families, only 4 had received Watan cards.

³⁸This primarily includes completely washed away, fully collapsed, or structurally damaged houses with foundation failure or erosion of supporting walls

³⁹This mostly includes cases of roof damage and repairable damage to walls, etc.

⁴⁰This term is widely used in Pakistan for structures which are built in local material for example mud, wood, etc. A Katcha house is made of mud walls, and earth is used in floor and roofs, which is compacted dry or mud plaster is provided on the roof surface. Linguistically Katcha means less strong. A Katcha area is the low lying area alongside the river banks prone to floods and therefore restricted for any developments, e.g. settlement or agriculture.

⁴¹Pucca is the opposite of Katcha. It refers to buildings made with bricks, blocks, cement etc.

⁴²IASC Pakistan Floods Shelter Cluster website www.shelterpakistan.org accessed 16/12/2010

10.3.3 Public buildings and Irrigation infrastructure

The floods resulted in moderate damage to the country's public health infrastructure, including basic health units and dispensaries, which suffered the most damage. In addition, the floods have damaged a total of 10,407 educational institutions in the country of which 3,741 are fully destroyed and 6,666 are partially damaged. The two worst affected provinces (in terms of numbers) are Sindh and Punjab.

The most extensive damage to Irrigation and Flood Protection occurred in Sindh province followed by KPK. There has also been flood damage to water supply and sanitation infrastructure. The severity of damage varies between geographical areas, with structural damage more extensive and destroyed schemes more likely in KPK and mountainous areas. Flash floods have caused serious structural damage to pump houses, storage tanks, and pipes in mountainous districts. Where flooding has been less violent but more extensive in scope and duration, as in Sindh, damage is primarily to electrical and mechanical components, pumping machinery, transformers, building foundations, and sewerage and drainage systems, including vast damage to street pavements and drains, requiring extensive cleaning, de-clogging, de-watering and re-soiling. Little solid waste management infrastructure was reported damaged by the flood, which is testimony to its absence in flood-affected communities.

10.3.4 Livestock, Fisheries and Businesses

In the more hilly areas affected by flash floods, mainly in the north, the rapid and unexpected flow of water swept away people, houses, crops, livestock and stores of feed, food and seed. In the plains, crops were destroyed but as the flood was slow moving, most people were able to relocate themselves, their valuables and livestock to higher areas. Among the provinces, Sindh suffered most with 46 percent of total damage, followed by Punjab (36 percent), Khyber Pakhtunkhwa and Balochistan (8 percent each). A substantial number of livestock were washed away and killed during the flash floods in the hilly areas of KPK and Balochistan, while grazing animals and poultry were lost also in the plains area.⁴³ Fisheries were affected as a number of fishponds and public and private hatcheries were washed away or damaged.

While the major industrial hubs of the country have largely been spared, the floods have seriously damaged micro, small and medium enterprises in manufacturing, trade and services sectors in the affected districts. The largest share of damage was to shops, followed by industry, and Sindh province was the worst affected. In Sindh and Punjab, cotton ginning, sugar, rice processing and flour mills are the main sectors damaged by floods, while in KPK they are marble, furniture, silk, horticulture, mining and tourism. Along with direct damage, the floods have also adversely affected the livelihoods and household incomes of the affected communities.

10.3.5 Governance Institutions

The direct damage to governance institutions has been considerable. Local government infrastructure and post offices have been hit the hardest. In KPK, the police force, which is at the forefront in the battle against militancy, was already overstretched due to the volatile situation in the province. Punjab police operations have also been affected by the floodwater in different districts of South Punjab. The capacity of Sindh police in various districts has also been tremendously constrained due to flood damage. Across the country, land records have also suffered partial damage. Broadly speaking: (a) capacity to govern reconstruction has diminished over time and will be further exacerbated by the floods; (b) IDPs' entitlements are under risk; and (c) the public security climate in Sindh, KP and Punjab due to diminished capacities is worrisome.

⁴³The World Bank estimate that about 1.5 million animals, large and small, and about 10 million poultry birds were lost.

10.3.6 Environment and Livelihoods

The floods have resulted in environmental damage, heightened environmental health risks and have affected forests, wetlands and other natural systems. The floods have caused contamination of drinking water, proliferation of disease vectors caused by stagnant water ponds, and accumulation of solid waste - factors that will further exacerbate health risks for the affected population, particularly women and children.

