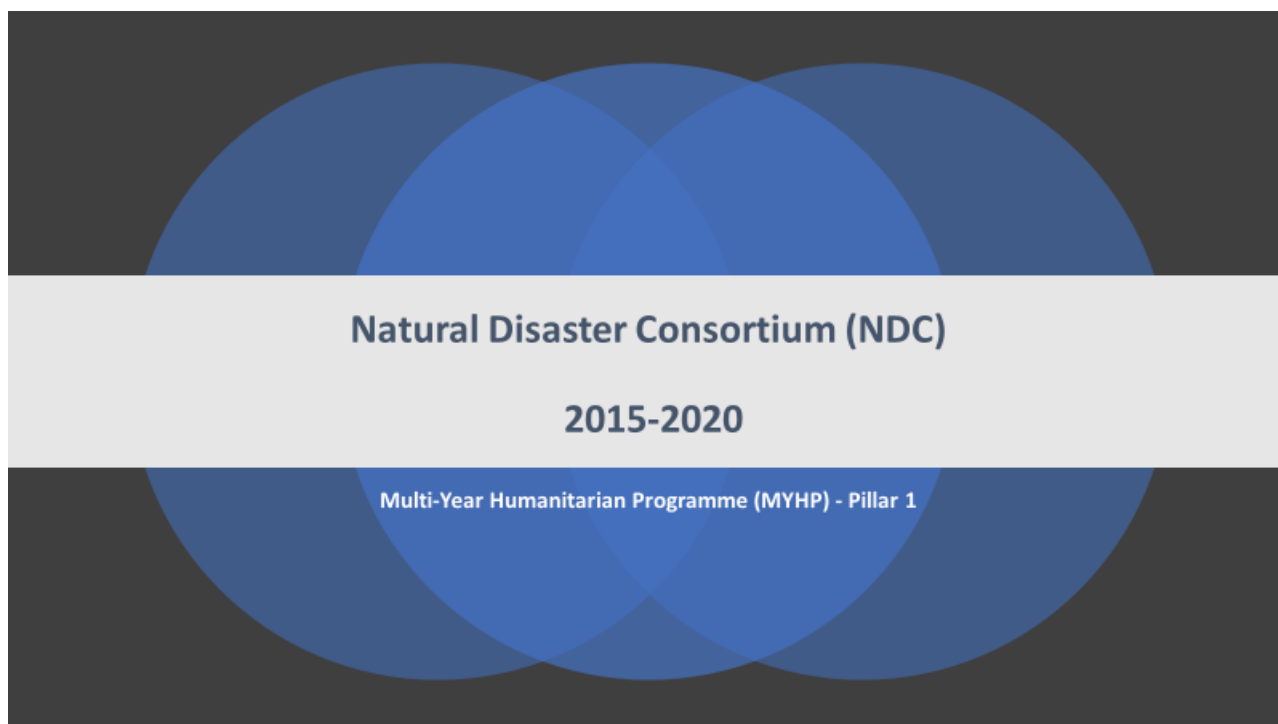


Programme Evaluation Report



Scope of Evaluation: 2015-2019

31st March 2020



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Acronyms

AAP	Accountability to Affected Populations
AKRSP	Aga Khan Rural Support Programme
AJK	Azad Jammu And Kashmir
BCC	Behavioural Change Communication
BDRP	(DFID Pakistan's) Building Disaster Resilience Programme
CCCM	Camp Coordination and Camp Management
CCDRM	Climate Change Disaster Risk Management
CfW	Cash for Work
CDM	Clean Development Mechanism
CLTS	Community Led Total Sanitation
CMAM	Community-Based Management of Acute Malnutrition
CRPs	Community Response Persons
CSR	Corporate Social Responsibility
DFID	Department for International Development
DRM	Disaster Risk Management
DRMCs	Disaster Risk Management Centres
DRR	Disaster Risk Reduction
ERP	Emergency Response Planning
EVI	Extremely Vulnerable Individuals
FAO	Food and Agriculture Organisation
FGDs	Focus Group Discussions
FSL	Food Security and Livelihoods
GB	Gilgit-Baltistan
GDP	Gross Domestic Product
GLOF	Glacial Lake Outburst Floods
GOP	Government of Pakistan
HANDS	Health and Nutrition Development Society
HCT	Humanitarian Country Team
HNGs	Host Nation Support Guidelines for Foreign Assistance to Pakistan During Disasters
ICF	International Climate Fund
IDPs	Internally Displaced Persons
IOM	International Organisation for Migration
IP	Implementing Partner
KIIs	Key Informant Interviews
KP	Khyber Pakhtunkhwa
LRRD	Linking Relief, Rehabilitation and Development
MHM	Menstrual Hygiene Management
MIRA	Multi-sector Initial Rapid Assessment
MSP	Multi-Sector Preparedness
MYHP	Multi-Year Humanitarian Programme
NFIs	Non-Food Items
NDC	Natural Disaster Consortium
NDMA	National Disaster Management Authority
NHN	National Humanitarian Network
NIC	National Identity Card
Rs.	Pakistani Rupees
PATS	Pakistan Approach to Total Sanitation

PDMA	Provincial Disaster Management Authority
PHPF	Pakistan Humanitarian Pooled Fund
PMT	Programme Management Team
PWD	Persons with Disabilities
SDGs	Sustainable Development Goals
SPAs	Strategic Priority Areas
SWGs	Sectoral Working Groups
TACs	Technical Assistance Committees
TDS	Total Dissolved Solids
ToRs	Terms of Reference
ToT	Training of Trainers
TWG	Technical Working Group
WFP	World Food Programme
WMC	Water Management Committees
WSC	Water and Sanitation Committees
UNICEF	United Nations Children Fund
UNDP	United Nations Development Programme
UNITAR	United Nations Institute for Training and Research
UN-OCHA	United Nations Office for Coordination of Humanitarian Assistance
VFM	Value for Money
WASH	Water, Sanitation and Hygiene

EXECUTIVE SUMMARY

Multi-year Humanitarian Programme for Natural Disaster Preparedness, Response in Pakistan (MYHP) is financed by Department for International Development (DFID). Operational since December 2014, this programme is planned to conclude in September 2020 and has so far consumed 85.68% of budgeted resources with 91% targets achieved¹. MYHP covers both immediate relief and early recovery interventions for shelter, food, non-food items, water and sanitation, livelihood and protection needs, depending on the emergency. This programme also supports developments in the UN and local civil society required for humanitarian responses to be more locally owned and effective in future, as well as effective monitoring and evaluation, targeted active research and piloting.

Planned in annual programme cycles, this unique arrangement has been generously supported by DFID through MYHP-Pillar-I, Natural Disaster Consortium (NDC). It has flexible preparedness activities with inclusivity while incorporating standardized tools, standby arrangements, capacity development, partnerships, and prepositioning to respond to disasters. NDC has three major components: Food Security Livelihoods (FSL), Water Sanitation Hygiene (WASH), Shelter/Non-Food Items (Shelter/NFIs). The NDC comprises five organisations namely Agency for Technical Cooperation and Development (ACTED), Food and Agriculture Organisation (FAO), Health and Nutrition Development Society (HANDS), International Organisation for Migration (IOM) and United Nations Children Fund (UNICEF). Led by IOM, the NDC partners bring together their mutual strengths and experiences.

This cross-sectoral programme evaluation examines preparedness, emergency response and recovery interventions of the Natural Disaster Consortium (NDC) conducted under the MYHP. Being one of the largest pillars under MYHP, DFID intends to use NDC programme evaluation as knowledge base for future programming². This evaluation covers a period from **July 2015 to September 2019 (four years)**. It is based on review of secondary information, and interviews with the selected stakeholders and beneficiaries from sampled programme districts and locations. In total, 495 beneficiaries (56% men and 44% women) were interviewed representing beneficiaries, with 1,250 schemes in six districts. The summary of findings is presented below.

Needs-based response actions of NDC were informed by **coordinated assessments** contributing to integrated recovery and improved resilience. As a whole, in four years NDC activities under MYHP have served **3,434,391 individuals in 23 districts** throughout the country³.

It is noted that the respondents were satisfied with their **participation in selection of project activities**. In total, 64% beneficiaries expressed awareness on the process for selection of beneficiaries.

- Of these 64%, 93% respondents were fully satisfied with the selection the beneficiaries **and termed this as fair**. The remaining 7% expressed moderate satisfaction.
- Of these 64%, a significant number of respondents (**85%**) **stated that marginalised, destitute, vulnerable, minorities and people with disabilities**⁴ were included among selected beneficiaries for assistance. 10% respondents were not aware and hence did not respond to the question whereas 5% replied in negative.

¹ <https://devtracker.dfid.gov.uk/projects/GB-1-204603> - February 23, 2020

² NDC Lessons Learned Workshop, 2019

³ Data source: NDC Secretariat, 2019

⁴ According to a study conducted for MYHP, the researchers cautioned that in Pakistan although community relations were not a problem for everyone or in every village, assumptions about inclusiveness and reaching the most vulnerable when working 'with a community' cannot be taken for granted. Apart from the frequent exclusion of women's priorities, in some cases a 'community' was the main source of vulnerability for minorities. This suggests that this is a delicate area where partners need to imply multiple means of check to ensure that the assistance reaches most deserving and typically excluded individuals (HPG report. 2019. Multi-Year Humanitarian funding in Pakistan. Humanitarian Policy Group, VALID Evaluations, Institute of Development Studies, Glow Consultants and Overseas Development Institute).

- With little variation among the three components (FSL, WASH, Shelter/NFIs), overall, **84% respondents indicated their participation in choosing suitable activities** for themselves whereas 75% beneficiaries felt highly involved both in selecting and implementation of the activities.

In respondents' observation, **women were prioritised** for the provision of emergency latrines to protect and promote their dignity, safety and privacy. Women were also given priority over men in some interventions including kitchen gardening, livestock support, agriculture and complementary inputs and NFIs. Livestock management and vaccination training by ACTED was exclusively imparted to women. Drinking water supply rehabilitation schemes provided were mainly meant to ease drudgery women often went through in performing their traditional role and they no longer have to travel long distances to fetch water. Some of the Cash for Work (CfW) activities were customized for women in Khyber Pakhtunkhwa, Sindh, Balochistan and Punjab.

Overall, about 75% beneficiaries expressed complete **satisfaction on NDC interventions**. **Of the remaining 25%**, 24% expressed moderate satisfaction and 1% dissatisfaction. There were various reasons for 25% beneficiaries to rate satisfaction at this level. Some of them considered the quantity of support to be smaller than the magnitude of the problem. We note that this reflects a too high expectations from humanitarian assistance which often means to save lives and prevent people move into further vulnerability. In Kashmir for instance, two respondents recorded dissatisfaction since for them, cash for work amount should have been higher than they and their fellow beneficiaries received (in both instances, they needed to pay their debts from cash received). Another argument was that the respondents were not sure about the sustainability of the support provided. By sustainability some beneficiaries meant if they could receive the support for extended periods (e.g. Cash for Work) while in few instances the respondents were not sure if the interventions were durable enough e.g. shelters or handpumps (12 out of 1250 instances). A point of concern, however, is that overall, only 32% respondents were aware of the existence of operation and maintenance committees and funds in their villages. The beneficiaries from lower income groups (PKR30,000 and below) seemed more satisfied with NDC interventions than higher income groups (higher than PKR30,000).

A district-wise analysis shows **62% level of satisfaction in Badin, 89% in Chitral, 56% in Kashmir, 83% in Layyah, 81% in Nushki and 82% in Umerkot**.

The level of respondents' satisfaction for **FSL activities** was noted as 87%. About 36% respondents stated that these interventions improved their monthly income. 11% reported replication in different ways (e.g. raised bed farming, techniques promoted by climate field schools, kitchen gardens etc.).

Satisfaction level of the respondents for **WASH activities** was very high (92%). In total 71% respondents reported improvement in health of people in the target communities as a result of WASH activities. 72% beneficiaries were fully satisfied with this component.

Satisfaction level for **cash intervention** was 68% as reported by interviewed beneficiaries. Moderate satisfaction was expressed by 28% and dissatisfaction by 4%.

In terms of **relevance**, the programme is in line with the national policy framework and is directly contributing to Priorities 3 and 4 of Sendai Framework for DRR 2015-2030. All the NDC partners and key informants found NDC's Programme in Pakistan relevant for the country. The selected districts are highly vulnerable to frequent multi-hazards due to climate extreme events. Key Informants (KIs) seemed fully convinced with the relevance of interventions chosen within all the three components for the affectees of multiple types of disasters.