The majority of the flood affected population has lost their livelihoods. Both poor and non-poor households were affected; however, it is the vulnerable households that will suffer the most. Dislocation means that existing systems of social support and self-help groups break down. The flood has highlighted the plight of the poor, marginalized and vulnerable in Pakistan and has also worsened the problems of the estimated 2.5 million affected by the security situation in KPK and FATA. The scale of human suffering from the disaster is unprecedented and presents an enormous development challenge for Pakistan. While the degree of severity varies by region, there is no doubt the country is experiencing a severe humanitarian crisis. Pakistan is already struggling from low social development indicators, ranked 141 out of 182 countries in the Human Development Index (HDI) with a Gender Development Index (GDI) ranking of 124 out of 155 countries and 22.3 percent of the population below the poverty line. The burden of undernourishment is high, with a prevalence rate of 23 percent; almost 40 percent of children are underweight and the literacy rate for over 10 years is only 57 percent.

Pakistan's main problem prior to the flood has been too little water rather than too much: water use efficiency is very much part of the equation. The affected area is the world's largest contiguous irrigation network, but that network has neither been adequately maintained nor modernized in recent years. Water shortages, increasingly affected by climate change, have been partly masked by groundwater drilling that provides about half the irrigation water, leading to declining water tables in many areas. In this respect, there is the need, even in the midst of an emergency, to take action with an eye on the future.⁴⁴

10.3.7 Government Response

The Government of Pakistan (including provincial governments) launched rescue and relief operations conducted by the NDMA at the federal level and relevant agencies at the provincial level, assisted by the Pakistan military and various UN agencies and NGOs. Over 20,000 army troops were mobilized to undertake flood relief and search and rescue operations throughout the country, and to distribute relief supplies to displaced and isolated populations. Work was undertaken to strengthen banks vulnerable to floods. In some places breaches were engineered to control floods (although some of these have been very controversial). All partners reported that the Pakistan army and navy both did very well in the rescue stage, that there was good early response when people were evacuating and enough camps to go to. Most people have now returned home with what was given out in the camps. Camp cleaning has also been good.

"When we were out trying to rescue people in the boat we met a man with a one year old camel. He said 'I've brought this camel up like my own child so I'll only come in the boat if the camel can come too'. The navy did as he asked!" ICDO

⁴⁴IEG Pakistan Note: Response to Pakistan's Floods: Evaluative Lessons and Opportunity 2010 The World Bank Washington DC

10.4 List of interviewees

1. Rachel Stevens, Disaster Management Officer, Tearfund Teddington
2. Jennie Evans, Regional Manager, Tearfund Teddington
3. David Bainbridge, International Director, Tearfund Teddington
4. Ann Foley, International Operations Director, Tearfund Teddington
5. Sarah Newnham, DM Operations Manager, Tearfund Teddington
6. Robert Schofield, Disaster Management Director, Tearfund Teddington
7. Ashraf Mall, Tearfund Country Representative, Mirpukhas, Pakistan
8. Jonathan Spence, Tearfund Logistics (based in Teddington but short term in Pakistan)
9. Zahid Mall, TOP team Logistics Manager, Tearfund
10. Jonathan Haydock (DRM), Tearfund
11. Sylvina Daniel and Asif Daniel (HR), Tearfund
12. Rai Ayub (Livelihoods Advisor), Tearfund
13. Nishwan Walter (Finance Manager), Tearfund
14. Aref Malik (WASH Manager), Tearfund
15. Eyasu Tesfaye Gebeto, ACF, WASH Cluster lead.
16. Nabil Ehmadi, Abdullah and Ayaz Kaka, NRSP, Food Cluster lead.
17. Dr. Sial, EDO-Revenue, focal point for DDMA, and Abroo Habib, UNDP/NDMA
18. Khurshid Bhatti (Executive Director) and Shahbaz Anwar (Programme Manager) of AHD
19. Jane Jerrard, Samuel Hidayad (community liaison officer) and Kanjee Mal (LEAP sustainability coordinator), PEP Hyderabad.
20. Nelson Robert, SSEWA-Pak SERT Coordinator, & Navid, Field Worker.
21. Ghullam Murtaza, Yousaf Shehzad, Rubin and 2 volunteers at ICDO.
22. Sikandar Ali Khushik, EDO-Revenue in Naushahro Feroze
23. Jeff Sartwell (Programme Director of Relief and Recovery), Sunil Sharoon (Deputy Programme Manager) and David 'Grant' Parker (Assistant Director), PAI
24. Edwin Samson (Executive Director), Dr. Salim Akhtar (Medical Doctor), Shakeel Ahmad (Social Mobiliser), Amer Latif (Dispenser), Arroj Aftab (Psychologist), Javed (Mianwali focal person), Nadia Riasat (Project Coordinator), Maimuna (Literacy trainer) and Shalim (volunteer), ABES
25. Flood affected people in villages as noted in itinerary below.