Although not systematically applied through a checklist of indicators, all the interventions adhered to *do no harm* principles (also confirmed by 7% respondents while others either did not respond or did not know). There was not much discussion on relevance of sector specific guidelines, however two aspects were most frequently discussed and appreciated by KIs and partners interviewed. One, shelters' designs were adapted to local conditions, climate and availability of material; and two, all the partners tried to follow an efficient delivery system with low Carbon footprint (joint transport, distribution points, joint offices, and FSL interventions with reduced external inputs). This is relevant, yet usually not highlighted enough in any of the NDC documents.

The **theory of change** of the programme *<the people affected by disasters have access to timely, appropriate and good value humanitarian assistance to recover which leads to reduced vulnerability to future shocks (outcome, DFID logframe for MYHP)>* is relevant. The programme was designed following recurrent large-scale disasters and assumed that these would continue in the coming years affecting three million people annually. This assumption, however, did not hold true. NDC members therefore operationalized residual recovery programmes following the earthquake in Chitral (KP) and flooding in Sindh during 2015. The programme, however, remained on track and in line with the foreseen outcome and impact with diverse events and geographical areas. A shift of investment from large reactive response to building residual capacities of beneficiaries to better respond disasters in future resulted an overlap with DFID's 'Building Disaster Resilience Programme' (BDRP).

The NDC partners have used multiple approaches and innovative activities to help affected communities recover and rebuild themselves from the effects of disasters. These approaches have remained **effective** in achieving the overall outcome to reduce vulnerability to future shocks. According to the stakeholders, the money was spent wisely by introducing cost effective activities and solutions which were economic in terms of results achieved. Some of the most referred examples included WASH activities which often surpassed number of target beneficiaries, flood protection schemes just at the right places, and introduction of drought resistant varieties and low external input agricultural techniques.

In an enormous effort to expand the effects of NDC programme, and to improve preparedness in the districts, NDC conducted training courses in 27 districts with **participants (including district governments) from 112 districts across the country**. These courses were conducted on Multi-Sector Preparedness (MSP), Multi-sector Initial Rapid Assessment (MIRA) and Camp Coordination and Camp Management (CCCM). These courses were appreciated by beneficiaries and partners. According to the stakeholders interviewed, the skills acquired in these training courses have added value to their actions in case of local disasters. NDC needs to follow up with stakeholders to ensure sustainability and effectiveness of the training in the future and document results.

The **efficiency** of the NDC may be viewed in the context in which humanitarian agencies operate. With shrinking space for NGOs and INGOs in Pakistan since 2013, the question of efficiency of such programmes is faced with several external factors. During NDC life, local dynamics have been highly unpredictable in Pakistan and the decision-making to respond suffered a long process and several procedural difficulties. Yet, we did not note any big delays in start-up and implementation of interventions since the teams, most of the stocks, capacities and SOPs were already in place. A lot of time that is often lost in organizing human capacity, material and how to proceed was saved. In addition, pooling of technical resources (using partners' offices in Quetta and Hyderabad for NDC secretariat staff) and retention of most of the core project staff over longer term (e.g. ACTED, UNICEF, FAO) have led to efficient use of resources and time.

An assessment of just utilization of budget is beyond the scope of this evaluation. From a non-audit perspective, the NDC has shown the ability to demonstrate good Value for Money, for example,

significant reduction on office costs (£2,300 per month)⁵ by sharing office space with consortium partners in Hyderabad Sindh and Quetta Balochistan, and also with Government line departments as part of the drought response. The NDC, like many other INGO based programmes in Pakistan, has operated within a difficult institutional terrain with shrinking space to act, yet, the geographical spread has been enormous with several highly remote locations with tough geographical features and with a rather fast response time (on average two weeks). The experience and diversity of consortium members has allowed NDC to operate with minimal operational and financial risk factors.

IOM had a challenging task as a lead to manage expectations, fulfil procedural requirements and obligations to comply commitments towards the donor and the individual partners. During the evaluation, DFID and the individual partners expressed that this role was well performed with good achievement of results. DFID and the individual NDC partners would have however liked to see IOM's role to make more use of the NDC opportunity and comparative advantage of the Consortium. One factor, as also identified in the NDC lessons learned workshop 2019, is the inconsistency in NDC's visibility and branding as an entity. There is no formal communications and visibility strategy for NDC. This is highly recommended for the future, to acquire new assistance and be known for the success stories and knowledge products that NDC created. Partners have identified more room for learning within NDC, for instance, by capitalising Joint Activity Monitoring (JAM) visits. NDC's future expected role is to make a knowledge product for the DFID and broader audience. NDC has started the process for creating central repository of the best practices at national and provincial levels with relevant public sector institutions. Additionally, however, it is important to cross examine the knowledge products among partners available at hand.

NDC follows a **Response Trigger Mechanism (RTM)** which determines when to mobilize action in an area. Taking advantage of over four years of experience in different situations, NDC opted to redefine the RTM⁶. This is to further improve timeliness in mobilising response in future. According to the NDC secretariat, it is important for all partners concerned to take the ownership of the process and define a final RTM with consensus based on collective experience.

Synergy and coordination with other actors may improve, including other DFID funded projects and instruments to achieve more integration among partners in thematic tasks through internal clusters. Collaboration with BDRP has helped create synergy among BDRP and NDC partners for effective implementation of a potential emergency response in the common areas of interventions. As a best practice, involvement of Government in identification of priority districts has helped NDC identify priority districts and reaching out to the most affected population by natural disaster. During implementation too, there is a need to increase coordination at different levels of the government, e.g. more partnership and timely coordination with government entities like district governments, PDMA and NDMA, are needed for smooth and effective implementation of programme in the intervention areas. This will nurture sustainability of NDC interventions.

Several partners supported exploring longer term entry points from the experiences already gained, e.g. engaging in actions leading to improved resilience, **Disaster Risk Reduction (DRR) and Linking Relief, Rehabilitation and Development (LRRD)**. Consortia are not built easily due to the differences among organisational cultures, rules and regulations. NDC's partners complement each other with their respective strengths. It may be worthwhile preparing a well thought out MYHP exit plan without losing the collective institutional and thematic strengths as NDC.

⁵ MYHP Annual Report 2019

⁶ Also, in line with NDC Lessons Learned Workshop, 2019.

1 INTRODUCTION

1.1 Background

Pakistan is the 5th most disaster-prone country in the world (German watch 2020). There are multiple reasons to this. The impacts of climate change are threatening the security of livelihoods and assets in Pakistan. The most critical climate change factor is the aridity combined with the dependence on a single river system – in Indus – which supports the biggest irrigation system of the world (GoP 2015; Chaudhry 2017). Climate variability and change manifest in extreme weather conditions and intense natural hazards. Droughts are becoming frequent, affecting small farmers, self-operators and pastoralists in the country. These threats, based on knowledge about changing climate trends and land suitability, may be transformed into opportunities. Pakistan is ecologically diverse and the 6th most populated country in the World with 5.8% growth rate (World Bank 2018). The country has a predominantly agrarian economy contributing to over 21% of the Gross Domestic Product (GDP), employing 45% of total labour force and earns major export income (GOP 2010). Climate change exacerbated by human practices, poses an additional pressure on crucial and limited resources such as water and land. In addition, Pakistan is situated in an active seismic zone, with frequent earthquakes potentially causing massive damages. Millions of people are exposed to the environment by living in the vicinity of flood plains, the ocean or in the northern regions prone to landslides and seismic activity (UNDRR 2019). This is the larger context that triggered Multi-Year Humanitarian Programme for natural disaster preparedness, response (MYHP) proposal and Natural Disaster Consortium (NDC).

Led by the International Organisation for Migration (IOM), the NDC comprises five organisations namely ACTED, Food and Agriculture Organisation (FAO), Health and Nutrition Development Society (HANDS), International Organisation for Migration (IOM) and United Nations Children Fund (UNICEF)⁷. These organisations (hereafter NDC partners) bring together their mutual strengths and experience and build on past investments, innovation and learning to improve preparedness, response and recovery for communities' subject to natural disasters. The NDC work primarily focusses on WASH, FSL, Shelter, NFI & Cash. Planned in annual programme cycles, this unique arrangement with support of the Department for International Development (DFID) through MYHP focused on flexible preparedness activities with inclusivity while incorporating standardized tools, standby arrangements, capacity development, partnerships, and prepositioning to respond to disasters.

The MYHP has four pillars:

1. Pillar-I is NDC led by IOM, with ACTED, FAO, HANDS, UNICEF.
2. Pillar-II (£19.6 million), supporting people in displacement and returns, has three elements: (i) the Relief Consortium (£8 million), led by the International Rescue Committee (IRC), with HelpAge and ACTED, focusing on protection monitoring, water, sanitation and hygiene (WASH), and livelihoods training; (ii) the Joint UN programme for returnees (£10 million over two years), led by the United Nations Development Programme (UNDP), with FAO, the World Food Programme (WFP) and UNICEF, supporting the rehabilitation of basic infrastructure and livelihoods for returnees displaced by conflict; (iii) Vulnerability Assessment Profiling of the Internally Displaced Persons (IDPs VAP) (£1.6 million), managed by IRC.
3. Pillar-III is a Contingency/standby support (up to £20 million) held by World Food Programme (WFP). It has been used for response and recovery support in Chitral, Khyber Pakhtunkhwa (KP) Province (earthquake and flash floods) and for rations for returnees.
4. Pillar-IV (£9.6 million) includes assistance to the United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), with support to the Pakistan Humanitarian Pooled Fund (PHPF) that has also been used for emergency support for returnees to the Federally Administered Tribal

⁷ Alphabetical order has been followed in listing these five organisation through-out this report.

Area (FATA)⁸. It also included support earmarked for the Pakistan Evidence and Learning Project (£4 million), which had to be closed, primarily due to absence of United Nations Institute for Training and Research (UNITAR) accreditation from the Government of Pakistan.

Needs-based response actions of NDC were informed by coordinated assessments contributing to integrated recovery and improved resilience. NDC served an opportunity to test and refine the consortium's integrated recovery package, while also feeding into preparedness objectives by strengthening ability of vulnerable families to withstand future disasters. The NDC formally emerged in July 2015. The NDC evolved as a result of years of experiences gained by ACTED, FAO, HANDS, IOM and UNICEF on emergency-response. These organisations have expertise in different areas of specializations (**Annex 1**).

The NDC response and recovery interventions were originally planned to take place over 4 cycles between 2015 and 2019. A cost extension was granted for 2020 (year 5) based on review of logframe targets, indicators (which remained a regular annual feature of the project). NDC partners adopted an integrated approach to extend humanitarian assistance to address immediate needs of the affected population in multiple sectors. The humanitarian assistance extended by NDC included FSL and WASH as well as Shelter and Non-Food Item (NFIs) support. The interventions were meant to fulfil life-saving needs, support community-level recovery and improve resilience through building local capacities to cope with future shocks.

1.2 Programme outline and trajectory over four years

Frequent disasters in Pakistan have resulted in multiple humanitarian needs. The capacity of government and humanitarian organisations is stretched. Therefore, affected communities are forced to choose multiple negative coping mechanisms to meet basic needs such as food, health services and building temporary shelters for their families. Communities affected by the earthquake are reportedly resorting to taking loans or living in makeshift arrangements with neighbours or in communal shelters⁹. The communities affected by avalanches in Chitral have resorted to male migration leaving agriculture and water management to women on high altitudes and selling all their valuables to derive short-term coping strategy. The challenges associated with makeshift shelter arrangements are more acute in northern areas of KP where the onset of the harsh winter conditions, and in Sindh with intense heat waves adversely affecting the health and well-being of affected populations. To meet urgent requirements, disaster-affected communities are known to sell valuable resources including livestock, agricultural assets and jewellery which can hinder their medium- to long-term chances of recovering from the adverse effects of natural disasters. Affected populations also have critical Water, Sanitation and Hygiene (WASH) needs and this is relevant in all kinds of disasters in all the regions.

Different disaster events took place on multiple scales and with numerous losses. From 2015 in Chitral floods (120,000 people lost 257 drinking water schemes¹⁰; damages to latrines further led to high trends of open defecation¹¹); to droughts in 2018-2019 in Sindh (Nushki, Chaghi, Kharan, Washuk, Panjgur, Gwadar, Pishin, Qilla Abdullah, and Kacchi, Kech, Jhal Magsi, Loralai, Dera Bugti, and Awaran) and Balochistan (Nushki, Chaghi, Kharan, Washuk, Panjgur, Gwadar, Pishin, Killa Abdullah, and Kacchi, Kech, Jhal Magsi, Loralai, Dera Bugti, and Awaran) with moderate or severe food insecurity crisis for over 5 million people¹²) and heatwave in Sindh affecting over 100,000 people¹³.

⁸ Now merged with the Khyber Pakhtunkhwa province and called Tribal districts of Khyber Pakhtunkhwa.

⁹ **HANDS** (November 2015) 'Earthquake 2015: Initial Report of Losses and Damages District Chitral, KP', Internally Circulated.

¹⁰ Assessment conducted by Helvetas 2015

¹¹ **ISLAMIC RELIEF PAKISTAN** (October 2015) 'WASH Specific Needs Assessment in selected villages of flood-affected Chitral District', Internally Circulated.

¹² Annual Report 2019.

¹³ Anticipation of Severe Weather Conditions and Heat-Wave Response in Sindh. Final Project Report 2019.

For **Food Security and Livelihoods (FSL)**, an assessment carried out by one of the NDC's partner organisation (Heritage Foundation) reported 830 livestock losses across 11 UCs in districts Swat, Shangla, Lower Dir and Kohistan due to earthquake 2016¹⁴. An estimated PKR11 million of livestock losses incurred owing to storage collapses and landslides and the surviving animals were likely to face reductions in yield due to unavailability of feed and shelter¹⁵. Access to crop inputs and fodder was further complicated by large scale infrastructural damages to roads and bridges, forcing many farmers to sell their assets in distress. Since most households in northern KP and Sindh are primarily dependent on agricultural incomes, the continued damage to irrigation channels and storage facilities and the threat of livestock disease is feared to hinder long-term development of communities in coming years. In another example, Chitral remained the most adversely affected district in 2015 as over 307,500 individuals experienced **damages to their houses**, communal water schemes, and livelihoods. Harsh weather and mountainous terrain make provision of shelter and non-food items support inevitable to save further life losses.

The NDC gives **preference to direct delivery of coordinated, multi-sector assistance** to affected communities through consortium partners. Where this approach is not found feasible, the consortium members drew upon established implementing partner networks, standby agreements and/or Memoranda of Understanding (MoUs) with other partners/consortia in the affected areas. Efforts were made to engage the same implementing partners depending on capacity and technical sector expertise to utilize their institutional memory.

The activities were planned in four **12-month programme cycles**, with quarterly reviews, to ensure the approach remains appropriate, needs-driven and relevant to evolving risks and trends over the course of implementation. The programme aimed to improve preparedness, response and recovery, acknowledging the necessity of meaningful overlaps and transitions from one phase to the next.

1.3 Objective and methodology of the review

The key evaluation / research questions from the Terms of Reference (ToRs) were as follows:

1. **What are the key programme achievements** (community resilience, improved coping capacities, practices, capacities etc. and how IOM could play its leadership role);
2. **Effectiveness:** Given the range of interventions how effective has the NDC been in achieving programme results and objectives;
3. **Efficiency:** To what extent the NDC has been efficient in delivering services and the key drivers to achieve that;
4. **Relevance:** Has NDC been relevant at multiple levels including the needs and interests of target beneficiaries, policy paradigm and evolving humanitarian context in the country;
5. **Stakeholder engagement and communication:** How has the relationship with local government, humanitarian actors and other stakeholders developed over the duration of the programme; and,
6. **Way forward:** Key lessons learned from NDC programme and recommendations.

The ToRs for this evaluation have been copied in **Annex 2**.

This cross-sectional evaluation has been conducted through review of secondary information, and interviews with the selected stakeholders and beneficiaries from sampled programme districts and

¹⁴ LASOONA: Society for Human and Natural Disaster Development (27-29 October 2015) 'Rapid Assessment Report- Pakistan Earthquake 26th October 2015', Internally Circulated.

¹⁵ Provincial Disaster Management Authority Khyber Pakhtunkhwa and United Nations Development Programme (UNDP) (3 December, 15) 'Chitral Floods 2015: Recovery Needs Assessment and Action Framework'.

locations. Hence, despite our best efforts to draw evidence-based inferences, a few peculiarities may have remained unnoticed. The main purpose of the evaluation is to review the performance and approach of NDC in the design and implementation of emergency response, recovery and preparedness activities. The evaluation also provides lessons learned and good practices for replication by NDC members, as well as other humanitarian stakeholders. A detailed plan for conducting the evaluation is noted in **Annex 3** (including the list of stakeholders and sites visited). In short however, four key methods were deployed for this evaluation:

- Desk review of documents (including NDC’s official documents, partners’ publications and MYHP reports and relevant reference documents) – see **Annex 4**
- Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) with the NDC secretariat and partners – data collection tool and the people met - **Annex 5**
- Beneficiary FGDs and Field survey with beneficiaries - data collection tool - **Annex 6 & 7**
- Orientation / feedback **sessions** with the secretariat and collectively with NDC partners

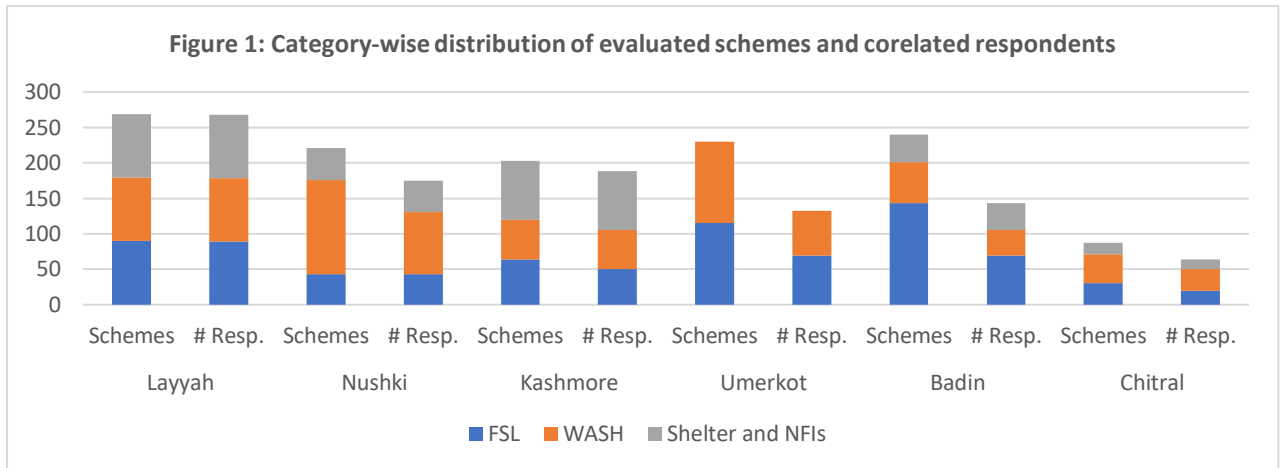
The districts for KIIs and FGDs were selected through purposive sampling (Umerkot, Kashmore, Badin and Layyah). The beneficiaries from 30 villages were interviewed in districts Umerkot, Kashmore, Badin, Nushki, Layyah and Chitral.

In total, 495 beneficiaries were interviewed for this evaluation, engaged in 1,250 schemes in 6 districts. Some of the respondents received assistance for more than one scheme. In Layyah for instance, almost all the 90 respondents received assistance for FSL, WASH and Shelter/NFIs. Whereas in case of Chitral, these overlaps were less frequent. Out of the total 495 respondents, 56 respondents provided information related to one scheme, 120 respondents provided data of two schemes and 318 respondents shared information of three schemes. Thus, the data were analysed in view of 495 respondents benefiting from 1,250 schemes. The district wise distribution of beneficiaries and the number of schemes reported by them is given in the **Table 1**.

	Layyah	Nushki	Kashmore	Umerkot	Badin	Chitral	Total
No. of Respondents	90	90	90	90	90	45	495
No. of Schemes received	269	221	203	230	240	87	1250

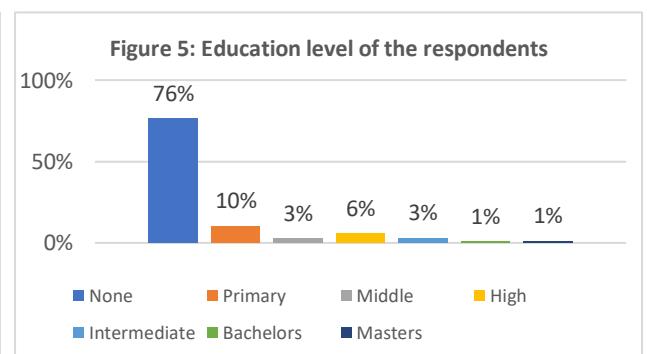
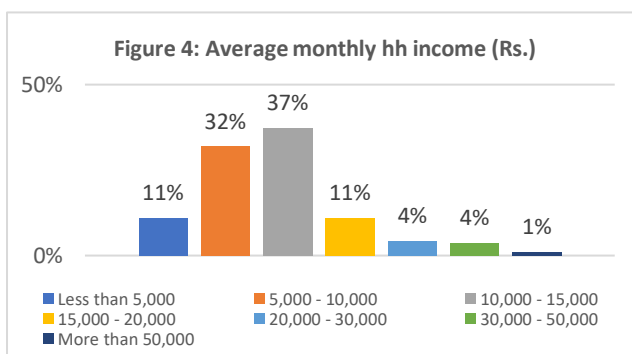
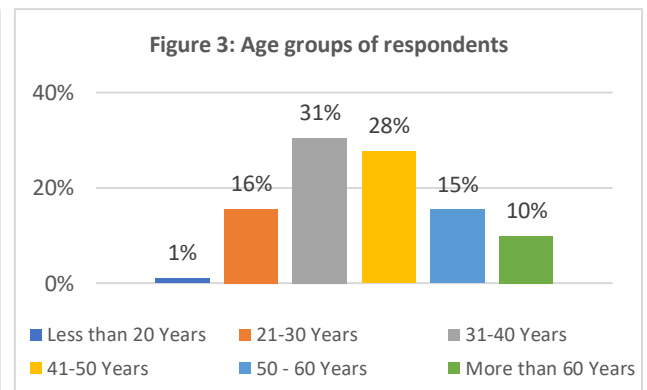
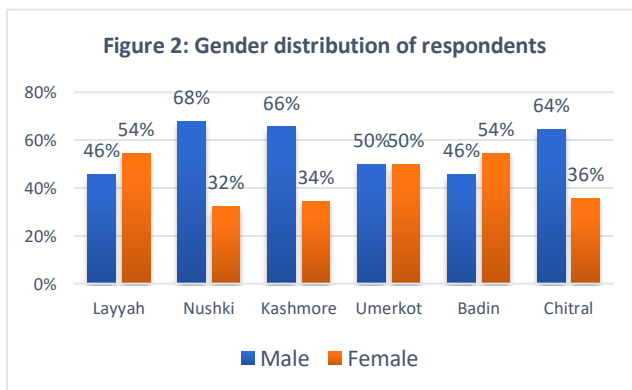
The distribution of 1,250 schemes by each category (FSL, WASH and Shelter) with respect to number of respondents is given in **Table 2** and **Figure 1**.

Category	Layyah		Nushki		Kashmore		Umerkot		Badin		Chitral	
	Schemes	Respondents	Schemes	Respondents	Schemes	Respondents	Schemes	Respondents	Schemes	Respondents	Schemes	Respondents
FSL	90	90	43	90	64	90	115	90	143	90	30	45
WASH	89		133		56		115		58		41	
Shelter & NFIs	90		45		83		0		39		16	
Total	269		221		203		230		240		87	



The respondents may also be described from as follows:

1. In total, 56% respondents were men whereas 44% were women. In three districts, women were 50% or more in number. The gender distribution among districts and is presented in **Figure 2**.
2. The respondents came from several age groups, but most prominently between 31-50 years (59%) – **Figure 3**.
3. Majority of respondents (69%) had a total of Pakistani Rupees (PKR) 5,000-15,000 household (HH) income; 11% were extremely poor with less than Rs.5,000 monthly income whereas 20% earned more than Rs.15,000 (**Figure 4**). An average household size of respondents' families varied between 7-9 members, with little variation among districts.
4. The education level of most of the respondents was nil (76%). Only 13% had attended primary and middle education. The remaining 11% had high school level or higher education (**Figure 5**).