10.5 Itinerary

| Date | Morning | Afternoon | Evening |
|----------|---|---|--|
| 25/11/10 | | 1 hour Telephone interview with Rachel Stevens, DMO | |
| 03/12/10 | Telephone interviews with Jennie Evans (Regional Manager), David Bainbridge (International Director) and Ann Foley (International Regions Director) | Telephone interviews with Sarah Newnham (DM Ops Manager), Rob Schofield (Disaster Management Director) and Jennie Evans (Regional Manager) | |
| 06/12/10 | | Departed London Gatwick | |
| 07/12/10 | Arrived Karachi 12.55 | Drove to Ratanabad (approx 4 hours) with Jennifer Jivan and Zahid Mall | Met with Ashraf Mall Meal with Asif's family and team |
| 08/12/10 | Interviews with: Zahid Mall & Johnny Spence (logs) Jonathan Haydock (DRM) | Interviews with: Ashraf Mall (CR) Sylvina Daniel and Asif Daniel (HR) Rai Ayub (Livelihoods Advisor) Nishwan Walter (Finance Manager) | Meal with Ashraf's family and team |
| 09/12/10 | Dep 8am to Jati with Aref Malik (WASH Manager) Visit to TMK Compound (1.5 hrs drive from Ratanabad) TMK-Sajawal 1.25 hrs Sajawal-Begana UC 45 mins Visit Soomar Hingoro with AHD staff. Interviews with male and female grps | Visit Haji Mir Moh'd in Gul Moh'd Baran UC. Interviews with male and female grps. Visit Shah Hussein Kachalani in Begana UC. Transect walk. Drove to Makli. Visit to Gov't offices to make appointments for tomorrow. | Overnight in Makli |
| 10/12/10 | Meetings in Makli with: Eyasu Tesfaye Gebeto, ACF, WASH Cluster lead. Nabil Ehmadi, Abdullah and Ayaz Kaka, NRSP, Food Cluster lead. Dr. Sial, EDO-Revenue, focal point for DDMA, and Abroo Habib, UNDP/NDMA | Meeting in Hyderabad with Khurshid Bhatti (Executive Director) and Shahbaz Anwar (Programme Manager) of AHD. | Return to Ratanabad. |
| 11/12/10 | Visit to Ditto Kalro Village School (Khawaja Goth area) and Shaleemabad School and village (Tando Allahyar area) – both part of DoH PEP programme. | Meeting with Jane Jerrard, Samuel Hidayad (community liaison officer) and Kanjee Mal (LEAP sustainability coordinator) at PEP office in Hyderabad. | Interview with Ashraf Mall, Tf CR. |
| 12/12/10 | Rest and writing up notes | Evaluators Reflection time | Feedback meeting with Ashraf Mall, Tf CR. |
| 13/12/10 | Drove to Moro, Naushahro Feroze District (3 hours) with Obed Caleb, Country Projects Officer. Meeting with Nelson Robert, SSEWA-Pak SERT Coordinator, & Navid, Field Worker. | Visits to Izat Khan village, Abdul Rahman village and Gaba Machi settlement near Indus river. | Meeting with Ghulaam Murtaza, Yousaf Shehzad, Rubin and 2 volunteers at ICDO. Overnight in Moro. |
| 14/12/10 | Meeting with Sikandar Ali Khushik, EDO-Revenue in Naushahro Feroze. Meeting with SSEWA-Pak staff in Moro. | Travel to Karachi. Unable to travel to visit PAI in Rajanpur as planned due to security threats. | 7pm flight Karachi to Islamabad. Arr. CMS guesthouse 10pm |
| 15/12/10 | Report writing due to cancelled visit to PAI field area. | Report writing due to cancelled visit to PAI field area. | |
| 16/12/10 | Meeting with PAI HQ staff in Islamabad: Jeff Sartwell, Programme Director of Relief and Recovery, Sunil Sharoon, Deputy Programme Manager, and David Grant Parker, Assistant Director | Report writing 9 th Moharram holiday in Pakistan | |
| 17/12/10 | Rest day / Report writing | 10 th Moharram holiday in Pakistan | |
| 18/12/10 | Meeting with ABES staff in Rawalpindi, 11am - 4pm. Visit to ABES field area in Mianwali cancelled due to security / lack of permission from Ministry of Interior. | | |
| 19/12/10 | Departed Islamabad 03.25 | Arr. London Gatwick 12.35 | |

10.6 Profile of the Evaluation Team

Stephen Brown (British national), evaluation team leader, is an independent trainer and consultant with 20 years experience working in international development. Stephen carries out training and consultancy assignments (such as organisational / programme / project evaluations, and facilitating organisational and project planning) on a regular basis for relief and development NGOs in various parts of the world, but primarily in Asia. He lived and worked in Northern Pakistan for 5 years in the 1990s seconded to a Tearfund Partner organisation.

Jennifer Jag Jivan (Pakistani national), evaluation team member, is an independent trainer, researcher and consultant with fifteen years experience in the field of education, human rights, peacebuilding and community development in Pakistan.

10.7 Literature and documentation consulted

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4. Confidence to Change, Social Development in Rural Africa: Passing on Learning, Send a Cow 2009
5. Disaster Management Officer Pakistan Floods Job Description
6. Emergency Food & NFI Distribution to displaced people from flood affected areas of Sindh Province, SSEWA-PAK Emergency response through AHD
7. Emergency Relief Project in Mianwali by ABES
8. Eurasia Team & Disaster Management Team Memorandum of Understanding: Roles and Responsibilities for Pakistan Flood Operational Response
9. Feedback on the DoH Proposal – Rehabilitation Programme (Phase 2)
10. Feedback to PEP/DOH on updated proposal
11. Flash Appeal for floods in Noushera [181:511]
12. HAP 2007 Standard in Humanitarian Accountability and Quality Management
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17. Low Cost Shelter for TF (SSEWA-Pak's low cost shelter design)
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19. Notes for payment letter, SSEWA-Pak
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21. Organisational Chart for Tearfund Operational Programme Team 8th December 2010
22. PAI Tearfund Approval in principle summary sheet PAK00992-000 Flood Relief in South Punjab

23. Pakistan Floods 2010 Preliminary Damage and Needs Assessment, World Bank / Asian Development Bank
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28. Pakistan Floods Crisis Operations Group 20th September 2010
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35. Pakistan Floods Strategy Approval Meeting (SAM) Thursday 19th August 2010
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68. UPDATED TF Pak budget to 31Jan11_v10
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70. Who what where 3W-Matrix-Punjab 28_09_10

10.8 Guided Questions for Semi-Structured Interviews

Introduction

State names, purpose of the evaluation, the interview rules, and possibly how long the participant can expect the interview to take. State that we are independent evaluators.

Interview protocol:

- You have the right not to be interviewed or to terminate at any time
- You have the right not to answer any question
- Nothing you say will be attributed to you without your explicit permission
- The notes on this interview will not be shared outside the evaluation team

Questions – see below for each group of interviewees

Closing questions common to each group (use 1 or 2 of these as appropriate)

- Any other issues you'd like to raise?
- When you look back on the response, what is the biggest lesson that you have learned, or had reinforced, by this experience?
- What have you personally learned from this experience?
- What was the thing that most surprised you in this operation?
- If you were back at the start of the operation with the knowledge you have now, what would you do differently?
- Is there any question that you were expecting which I have not asked?

Lastly, deal with any administrative matters, such as noting contact details for the interviewee. Thank them for their time.

10.8.1 Guided Questions for Tearfund HQ staff

1. Main responsibilities of interviewee in relation to the flood response?
2. Briefing on the scope of the response
3. What in your opinion have been the main successes of the response?
4. What have been your major difficulties or constraints?
5. How were decisions made about where to work and which population groups to work with? Was it about opportunity due to Partner and Tf capacity, or consideration of areas of greatest need and least served? How much was the longer term taken into consideration when making these decisions?
6. Has there been intentional work reaching Christians or other minorities without ID cards? Issues of gender and wealth?
7. What has gone well in terms of coordination with Tf and others?
8. What has not gone so well with coordination?
9. Response: Cash, food, NFIs? A changing situation, with water receding but also inputs from other agencies – army etc. How have you sought to ensure that your response remains relevant to the needs?

10. What has been the learning from the Pak earthquake response applied here?
11. What steps have already been taken in determining what the longer term response should be? Who are the key stakeholders in that decision making process?
12. How have beneficiaries been involved in the planning and implementation of the programme?
13. How have you sought to apply HAP standards and guidelines? Has that been intentional?
14. Have there been any issues around the adoption of Tf Quality Standards?
15. Do you think you are addressing all the hazards which people are facing now?
16. What are your capacity building needs for next phases?
17. Are you familiar with the Hyogo Framework and will you have the capacity to cover the broad priorities for action?
18. What are the positive or negative environmental impacts of your response?
19. How have you ensured that your assistance has not put people in danger in any way?