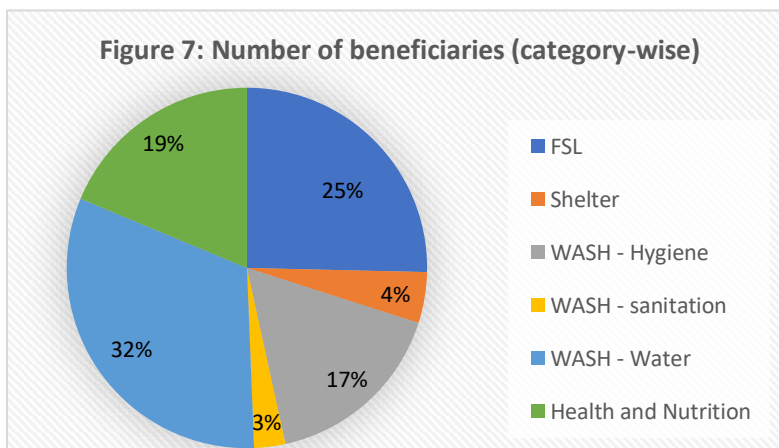
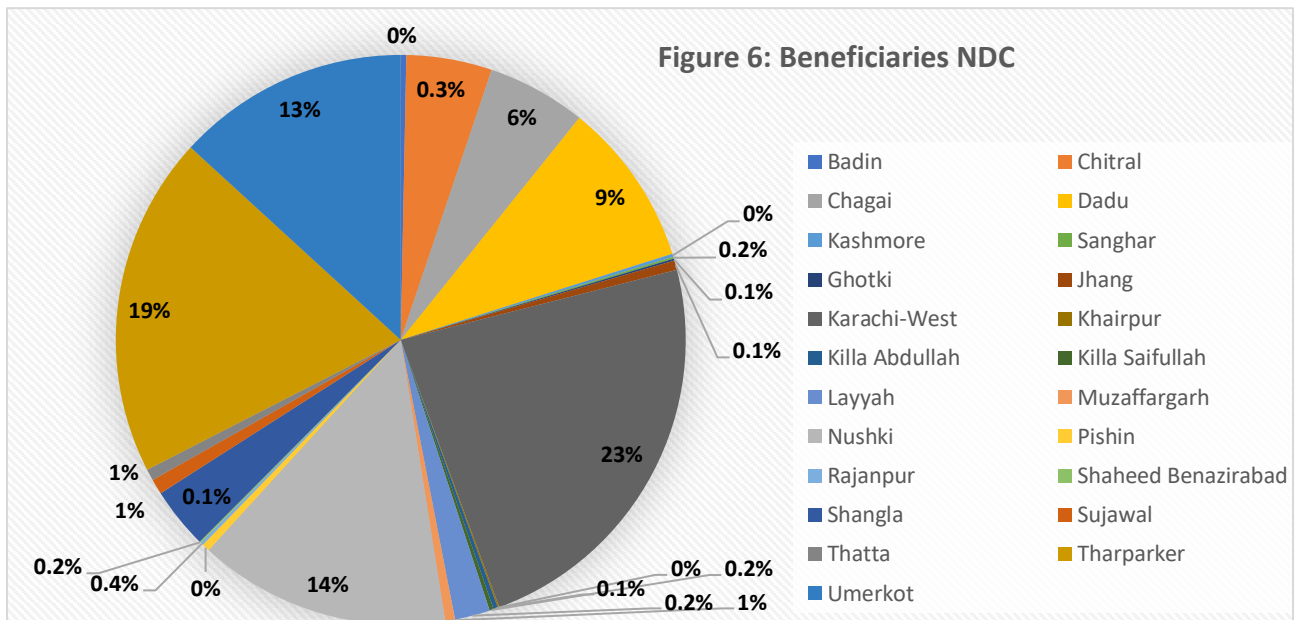


2 FINDINGS

2.1 Beneficiary analysis

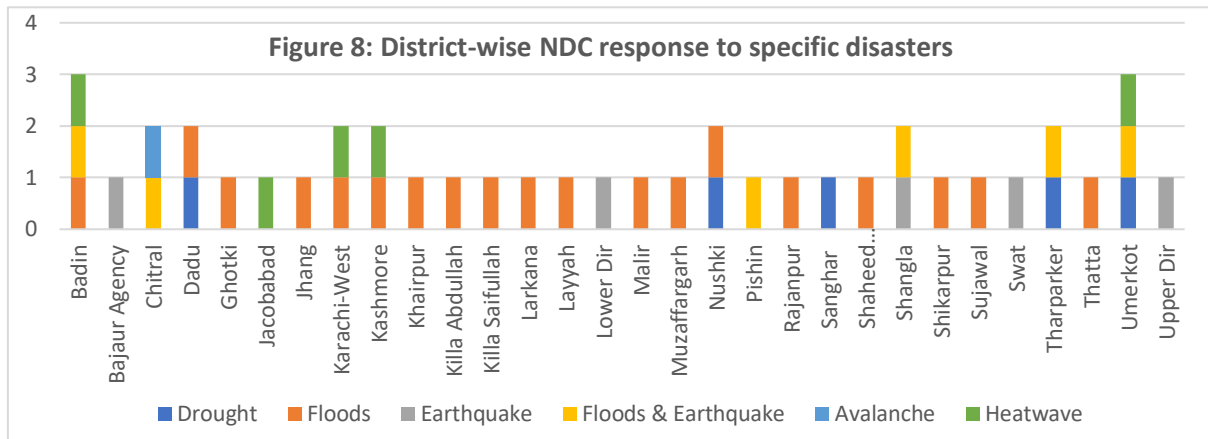
2.1.1 NDC beneficiaries – overall picture

As a whole, in four years NDC activities under MYHP have served **3,434,391** individuals in 23 districts throughout the country (**Figure 6**).



The activities implemented by NDC are categorised under FSL including health and nutrition, Water, Sanitation and Hygiene (WASH) and Shelter /NFIs. The breakdown of beneficiaries for each category of activities is provided in **Figure 7**. The largest number of beneficiaries are in WASH category followed by FSL and Shelter.

NDC responded to a number of disaster and post-disaster situations. These disasters included drought, floods, earthquake, avalanche, heatwave and also at a very small scale, fire incidents. **Figure 8** provides a quick glimpse of the districts by NDC disaster response while tabulated district-wise beneficiaries and NDC response in different districts is provided in **Annex 8**.



2.1.2 Community mobilization

The NDC partners believe that a mobilized and organised community with an active voice on local decision-making is essential for acquiring sustainability of interventions. Founded on their own but similar approaches, the NDC partners follow an elaborate process to mobilize and empower their community partners.

ACTED and HANDS with their multisectoral focus are at ease to mobilize communities and use their agency in all steps from identification of beneficiaries, delivering interventions, to monitoring. With a relatively easy access to multiple locations, HANDS follows a highly comprehensive social mobilization strategy. ACTED follows a more horizontal method of coverage and beneficiary identification across districts where the projects are implemented. The two strategies may not be comparable since HANDS had a more regular presence as a national NGO in target areas as oppose to ACTED which has a project-based social mobilization strategy. ACTED worked also in partnership with Aga Khan Rural Support Programme (AKRSP) in Chitral and relied on a strong social base built by AKRSP over years.

The UN agencies (FAO, IOM and UNICEF) are constrained due to their travel advisory and security concerns and therefore rely on their Implementing Partners (IPs) on ground to ensure active engagement and participation of communities (e.g. AKRSP, Shifa Foundation, Relief International, AWARE). FAO as an exception also works through direct implementation modality. The UN agencies embed community participation in all their approaches and expect IPs to outreach the most deserving communities ensuring their right to participate.

In general, social mobilization needs to be a consistent process over years. In short-term humanitarian programmes, however, it is not rational to expect long-lasting results in community organisation. Therefore, NDC’s mobilization efforts for MYHP built on existing social capital. Where not available, the partners had to very quickly organize groups for taking responsibilities of the specific interventions. For example, in the north of Sindh, NDC experienced low motivation among communities for being organised. They organized themselves only around incentives. Farmers in Badin were already loosely organised, however, agriculture packages distribution further motivated farmers to follow collective approaches and seek consistent assistance for profitability. In the absence of a long-term facilitated process, the community organisations are unlikely to survive once the Programme withdraws its support. A similar dilemma exists in Balochistan where there is not yet a pivotal link among communities to survive as institutions. In KP, however, there has been a history of development organisations investing in community mobilization in several districts on which NDC interventions were founded.

The analysis shows that 31% beneficiaries were members of organized communities. Out of six sampled districts, in three NDC used community groups already mobilized by national organizations such as AKRSP. By doing so, NDC utilized existing community structures to at least identify most deserving beneficiaries for delivering MYHP interventions.

Despite a relatively short interaction of NDC in Umerkot, the community organisations in this district are likely to sustain longer as appears from their enthusiasm. A mobilization support was given by a local IP in Umerkot and Tharparker. This region is socio-culturally different with a closely-knit Hindu community. Social mobilization process was also enriched by socially acceptable interaction among women and men. Community organisations in Layyah were well organised and needed further strengthening to maintain their organisations on a long-term basis. Women's community organisations were better organised than men's, as observed in Chitral, Badin and Umerkot due to non-migratory role of women in these districts as oppose to men. They have relative freedom of mobility to perform all their household and economic chores. Chitral also has a history of social mobilisation by AKRSP and other organizations with long term presence such as Helvetas.

2.1.3 Beneficiaries selection (including women, marginalized, PWDs)

In total, 64% beneficiaries expressed awareness on the process for selection of beneficiaries. 62% beneficiaries reportedly knew of beneficiary selection process in FSL, 61% in WASH and 75% in Shelter and NFI components.

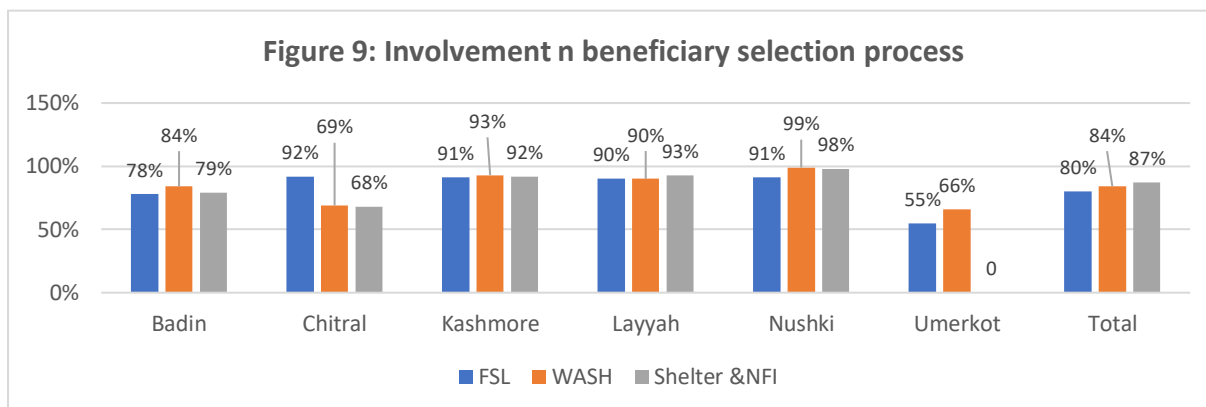
- Of these 64%, the respondents fully satisfied with the selection the beneficiaries were 93% **and termed this as fair**. The remaining 7% expressed moderate satisfaction. Of these, 93% beneficiaries in FSL, 92% in WASH and 93% beneficiaries in the Shelter and NFI components expressed satisfaction on the selection of beneficiaries.
- Of these 64%, a significant number of respondents (**85%**) **stated that marginalised, destitute, vulnerable, minorities and People with Disabilities (PwDs)** were included among selected beneficiaries for assistance. 10% respondents were not aware and hence did not respond to the question whereas 5% replied in negative.

According to a study conducted for MYHP, the researchers cautioned that in Pakistan although community relations were not a problem for everyone or in every village, assumptions about inclusiveness and reaching the most vulnerable when working 'with a community' cannot be taken for granted. Apart from the frequent exclusion of women's priorities, in some cases a 'community' was the main source of vulnerability for minorities. This suggests that inclusion in Pakistani context with several power groups is a delicate area. Therefore, despite a very positive feedback from the respondents, partners need to imply multiple means of check to ensure that the assistance reaches most deserving and typically excluded individuals¹⁶.

Overall, **84% respondents indicated their participation in choosing suitable activities** for themselves whereas 75% beneficiaries felt highly involved both in selecting and implementation of the activities. This slightly varied between different programme components (FSL 75%, WASH 81% and Shelter and NFI 87%).

These are encouraging figures, especially when seen together with 85% beneficiaries confirming that marginalised, destitute, vulnerable, minorities and people with disabilities were included among selected beneficiaries. Further segregated in components, majority beneficiaries reported inclusion of these groups as follows: 80% in FSL, 84% in WASH and 87% in Shelter & NFIs.

¹⁶ HPG report. 2019 Multi-Year Humanitarian funding in Pakistan. Humanitarian Policy Group, VALID Evaluations, Institute of Development Studies, Glow Consultants and Overseas Development Institute.