10.8.2 Guided questions for Tearfund staff in Pakistan

(Senior Operational team management, Country Representative, and operations team)

1. Main responsibilities of interviewee in relation to the flood response?
2. What do you think the main reasons are for doing the evaluation?
3. Is there any input from TF Netherlands we should be considering?
4. Briefing on the scope of the response
5. What in your opinion have been the main successes of the response?
6. What have been your major difficulties or constraints?
7. How were decisions made about where to work and which population groups to work with? Was it about opportunity due to Partner and Tf capacity, or consideration of areas of greatest need and least served? How much was the longer term taken into consideration when making these decisions?
8. Has there been intentional work reaching Christians or other minorities without ID cards? Issues of gender and wealth?
9. What has gone well in terms of coordination, externally (in Pakistan and with Tf international partners / donors, and internally within Tf?
10. What has not gone so well with coordination?
11. What about other DEC partners? Are they in the vicinity of any Tf supported work? How do they compare?
12. Response: Cash, food, NFIs? A changing situation, with water receding but also inputs from other agencies – army etc. How have you sought to ensure that Tf and partner response remains relevant to the needs?
13. What has been the learning from the Pak earthquake response applied here?
14. Any lessons from Haiti? Or other disaster responses?
15. Are there any examples of particularly good practice or innovation in the response so far?
16. What steps have already been taken in determining what the longer term response should be? Who are the key stakeholders in that decision making process?
17. How have beneficiaries been involved in the planning and implementation of the programme?
18. How have you sought to apply HAP standards and guidelines? Has that been intentional? Tf and partners?

19. Have there been any issues around the adoption of Tf Quality Standards by the Operational response team or Partners?
20. Do you think you are addressing all the hazards which people are facing now?
21. What is happening in terms of building partner capacity for the next phases? Are they all familiar with the Hyogo Framework and will they have the capacity to cover the broad priorities for action?
22. What are the positive or negative environmental impacts of your response?
23. How have you ensured that your assistance has not put people in danger in any way?

10.8.3 Guided questions for Beneficiaries

1. What is the name of your community. How was it affected by the flood?
2. Were people at all prepared for the flood? Was there early warning?
3. What help have you received and from whom following the flood? What was the most and least appropriate assistance you received?
4. How quickly did help arrive? Was it soon enough? If not, what were the implications?
5. Has anyone missed out on / been excluded from assistance? Why?
6. What has gone well in terms of coordination? As a leader, what was your role in coordination?
7. What has not gone so well with coordination?
8. Was the help given appropriate? Cash, food, NFIs? A changing situation, with water receding but also inputs from other agencies – army etc. Has the help from Tf and partners been relevant to the needs? How are your needs now changing?
9. How much have you been involved in design or implementation of the response programmes?
10. Have you been affected by previous disasters? If yes, what did you learn from that experience?
11. Have you been asked about the longer term needs of your community?
12. What are your priorities for the next year / 2 years?
13. Do you know how to contact Tf or the partner if there is a problem?
14. Is the flood the only hazard you are facing? Are there other hazards which endanger your community?
15. Have you received any training in disaster risk reduction?
16. Has the response of Tf / Partner caused any negative effects? Have they been sensitive to the needs of women, children and minorities?

10.8.4 Guided questions for Partner HQ staff

1. Main responsibilities of interviewee in relation to the flood response?
2. Briefing on the scope of the response
3. What in your opinion have been the main successes of the response?
4. What have been your major difficulties or constraints?
5. How were decisions made about where to work and which population groups to work with? Was it about opportunity due to Partner and Tf capacity, or consideration of areas of greatest need and least served? How much was the longer term taken into consideration when making these decisions?
6. Has there been intentional work reaching Christians or other minorities without ID cards? Issues of gender and wealth?
7. What has gone well in terms of coordination with Tf and others?

8. What has not gone so well with coordination?
9. Response: Cash, food, NFIs? A changing situation, with water receding but also inputs from other agencies – army etc. How have you sought to ensure that your response remains relevant to the needs?
10. What has been the learning from the Pak earthquake response applied here?
11. What steps have already been taken in determining what the longer term response should be? Who are the key stakeholders in that decision making process?
12. How have beneficiaries been involved in the planning and implementation of the programme?
13. How have you sought to apply HAP standards and guidelines? Has that been intentional?
14. Have there been any issues around the adoption of Tf Quality Standards?
15. Do you think you are addressing all the hazards which people are facing now?
16. What are your capacity building needs for next phases?
17. Are you familiar with the Hyogo Framework and will you have the capacity to cover the broad priorities for action?
18. What are the positive or negative environmental impacts of your response?
19. How have you ensured that your assistance has not put people in danger in any way?