ACTED uses comprehensive **Vulnerability Scoring Criteria** and Participatory Rural Appraisal (PRA) for identifying potential beneficiaries. This point by point criteria is meant to identify poorest of the poor and most vulnerable individuals within community. The definition of vulnerability is determined by sources of livelihoods, income levels, gender and gender roles, age, physical ability and overall poverty and exclusion. Most destitute, women/ children headed households, physically impaired are preferred for assistance. In case of ACTED, total 765 households (Shelter 175 and FSL 600) were supported through Extremely Vulnerable Individuals (EVI) grants. EVIs include PwDs as Head Of Households, congenitally ill, elderly individuals, widows etc. Number of EVIs have consistently increased over years. In shelter EVI, ACTED distributed PKR10,000 PKR in multiple Years. For FSL PKR16,500 in emergency response year-4 and PKR27,000 in year-5. The chronically ill, disabled and elderly individuals, who were unable to contribute in shelter construction activities were especially waived preconditions for the said support. In case of HANDS, 13,889 EVIs were supported with similar interventions.

Community Based Inclusive Management (CBIM) Network was established and engaged by HANDS in Layyah to sensitize its staff and partner communities on disability and self-help for the provision of sanitation facilities to them. In drought affected activities in Sindh, Marvi Workers, constituted and empowered by HANDS, proved a role model in effectively reaching out to vulnerable communities. Beneficiaries were identified through comprehensive validation and were given token cards or verified through National Identity Cards (NICs). Consistent monitoring and validation exercises were conducted with an aim to ensure that selection of beneficiaries remains fair and no exclusions of deserving individuals take place. In case a wrong selection was detected, it was rectified through community mobilizers and Village Organisation/Community Organisation representatives.

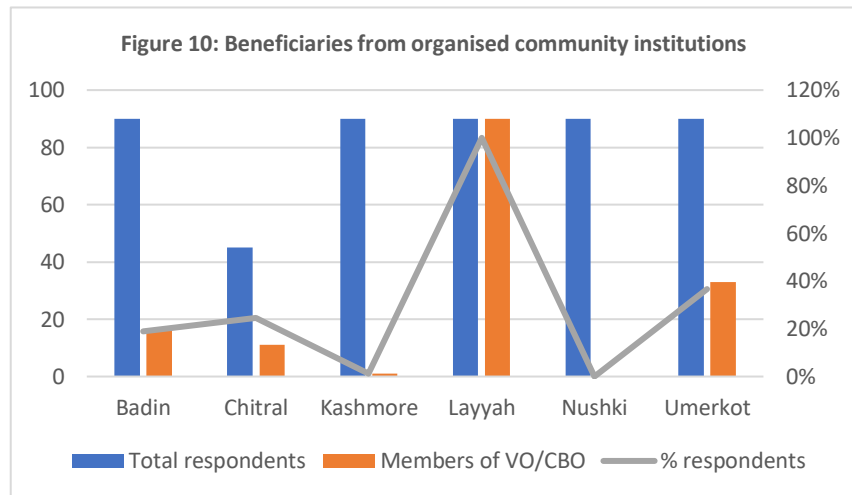
The identification and distribution of 1,250 individual schemes was reported by 93% beneficiaries as generally fair and tailored to meet the needs of vulnerable individuals/households including marginalized, destitute, minorities and people with disability. The engagement of vulnerable groups/individuals is also verified by the NDC partner's own mechanisms (e.g. internal monitoring system), Third Party Filed Monitoring (e.g. in case of UNICEF) and NDC partners' Joint Activity Monitoring (JAM) visits. The NDC Secretariat and partners also monitored and conducted spot checks to ensure compliance to the Standing Operating Procedures (SOPs) for distributions.

2.1.4 NDC beneficiaries from CBOs

Out of the total 495 selected beneficiaries interviewed in 6 districts, 152 (31% total, 49% women, 51% men) were the members of a Community-Based Organisation (CBO). It is, however, important to note that these 152 individuals came from four out of six sampled districts namely Badin, Chitral, Layyah and Umerkot (suggesting no active CBOs in disaster affected areas of Kashmore and Nushki).

In Layyah 100% beneficiaries interviewed were from organised communities, followed by 37% in Umerkot, 24% in Chitral, 19% in Badin and 1% in Kashmore (**Figure 10**). This suggests an active role of organised community institutions in selection of almost one-third of the beneficiaries. It also shows that with an exception of Layyah, the NDC support has not been limited to Village Organisation (VO)/CBO members only. It has reached out to those who deserved support but were excluded from the membership of any organised institution. Another observation is that the VOs/CBOs have tendency to recommend only their own members as most deserving for NDC support. Without denying that they deserved this support, yet, VOs/CBOs as representative duty bearer institutions of the villages could go beyond themselves to identify and recommend deserving people from the larger community.

Out of the 31% beneficiaries who were members of VO/CBO, nearly 88% (half of them being women) believed that their selection for receiving assistance was made through the CBO. The remaining 12% were selected independently. 78% of them appreciated the role of organised village-based institutions as very useful in addressing key problems faced in the communities and actively pursue effective implementation of NDC actions.



Overall, **69% beneficiaries were not the members of any community-based organisation** and did not report involvement of an organised village institution in their selection. They were selected for assistance through other means such as damage / need assessment surveys etc.

2.1.5 Gender aspects in beneficiary identification and assistance

Inclusive programming within NDC helped creating context-specific, need-based and women-friendly business e.g. women focused agricultural business and enterprise development (apricot, value chain and block printing etc.). Mainstreaming Menstrual Hygiene Management (MHM) Recovery Programme has helped women and adolescent girls adopt clean menstrual hygiene and promoted their overall health and hygiene.

Socio-cultural constraints often limit women's access to humanitarian assistance. In order to enhance chances for deserving women to receive direct assistance, **qualified women staff was engaged** within the downstream partners through preferential and equal opportunity recruitments. This yielded excellent results in women beneficiaries' active involvement in several individual (e.g. kitchen gardening) and collective (e.g. hygiene promotion) activities. The NDC partners established distribution points for making special arrangements to facilitate women, children, elderly and disabled for improved inclusivity. Female staff ensured fair and just distribution of materials amongst women while ensuring cultural sensitivity and privacy of women. Venues and timings were selected carefully to ensure women's quick and safer access. **Several examples were presented** in this evaluation of prioritizing women for humanitarian assistance in all the intervention districts.

HANDS provided seeds for kitchen gardens, tools and training to women beneficiaries and prioritized them for provision of livestock. FAO engaged women for homestead kitchen gardens. FAO also

included women for agribusiness trainings to help them maximize their profits from kitchen gardens' produce. They raised nurseries, installed roof-water harvesting packages and managed backyard poultry. HANDS in Shangla, trained women in construction of their family's home. This was complemented with hygiene promotion sessions and smokeless stoves trainings for women. Women were encouraged by ACTED to actively participate in Community-Led Total Sanitation (CLTS) activities through CLTS committees to eradicate open defecation in Sindh. In Pishin, women were prioritized for animals' vaccination and plinth-level-raising activities. HANDS' male Community Response Person (CRPs) were encouraged to assist vulnerable families (including women, elderly and children headed household) who needed assistance to secure physical and material resources for shelter construction.

The respondents observed that women headed households including widows were given priority for shelter construction. Women were preferred for the provision of emergency latrines to protect and promote their dignity, safety and privacy. Women were given priority over men in various interventions including kitchen gardening, livestock support, agriculture and complementary inputs, NFIs, and training. Livestock management and vaccination training by ACTED was exclusively imparted to women. Founded on knowledge regarding women's role in the households, water supply rehabilitation schemes were mainly meant to facilitate women, so they no longer have to travel long distances to perform this role. Some of the Cash for Work (CfW) activities were customized for women in KP, Sindh and Balochistan to ensure their inclusion in this opportunity. In Sindh too, women were prioritized for livestock management and vaccination training.

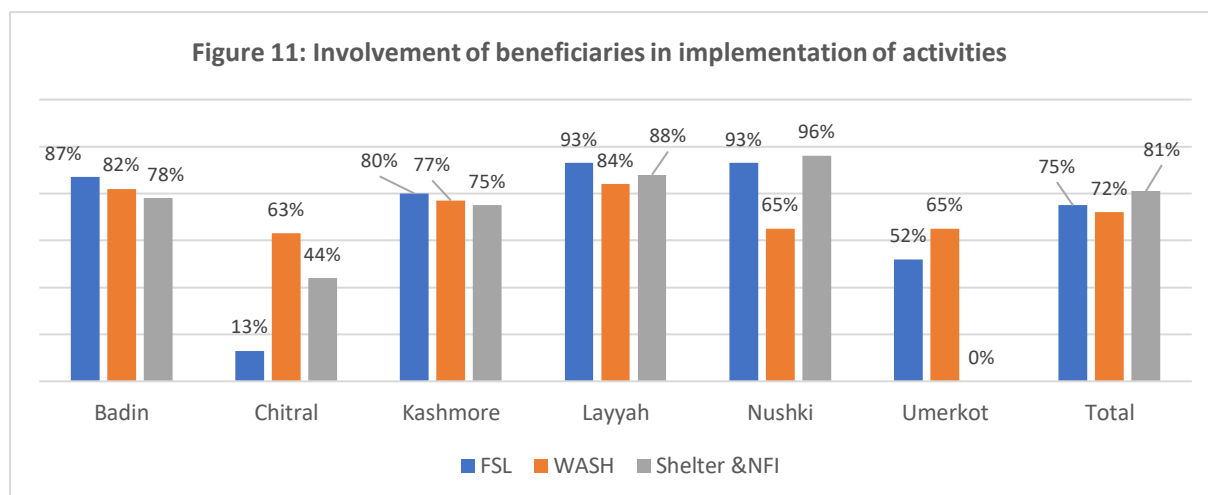
In Union Council Charun of district Chitral, 7 women CBOs played a key role in implementing water and sanitation projects through women-led Water Management Committees (WMCs) and Water and Sanitation Committees (WSCs). Women in Chitral led WASH activities. Led by FAO, women were involved at village level during the IDP Vulnerability Assessment for their needs and the specific challenges they face regarding post-disaster recovery. AKRSP, an Implementing Partner of UNICEF in Chitral, ensured that Local Support Organisations (LSOs) have half of women in the management structure. This did not happen within the last four years of MYHP only, since the LSO establishment and strengthening by AKRSP has a history of over two decades. The MYHP however certainly contributed to this end with material and institutional input.

2.1.6 Beneficiary participation in NDC programming

84% beneficiaries participated in choosing suitable activities for themselves and responded that the project interventions were highly relevant and needed by them to overcome the effects of disasters. Chitral, Layyah and Nushki scored this very high (between 90-100%). 75% of the beneficiaries felt highly involved in the implementation of the activities (**Figure 11**). Ideally 'involvement' of the beneficiaries in implementation may mean that they were involved in identification of beneficiaries/schemes/support type as well as in actual implementation of the activities as happens mostly in the case of infrastructure projects. Involvement in case of emergency response intervention (e.g. distribution of NFI) where a thorough community mobilisation was not possible due to time constraints, could be a perception-based indicator. Involvement in implementation also refers to construction schemes such as drinking water, protection structures, shelters etc.

Under the "FSL & Agriculture" component, overall 75% of the respondents felt involved in the implementation of the project activities (87% in Badin, 13% in Chitral, 80% in Kashmore, 93% in Layyah, 93% in Nushki, and 52% in Umerkot – where NDC intervention is rather short and recent). In case of WASH component, 72% beneficiaries perceived an active involvement in implementation of the activities. Among districts, this was 82% in Badin, 63% in Chitral, 77% in Kashmore, 84% in Layyah, 65% in Nushki and 65% in Umerkot. **Figure 11** indicates that in total, 81% respondents felt engaged in

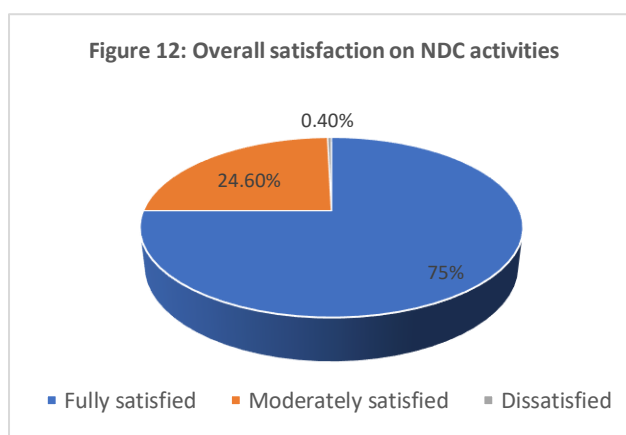
the implementation of the Shelter and NFI component (78% in Badin, 44% in Chitral, 75% in Kashmore, 88% in Layyah and 96% in Nushki).