10.8.5 Guided questions for Partner operations staff

1. Main responsibilities of interviewee in relation to the flood response?
2. Briefing on the scope of the response
3. What in your opinion have been the main successes of the response?
4. What have been your major difficulties or constraints?
5. How were decisions made about where to work and which population groups to work with? Was it about opportunity due to Partner and Tf capacity, or consideration of areas of greatest need and least served? How much was the longer term taken into consideration when making these decisions?
6. Has there been intentional work reaching Christians or other minorities without ID cards? Issues of gender and wealth?
7. What has gone well in terms of coordination with others?
8. What has not gone so well with coordination?
9. Response: Cash, food, NFIs? A changing situation, with water receding but also inputs from other agencies – army etc. How have you sought to ensure that Tf and partner response remains relevant to the needs?
10. Are there any examples of particularly good practice or innovation in the response so far?
11. What steps have already been taken in determining what the longer term response should be? Who are the key stakeholders in that decision making process?
12. How have beneficiaries been involved in the planning and implementation of the programme?
13. How have you sought to apply HAP standards and guidelines? Has that been intentional? Tf and partners?
14. How familiar are you with the Tf Quality Standards? Have do you try to implement these in your work?
15. Do you think you are addressing all the hazards which people are facing now?
16. What is happening in terms of building partner capacity for the next phases? Are they all familiar with the Hyogo Framework and will they have the capacity to cover the broad priorities for action?

17. What are the positive or negative environmental impacts of your response?
18. How have you ensured that your assistance has not put people in danger in any way?

10.8.6 Guided questions for Government coordination reps

1. Main responsibilities of interviewee in relation to the flood response?
2. What in your opinion have been the main successes of the response?
3. What have been your major difficulties or constraints?
4. How were decisions made about who should work and with which population groups? How much was the longer term taken into consideration when making these decisions?
5. Are there any restrictions on who can give help or receive help?
6. What has gone well in terms of coordination with Tf and its partners?
7. What has not gone so well with coordination?
8. A changing situation, with water receding but also inputs from many agencies – army etc. How have you sought to ensure that Tf and partner response remains relevant to the needs?
9. What has been the learning from the Kashmir earthquake response applied here?
10. What steps have already been taken in determining what the longer term response should be? Who are the key stakeholders in that decision making process?
11. Do you think agencies are addressing all the hazards which people are facing now?
12. What are the positive or negative environmental impacts of the Tf / partner response?
13. Is there anything about Tf / partner work that you are particularly impressed with?
14. Have you had any concerns about the way Tf / partners have gone or are going about their work?

10.8.7 Guided questions for Cluster Team reps

1. Main responsibilities of interviewee in relation to the flood response?
2. What in your opinion have been the main successes of the response?
3. What have been your major difficulties or constraints?
4. How were decisions made about who should work and with which population groups? How much was the longer term taken into consideration when making these decisions?
5. Are there any restrictions on who can give help or receive help?
6. What has gone well in terms of coordination with Tf and its partners?
7. What has not gone so well with coordination?
8. A changing situation, with water receding but also inputs from many agencies – army etc. How have you sought to ensure that Tf and partner response remains relevant to the needs?
9. What has been the learning from the Kashmir earthquake response applied here?
10. What steps have already been taken in determining what the longer term response should be? Who are the key stakeholders in that decision making process?
11. Do you think agencies are addressing all the hazards which people are facing now?
12. What are the positive or negative environmental impacts of the Tf / partner response?
13. Is there anything about Tf / partner work that you are particularly impressed with?
14. Have you had any concerns about the way Tf / partners have gone or are going about their work?

10.9 Example of Livestock Project using animal return policy

The distribution of animals in a project just across the Afghan border is based upon an animal return policy, established in consultation with the local 'Shura' (government-approved village council). This involves returning the offspring of the distributed animals to other families; calves are returned at two-and-a-half-years old and goats at one year. To fit in with the region's traditional systems of cattle loans and to build sustainability, a cost recovery system is also in place with recipients paying a nominal sum towards their animals (US\$20 per heifer and US\$3 per goat). This policy was agreed upon by beneficiaries, the wider community, and the local Shura and has proved very popular. The Shura acts as the guarantor in these transactions while each beneficiary family signs a document stipulating the terms and conditions when receiving the animals. In the initial stage, a project-established management committee oversees the purchase, distribution, return, and redistribution of animals to beneficiary families. In subsequent years the continuing redistribution of heifers and goats is undertaken by the local Shuras and village committees.

The positive effects on wellbeing for recipient families make the cost of a livestock project worthwhile. In an animal return scheme, over time, because of calves / kids being passed on the cost effectiveness improves. This also adds a significant aspect of sustainability into the programme.

This follows a model which has been well used in many parts of the world. The British charity 'Send a Cow' follow a similar model very successfully in Africa.

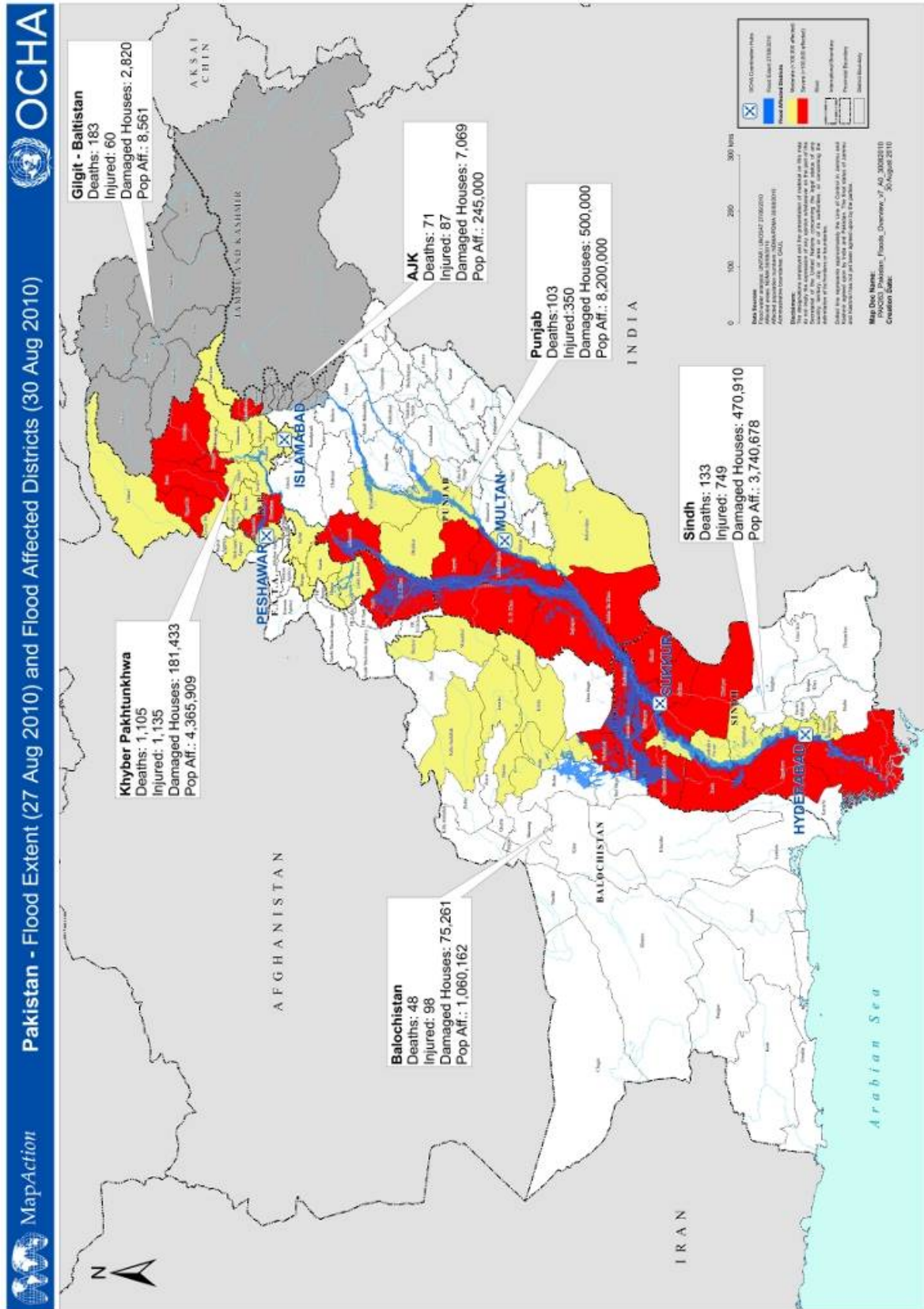
The example above is of SERVE's work in Dara-i-Noor, Afghanistan. The Project provides technical support to improve the survival rate of these animals. Veterinarians provide training to beneficiaries in the target area. These monthly training sessions cover key animal health topics including vaccinations, herd care and management, winter fodder, and appropriate feed and management practices for pregnancy, lactation, and newborn periods. Together with project staff, veterinarians undertake follow-up visits to beneficiary families to ensure the knowledge disseminated in trainings is being utilised in everyday practices. At these visits animal medicines will also be provided at a subsidised rate, ensuring even the poorest families can afford animal treatments. The project also organises annual vaccination camps for the local communities, ensuring all animals are vaccinated against common diseases. The local Shura oversees these camps. Non-beneficiary families will also be able to access the services of the vaccination camps at a rate decided upon by the local Shura.