The vulnerable individuals were not engaged as passive beneficiaries. They were also inspired to play a lead role. **PwDs** too were motivated to identifying beneficiaries as a means to increase their role in planning, designing and implementing programme activities. ACTED engaged 15 men and women beneficiaries - including **PwDs** and elderly individuals - for supervising Cash for Work activities.

2.2 Level of beneficiary satisfaction from NDC assistance

Overall, about 75% (367) beneficiaries expressed complete satisfaction with NDC interventions whereas 24% (126) reported moderate satisfaction with NDC interventions. Only 1% (2 beneficiaries) reported dissatisfaction with NDC interventions (**Figure 12**). The same aspect was triangulated with another question whether NDC interventions have contributed to the improvement of well-being and socio-economic condition - 75% beneficiaries (372) reported an improvement, 18% beneficiaries (90) improvement to some extent and 7% beneficiaries (33) feel no significant improvement as a result of interventions.



Gendered analysis of satisfaction:

Although responses from women beneficiaries are marginally more positive than men, there are very little gender differences in the responses noted above. Women are slightly more convinced than men that the activities contribute to improved well-being of beneficiaries to a significant or some extent. Both women and men express their satisfaction with NDC activities (**Table 3**).

Variable	Women	%age	Men	%age
Contribution of MYHP to wellbeing – significant	172	79%	200	73%
Contribution of MYHP to wellbeing - to some extent	42	19%	48	17%
Contribution of MYHP to wellbeing – insignificant	5	2%	28	10%
Total	219		276	
Overall satisfied with MYHP	159	72.5%	208	75.5%
Overall, somewhat satisfied with MYHP	59	27%	67	24%
Overall dissatisfied with MYHP	1	0.5%	1	0.5%
Total	219		276	

Analysis of satisfaction with NDC interventions by income groups:

The beneficiaries from lower income groups seemed more satisfied with NDC interventions than higher income groups. 95% of beneficiaries who have opted the option “very satisfied” came from 30,000 or lower. The remaining 5% come from higher income groups. This indicates that the beneficiaries from lower income groups, whose capacity to recover from disaster effects is the lowest, have expressed greater satisfaction on NDC interventions. This is often the group who has nothing to count on if an external help does not arrive.

Analysis of satisfaction on NDC interventions by districts:

Overall rate of satisfaction of interviewed beneficiaries with NDC activities is 75% (Table 4). A district-wise analysis shows 62% level of satisfaction¹⁸ in Badin, 89% in Chitral, 56% in Kashmore, 83% in Layyah, 81% in Nushki and 82% in Umerkot. These figures however are also supplemented with second category of responses from over 24.6% of the beneficiaries stating that they are somewhat or moderately satisfied with NDC interventions. Only 0.4% beneficiaries, express dissatisfaction (only reported in Kashmore, 2% of the district beneficiaries).

Beneficiaries interviewed	495	90	45	90	90	90	90
	Total	Badin	Chitral	Kashmore	Layyah	Nushki	Umerkot
Overall satisfied	367	55	40	50	75	73	74
	75%	15%	11%	14%	20%	20%	20%
District-wise percentage		62%	89%	56%	83%	81%	82%
Moderately satisfied	126	35	5	38	15	17	16
	24%	28%	4%	30%	12%	13%	13%
District-wise percentage		38%	11%	42%	17%	19%	18%
Overall dissatisfied	2	0	0	2	0	0	0
	<1%	0%	0%	100%	0%	0%	0%
District-wise percentage		0%	0%	2%	0%	0%	0%

2.2.1 Food Security / Livelihoods (FSL)

Within the sample of 495 interviews, 825 activities were reported by the beneficiaries under FSL interventions (Table 5):

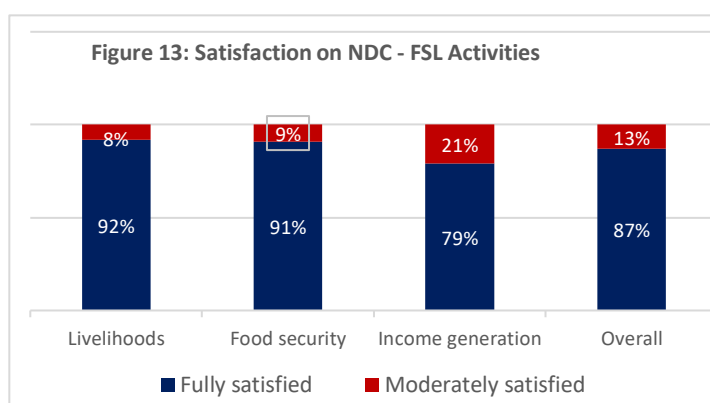
¹⁷ **Wellbeing** was explained to the beneficiaries as: Beneficiaries’ feeling of improvement in living conditions and prosperity for their family with greater safety and security and peace of mind.

¹⁸ The beneficiaries were explained that by **fully satisfied** means that they were happy with all the aspects of humanitarian assistance from identification to timely delivery of assistance including quality of material distributed / training assistance / follow ups, with ability of support in pulling them out of the devastated situation, and sustainability of support in longer or at least medium term. The phrase “**moderately satisfied**” was explained as an expression of overall satisfaction for the assistance, however with certain observation(s) on the process of implementation or the quality of support.

Agriculture inputs (package)	Capacity building training Capacity building training on Climate Smart Agriculture
Cash for work schemes	Conditional cash grant (associated with health sessions)
Construction of raised bed platform (livestock emergency refuge)	Demonstration plots (intercropping, grapes cutting packages / onion, wheat seed package)
Farming climate school training / on the job education programme	Information, Education and Communication (IEC) material distribution
Irrigation channel rehabilitation schemes	Kitchen gardening support / seed distribution kits
Livestock management and vaccination training	Livestock support package
Livestock vaccination package	Training on Community Response Persons (CRPs) on water management
Training on harvesting / post-harvest technique	Women Open School (WOS) / on the job education programme

These activities are broadly classified into three categories of activities namely Livelihood Improvement, Food Security and Income Generation.

Data in **Figure 13** indicates that the level of beneficiary satisfaction with the FSL activities is 87% (Livelihood activities: 92%, Food security: 91% and Income generation: 79%). This is supplemented with another 13% of the respondents who were moderately satisfied with FSL interventions. None of the respondents reported dissatisfaction.



Among districts, these percentages varied from intervention to intervention (**Table 6**):

	Fully satisfied						Moderately satisfied					
	Badin	Chitral	Kashmore	Layyah	Nushki	Umerkot	Badin	Chitral	Kashmore	Layyah	Nushki	Umerkot
Livelihoods	92%	100%	96%	80%	100%	94%	8%	0%	4%	20%	0%	6%
Food security	89%	100%	97%	75%	97%	97%	11%	0%	3%	25%	3%	3%
Income generation	83%	-	-	71%	-	100%	17%	-	-	29%	-	0%
Overall	88%	100%	97%	75%	99%	97%	12%	0%	3%	25%	1%	3%

In total 36% respondents affirmed to the question on whether FSL related interventions improved monthly income of the beneficiaries from pre-intervention period. Generally, these figures are still encouraging due to the fact that humanitarian programmes are usually short-term actions and do not have the luxury of long-term time investment to improvise and sustain income generation projects.

2.2.2 WASH

Within the sample of 495 interviews, 548 activities were reported by the beneficiaries under WASH interventions (**Table 7**):

Table 7: Major activities Water, Sanitation and Hygiene (WASH)

Behavioral Change Communication (BCC)	Community-led Total Sanitation (CLTS) / Pakistan Approach to Total Sanitation (PATS) Training of Trainers (ToT) training
Training of Village Sanitation Committees (VSCs) / Community Based Organisations (CBOs) Education officials / government officials	Foundation of Water management Committees (WMCs) / WASH clubs
GWSS rehabilitation and toolkits	Hand pump rehabilitation
Hygiene promotion sessions	Installation of water tanks
Latrine construction	Menstrual Hygiene Management (MHM) session
Provision of safe drinking water (water trucking)	Rehabilitation of Aranghooon water schemes
Rehabilitation of Water Supply Schemes (water supply pumping stations)	Water quality testing

These activities are broadly classified into three categories, namely Training & Education, provision of drinking water (including rehabilitation of schemes, operation and maintenance) and sanitation. Data in **Figure 14** shows that on a broader level, the level of satisfaction with WASH activities is 92% (Training and Education: 84%, DWSS: 91% and Sanitation: 100%). This is supplemented with another 7% of the respondents who were moderately satisfied with WASH interventions. Only <1% of the respondents reported dissatisfaction. Among districts, these percentages varied among intervention (**Table 8**).

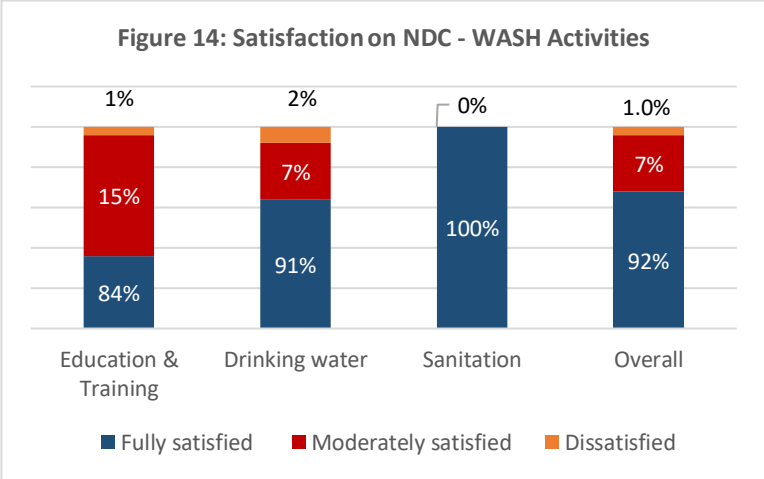


Table 8: Satisfaction on NDC - WASH Activities

	Fully satisfied						Moderately satisfied					
	Badin	Chitral	Kashmore	Layyah	Nushki	Umerkot	Badin	Chitral	Kashmore	Layyah	Nushki	Umerkot
Training	62%	72%	78%	98%	89%	100%	34%	22%	20%	2%	11%	-
Water	64%	82%	97%	-	100%	100%	24%	18%	3%	-	-	33%
Sanitation	-	-	-	-	-	-	-	-	-	-	-	-
Overall	63%	77%	87%	98%	95%	100%	29%	20%	11%	2%	11%	33%

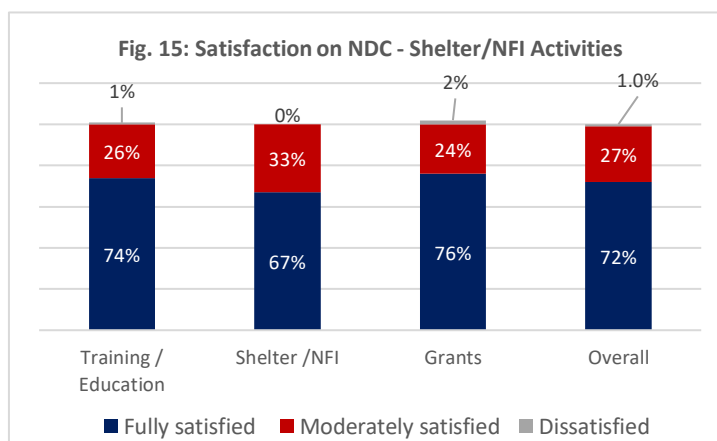
In another question if the overall WASH activities have helped improving health of people in the target communities, 71% answered affirmatively. 5% did not agree that WASH interventions helped improve people’s health, whereas 24% did not know the answer. Regarding presence of Operations and Maintenance (O&M) committees, 32% of the respondents were aware of the existence of such committees and funds for the schemes.

2.2.3 Shelter / NFI

Within the sample of 495 interviews, 941 activities were reported by the beneficiaries under Shelter/NFI interventions (**Table 9**).

Table 9: Major activities Shelter / Non-Food Items (NFIs)	
Recovery	Response
One room shelter construction (including DRR training)	Distribution of Shelter/NFI kits
IEC material distribution	IEC material distribution
Shelter repair kits and cash grants	Where applicable, cash grants

These activities are broadly classified into three categories of activities namely Training and Education, Shelter and NFI and Grants meant to support shelter activities. Data in **Figure 15** shows that on a broader level, the level of satisfaction from the beneficiaries with shelter/NFI activities was 72% (Training and Education: 74%, Shelter and NFI: 67% and Grants: 76%). This is supplemented with another 28% of the respondents who were moderately satisfied with Shelter/NFI interventions. There responses (0.4%) stated dissatisfaction.



Among districts, these percentages varied from intervention to intervention (**Table 10**):

Table 10: Satisfaction on NDC - Shelter / NFI Activities										
	Fully satisfied					Moderately satisfied				
	Badin	Chitral	Kashmore	Layyah	Nushki	Badin	Chitral	Kashmore	Layyah	Nushki
Training and Education	59%	100%	50%	89%	0%	41%	0%	0%	11%	0%
Shelter	81%	100%	63%	60%	63%	19%	0%	38%	40%	37%
Grants	64%	100%	65%	85%	62%	36%	0%	37%	15%	38%
Overall	68%	100%	59%	78%	63%	32%	0%	37%	22%	37%

2.2.4 Commentary on level of satisfaction among beneficiaries

A high percentage of the beneficiaries (75%) was fully satisfied with the NDC's support. There were few cases of "moderate satisfaction" and <1% dissatisfaction. From humanitarian perspective, this is a huge success – since usually humanitarian support is mobilized within a little time in sometimes unknown communities. Despite these realities, in this case the level of success is commendable. In an effort to probe, why in certain cases the beneficiaries had rated moderate or even dissatisfaction, the following was derived from the beneficiaries' replies (supplemented by KIIs comments):

1. Beneficiaries have often rated moderate – not because the quality of support was inadequate or unsatisfactory – but because they assessed that the quantum of support was far smaller than the magnitude of the problem in their perception. Examples include:
 - a. The money earned from Cash for Work activities could hardly support their families for about a month. In two cases they wanted to pay debt which was larger than cash earned.
 - b. The shelter arranged with humanitarian support did not match their pre-disaster situation
 - c. Livestock losses were far bigger than compensated
 - d. Some of the seeds provided to secure crop season did not germinate or was not enough for the cultivable land.

All these explanations reflect a high expectation from a humanitarian assistance – which is mainly meant to save lives and prevent people move into further vulnerability. Provided support may not

be enough to quickly recover to the pre-disaster situation which is often the case with emergency response. The expectations need to be rationalized during mobilization process – which was done as was shared with the evaluation team, but yet easier said than done.

2. Beneficiaries, unfortunately, start comparing themselves with other fellow beneficiaries. In Kashmore for instance, one female beneficiary was dissatisfied because her neighbour received a relatively greater assistance for NFIs when compared to her – although she confirmed having received what was promised to her. For beneficiaries at times it is difficult to understand humanitarian organisations’ logic of beneficiary needs assessment (which is conducted to determine who needs what and with what quantities). Hence those who did not receive something which their fellow community member did, led to their dwindled satisfaction.
3. Another argument for the “moderate” responses was the sustainability argument. Without naming a specific activity, the beneficiaries were concerned about the sustainability of certain benefits (which in principles may come from a long-term development support only or beneficiaries’ own attitude to sustain with own effort). Some of the examples include income generation activities, provision of agriculture implements, hand pumps, NFIs and so on. People affected by drought and heatwave were especially concerned about the frequency of this natural disaster and that a humanitarian support may be effective in time, but in the long run much more is needed to create resilience.

2.3 Relevance

All the NDC partners and key informants agree that NDC’s Programme in Pakistan is relevant for the country. As a Consortium, NDC served a great opportunity to implement multiple actions in the field in diverse disaster risk contexts. The Consortium modality, instead of acting as individual organisations, thus infused a culture of complimentary support to meet multiple needs in a disaster-prone context and to mitigate the effects of disasters that occurred during the first four years of the Programme. The NDC partners are ready to share knowledge and specialized strengths with each other in the event of emergencies and quick actions.

2.3.1 Project design and theory of change

NDC implemented MYHP for timely delivery of appropriate relief in the aftermath of disasters, offer integrated relief and recovery which aims to reduce marginalized people’s vulnerability to future shocks and build improved and effective systems to help people gain access to services with improved coordination. The programme was designed assuming that the recurrent large-scale disasters displacing three million people every year may continue in the coming years. This assumption did not hold true. No major disaster of a large-scale took place in these years. Member agencies operationalized residual recovery programmes following the earthquake in Chitral KP and flooding in Sindh during 2015.

The programme, however, remained on track and in line with the foreseen outcome and impact with diverse events and geographical areas and continued to also invest in building residual capacities of beneficiaries to better respond to disasters in future. The beneficiaries appreciated such engagement that went beyond relief and response. As noted earlier, 81% beneficiaries reported that the activities catered for their priority needs for improving socio economic conditions/wellbeing of their families/areas. At the same time, under all the three components they have appreciated training and capacity development support in FSL, WASH and Shelter/NFI. This is a good sign which shows that the beneficiaries also value soft activities and do not rate them any less than hard activities.

In conclusion therefore, there is no doubt that the theory of change of NDC-MYHP is still valid, <the people affected by disasters have access to timely, appropriate and good value humanitarian assistance to recover which leads to reduced vulnerability to future shocks (outcome, DFID logframe for MYHP)> and relevant. It may be further strengthened in future to include capacity building and preparedness along the line of CBDRM and Linking LRRD to remain relevant and to acquire better preparedness.

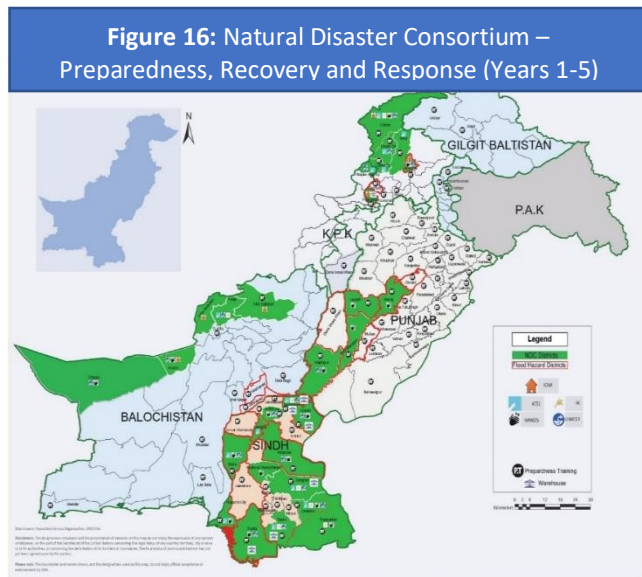
2.3.2 Geographical locations

Selection of districts took place in consultation with authorities. The NDC's engagement through DFID's MYHP has been extended in the following province-wise geographical locations:

- **KP:** Bajaur, Chitral, Upper and Lower Dir, Shangla, Swat;
- **Sindh:** Badin, Benizarabad, Dadu, Kashmore, Sangarh, Ghotki, Jacobabad, Karachi, Kashmore, Khairpur, Larkana, Shahid Shikarpur, Sujawal, Thatta, Tharparker;
- **Balochistan:** Chaghai, Pishin, Nushki, Qilla Abdullah, Qilla Saifullah;
- **Punjab:** Jhang, Muzaffargarh, Rajanpur, Layya, and;
- **Azad Jammu Kashmir (AJK):** Neelum

While the selection of geographical locations was led by disaster events, the choice of districts was still relevant since some of the disasters were wide-spread and bigger in scale. With time, the partners have proven their interest, capability and capacity to address location specific challenges including extreme climatic events and change indicators. An ability to respond in Nushki in Balochistan as oppose to Chitral in KP is not an ordinary deal. At the same time, however, a large national presence comes with a challenge to sustain quality and acquire local ownership of a comparable standard.

Selection of districts was led by signs of disasters or an already declared emergency by the National, Provincial Disaster Management Authorities or District Disaster Management Units. These districts are highly vulnerable to frequent multi-hazards due from climate extreme events. The partners acted in these districts due to emergency; however, in the process to initiate and enhance recovery, they also contributed to building resilience in these districts to face future disasters with more strength. In addition to these districts where actions were taken, Multi-Sector Preparedness (MSP) and Multisector Integrated Rapid Assessment (MIRA) trainings were conducted for participants coming from over 112 districts at 27 locations all over Pakistan (KP, Balochistan, Sindh, Punjab, AJK and Gilgit-Baltistan). This has helped embeddedness of NDC partners in the districts where if any disaster situation emerges, they may quickly activate their linkages and organise response with very little time investment. An overall coverage therefore has been far larger than one organisation could cover.



2.3.2 Policy context

It is globally recognized that Pakistan is the 5th on the list of countries most prone to natural disasters or climate risks (Germanwatch 2020). In response to this, the government of Pakistan has established National and Provincial Disaster Management Authorities (NDMA and PDMAs) and formulated

National Disaster Risk Management Policy (2013). Based on policy recommendation, the NDMA formulated Disaster Risk Management Framework, plan and guidelines. The NDMA also launched National Flood Protection Plan and Host Nation Guidelines (HNGs) for foreign assistance to Pakistan during disasters. The humanitarian architecture in the country comprises NDMA and PDMA at the policy level but also NGOs as an important partner at the delivery end along district-based disaster management units and eventually different community-based groups where exist. NDC's relevance lies at the heart of this architecture. NGOs and multilateral international organisations are believed to have a very fast delivery mechanism and the ability to mobilize large scale support. In addition, NGOs are expected to build local capacities. NDC with its clusters of activities and the ability to act fast (on average two weeks, due to partners outreach, physical presence and financial capacity due to MYHP)¹⁹ has an edge to supersede this expectation as is demonstrated during the last few years in MYHP. NDC is also represented in other humanitarian networks and consortia and ability to leverage (e.g. UN agencies in Humanitarian Country Team (HCT), ACTED in Start Network, HANDS in National Humanitarian Network (NHN) and also ACTED and FAO in BDRP.

A Climate Change Policy was formulated in 2012 which recognizes the challenges of climate variability and extremes. Some of the most appropriate measures including disaster preparedness, institutional strengthening and capacity building, technology transfer, introduction of climate change issue in higher education curricula, addressing the issue of deforestation and illegal trade in timber, promoting Clean Development Mechanisms (CDM), and raising Pakistan's stance regarding climate change at various international forums, have been incorporated as important components of the policy. The policy proposes proper risk management system including drought forecasting and management system and addressing disaster risks in the context of climate change in a holistic manner.





At micro-level, the agencies operate in coordination with the government line departments for various activities such as endorsement of IEC materials, administration of livestock vaccination, selection of seeds, fodder etc. Every intervention is carried out in coordination with and endorsement by the district and local government line departments.

A reference must also be made here to Sendai Framework for DRR 2015-2030²⁰ of the United Nations. Understanding disaster risk (Priority 1); strengthening disaster risk governance to manage disaster risk (Priority 2); investing in disaster risk reduction for resilience (Priority 3); and, enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction (Priority 4) are four priorities of the framework. Within this larger paradigm, Climate Change – Disaster Risk Management (CCDRM) approach of NDC in Pakistan is highly relevant and addresses most of the above-mentioned national and global priorities. NDC has several elements in the portfolio that contribute to enhancing the adaptive capacities of target communities, improving disaster risk governance and ensuring pathways to recover from the effects of disasters to improve resilience. An assessment with examples is noted below in **Table 11**.

¹⁹ MYHP Annual Report 2019

²⁰ https://www.preventionweb.net/files/43291_sendaimrameworkfordrren.pdf

Table 11: NDC assessment within Priorities of the Sendai Framework for DRR 2015-2030

	Understanding disaster risk (Priority 1)
	This entailed collaboration with relevant institutions for risk prediction and warning; assessing risks associated with drought / crop failure and risks to lives (human and livestock). So far, NDC's major attention remained on assessing needs in the aftermath of a disaster – and attuning its support to improve resilience to face the next disaster.
	Strengthening disaster risk governance to manage disaster risk (Priority 2)
	It has two important aspects: Improving coordination among multiple actors in humanitarian response (including NGOs, government, local government); and Improved local capacities to prevent a disaster and respond first before an external help arrives. Each NDC partner used its own areas of influence to impact improved governance of humanitarian support. NDC practiced good internal governance principles (e.g. avoiding internal overlaps, share information, cross monitoring of interventions) Although NDC lobbied for authorities to take timely decisions, it had little contribution to improve external governance in disaster risk management.
	Investing in disaster risk reduction for resilience (Priority 3)
	NDC was very successful in this pillar. The interventions were designed to inculcated better preparedness among beneficiaries for the next disaster events. Examples include carpet coverage of livestock through vaccination and creating a system to replicate in the following years; River training structures – especially in Chitral to prevent risk of river over-flow and GLOF; Early warning, especially in case of drought, improved drinking water / sanitation structures etc.
	Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction (Priority 4)
	The beneficiaries learned new skills in the reconstruction and rehabilitation process. Local actors in over 112 districts were trained on different aspects of humanitarian assistance. All the interventions performed as rehabilitation actions, ultimately contributed to better preparedness (e.g. weather-proof shelters, climate smart agriculture). Approaches, such as Pakistan Approach to Total Sanitation (PATS), were applied for a longer-term impact.