Other aspects of the project include establishment of 'bull stations' for breeding, training local dairy farmers in the processing and manufacturing of dairy products, as well as assisting them to develop marketing skills and linkages in order to maximise profits.

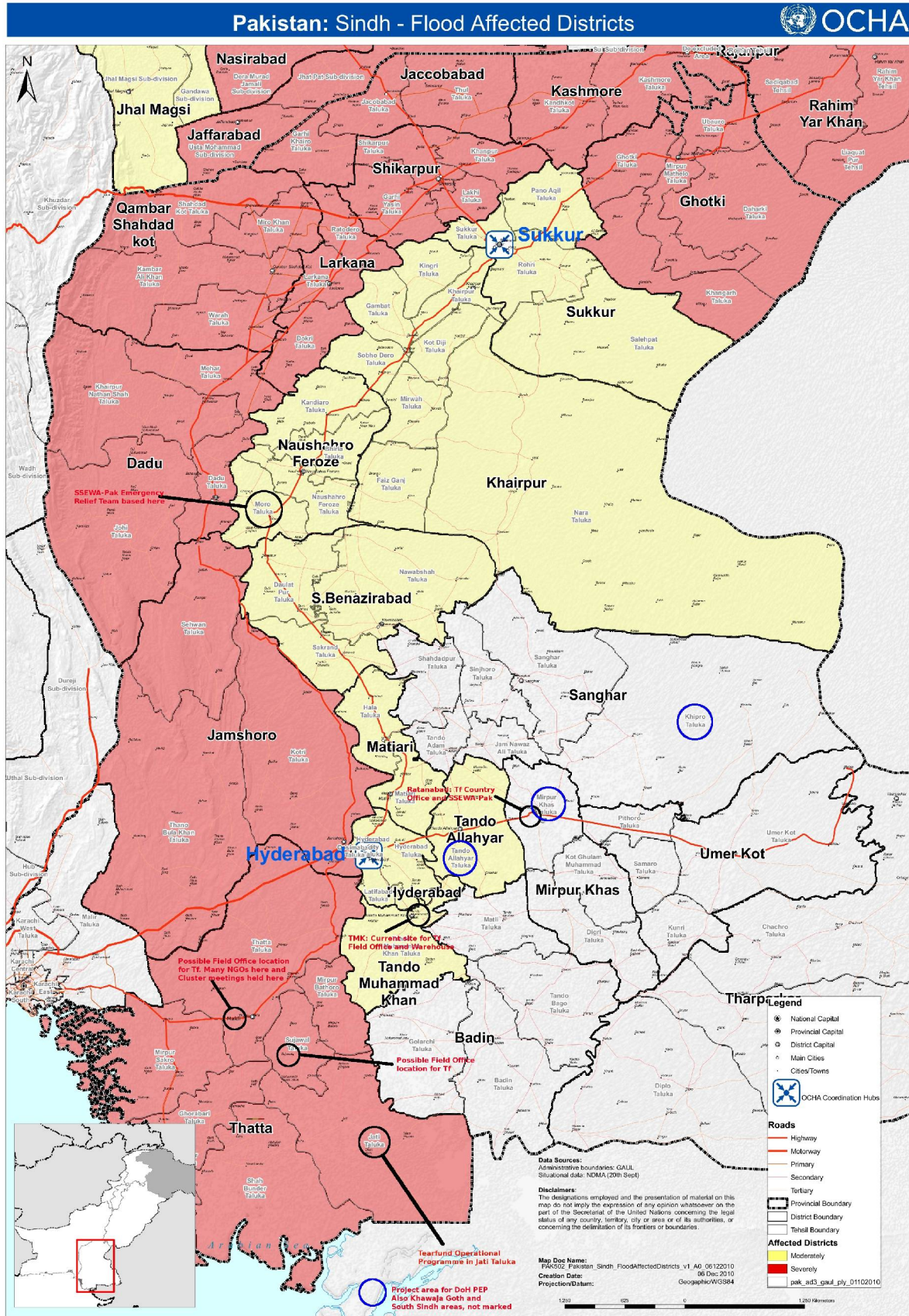
It is important to highlight times when beneficiaries themselves become donors, transforming their self-esteem and the community's perception of them. Holding community ceremonies when the first calf or kid is passed on to someone else are used elsewhere in similar programmes and are perceived as inspiring events.

10.10
10.10.1

Maps
Flood extent and affected Districts at end of August 2010



10.10.2 Affected areas in Sindh with Tearfund and Partner locations



10.10.3 Tearfund Partner locations in Punjab Province