In addition, NDC's objectives are also aligned with Grand bargain²¹ agreed in the United Nations World Humanitarian Summit (WHS) held in Istanbul, Turkey in 2016. The summit was an initiative of the Secretary-General of the United Nations Ban Ki-moon and was organised by UN OCHA and agreed on a five-year action agenda to develop a humanitarian system that was more global, accountable, robust and based on knowledge sharing.

2.3.3 Vulnerabilities of target population

When disasters strike, the most affected are the ones with the least coping strategy to face disasters. These include children, women, people with disabilities, elderly, minorities, small farmers and self-operators. As discussed in the earlier section, some of the vulnerabilities are location specific. Most of the poorest communities live in areas exposed to highest risks (e.g. in the range of slides, around flood or Glacier Lake Outburst (GLOF) prone locations, areas with water shortage etc.). Forced irregular migration of men due to disasters has further increased this exposure of the weaker ones left behind. All the NDC partners sound sensitive to these realities and chose to serve most vulnerable and affected people. The process of vulnerability assessment and profiling was assured by the Consortium with multiple tools and methods, jointly steered by partners under the lead of IOM. This further added

²¹ The Grand Bargain is an agreement between some of the largest donors and aid providers, which aims to get more means into the hands of people in need. The Grand Bargain was first proposed by the former UN Secretary General's High-Level Panel on Humanitarian Financing in its report "Too Important to Fail: addressing the humanitarian financing gap" as one of the solutions to address the humanitarian financing gap

quality to NDC's actions and to reach out to those who needed the humanitarian assistance most. This increased relevance of NDC for the disaster prone and affected communities all over the country.

Managing risks and disasters

The very fundamental objective of establishing NDC was to act in a capable and assertive way to respond to disasters. At the juncture of several years of working together, partners believe that this specific focus of NDC must remain intact in future. This stems from the confidence gained due to the efficiency and scale with which the disasters of multiple nature in diverse locations were responded to. NDC partners believe that they acquired a joint capability to mobilize well-prepared response in case disaster occurs. Their ability to assess risk prevalence and induce early warning has improved with multiple scales and means.

NDC as a learning opportunity: IOM believes that NDC and partners' capacities evolved over time. Tools improved with every response action and became more standardized or harmonized. One of these is the Response Trigger Mechanism. Building on four years of experience, MYHP stakeholders felt that this tool needed revision due to invalidity of assumptions in the logframe and the changing context and to benefit likelihood of climate risks that may manifest themselves more frequently.

Building response capacity

In four years with MYHP, over 3.4 million people were served in multiple districts all over Pakistan in close coordination with local stakeholders. All the NDC partners indicated their ability to build capacity of local partners on the job (including local government). By teaming up with local actors, every response action from NDC partners leaves behind improved capacities, a better local response mechanism and improved coping strategies among communities and local actors.

The warehouses established by ACTED are located at strategic locations. These serve not just for ensuring safe storage of stocks but to also enhance local response capacity. Emergency Response Centres in Chitral (Gram Chashma and Ayun) are locus for the government and community duty bearers to extend response, and to train response committees, operate conveniently, and serve as information centres in case of disasters.

Building long term resilience

Improved resilience and coping capacity must include all the three elements namely prevention, mitigation and preparedness. Resilient livelihoods with an ability to predict risks and early preparedness help mitigating or reducing the effects of disasters. The MYHP document mentions climate change as a context for frequent disaster events in Pakistan. NDC interventions have not been analysed, packaged or presented from climate lens. Realizing this, partners are keen to analyse their work with the climate change lens (adaptation, building resilience, mainstreaming climate information). As a lesson, the significance of establishing locally appropriate, transparent and accountable systems for identifying vulnerable households and individuals surfaced as prime ingredient of resilience building (women and men, particularly from poor and disadvantaged communities suffering from negative impact of climate change and natural disaster risk).

UNICEF in WASH / Water: UNICEF designed all the interventions for moving from the emergency into development. In flood prone areas, flood resistant hand pumps were introduced on raised platform keeping in view the last flood level in the past 10 years. These were good for people with disabilities (PwD). Raised platforms helped keeping water quality intact, the structures remained flood resilient, and served to protect people operating them.

Enhancing adaptive capacity

NDC strived to foster **customized solutions** for ensuring context specific actions to improve adaptive capacity of beneficiaries. The NDC portfolio was analysed for its contribution to improving beneficiaries' resilience. While FAO seemed leading in this specific area, other partners also had a few examples in this regard, also confirmed in the field:

FAO is experienced in conducting research, climate zoning, water conservation, climate smart agriculture profiling and watershed management with short-medium-long term planning. There has been a demonstrated effort in building adaptive capacities of farmers (small-landholders, self-operators, small herders) by training, restocking seed and providing equipment for farming, animal health and solar driers.

1. **ACTED:** In Sindh North, use of lime based / age resistant shelter material in flood response served also for heat resistance. In Sindh South, post-flood bamboo structures helped greater resistance against heatwave. Earthquake resistant shelters in Chitral were also winterized.
2. **HANDS:** Saline aquaculture was promoted in drought affected Sindh. Red tilapia is being bred by the villagers. Water ponds locally known as *Nawar* in Balochistan built in Cash for Work activities had increased size to evaporate slower due to more depth. Waste-water management practices were promoted in drought affected areas for cultivating fodder and fruit trees.
3. **IOM:** Coordinating organisations with multiple competences to manage quick response is crucial during humanitarian situation, and a competence in itself. IOM dealt with natural disasters and took an extensive role since 2010 bringing together different organisations that became a foundation of NDC. In order to improve response to climate induced disasters, linkages with actors having climate expertise are being acquired to offer better coordination services.
4. **UNICEF:** Despite a short-term planning cycles for individual actions in NDC, the focus remained consistent over the years and contributed to building long term adaptive capacity. Most water supply schemes were converted to alternate energy sources. In rural areas, functionality of WASH schemes was improved where controls remain with Public Health Engineering Department (PHED). As part of a longer-term adaptive strategy, UNICEF is trying to push for water conservation (e.g. successful practice of water metering in Chitral, Thar, and Umerkot).

Linking Relief, Rehabilitation and Development (LRRD)

Disasters eradicate decades of development gains. The emergency response and short-term rehabilitation cannot recover these losses. The actual challenge begins when NGOs and government withdraw their humanitarian support. A vacuum leaves communities and local institutions in an isolated and even more vulnerable situation. NDC is aware of the fundamental difference in the nature of programming; humanitarian aid is designed to be rapid and flexible to allow for a speedy response. On the contrary, development programmes are usually run in conjunction with the government with multi-year medium / long term programming. However, partners made efforts to lay foundation and good capacities on ground for an effective continuum to development actions beyond MYHP. Partners are well-positioned to continue programming in geographical areas where humanitarian opportunities took them and gave a kickstart: FAO for instance with long-term agenda on climate smart agriculture, ACTED on skills, UNICEF on WASH and HANDS on livelihoods.

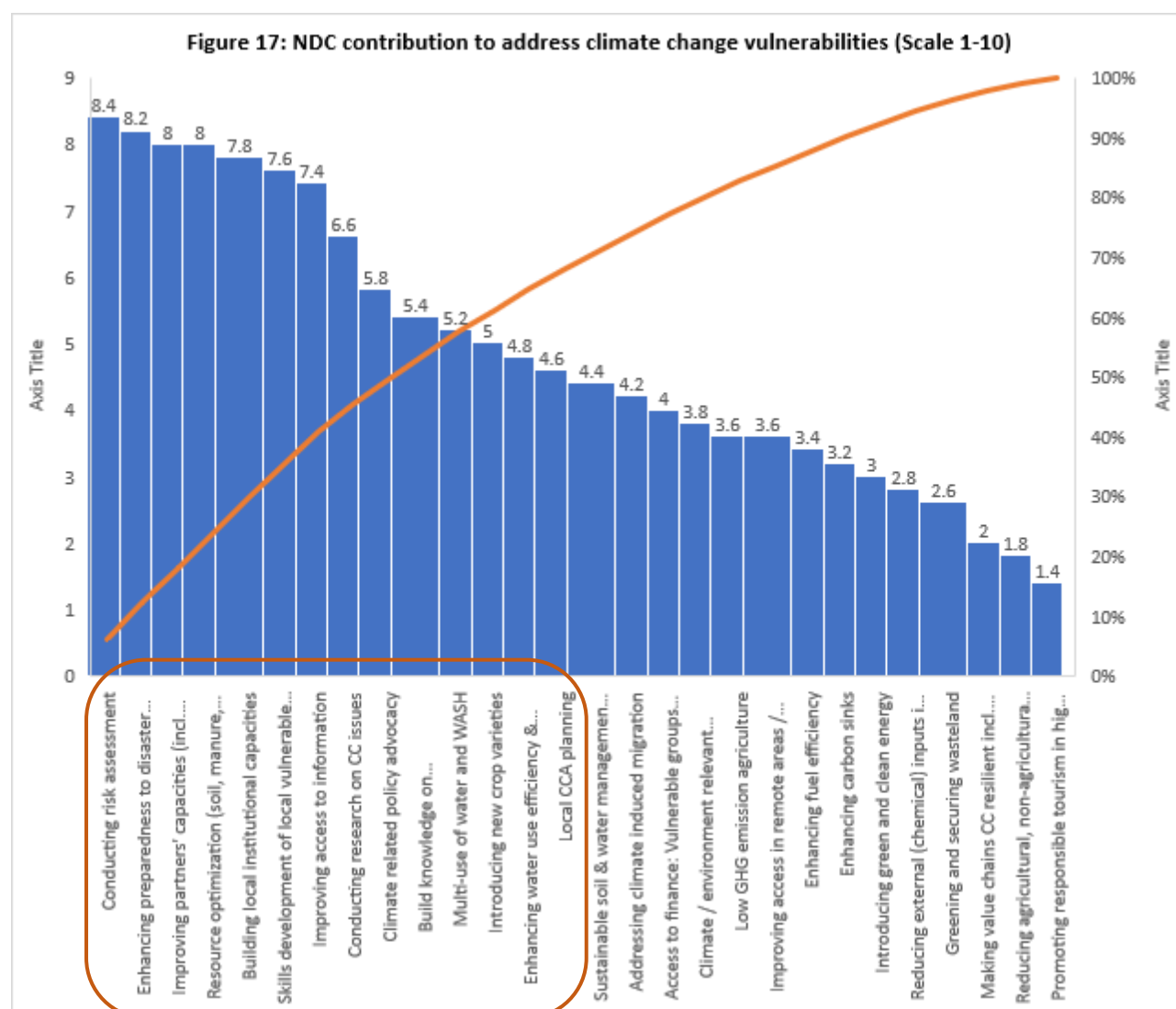
HANDS introduced alternate income opportunities for drought affected community linking relief with development. In drought affected areas, block printing and embroidery (famous cultural traits in Sindh) were promoted as alternative livelihoods to relying solely on high risk livestock and seasonal cropping. Availability of water was ensured in markets and other public places. Village Community organisations and DRR Committees' role was enhanced to coordinate with authorities to anticipate disasters (floods and droughts).

2.3.4 Relevance to changing climate

A questionnaire was circulated among NDC partners based on a checklist of twenty-eight selected key ingredients of Climate Change Adaptation (CCA). A gradient has been determined through perception-based scoring on a scale 1-10 by individual partners of NDC based on past contribution in NDC engagement. According to the collective analysis, the NDC partners perceive making a difference in at least half of them through their *primary services and specialized competences*. Some of the ingredients in the other half came out as *secondary, yet important, competences* contributing to resilience (**Figure 17, Annex 9** for visual presentation of this analysis).

The gradient reconfirmed NDC partners' confidence on their relevance and ability to perform in certain areas and the felt need to acquire further excellence in the other in the field of adaptation to climate change and to further strengthen resilience of their beneficiaries.

Another angle to look at it, however, is that NDC is yet to acquire a joint longer-term resilience building action since creating integrated adaptive capacity among communities is not possible through responding from one disaster to the other and short-term recovery action. With complementary strengths, the NDC partners may arrive at a strong strategy for addressing long term resilience and adaptation needs to climate change.



2.4 Effectiveness

Output 1 of DFID logframe relates to speed of the humanitarian response after acquiring NOC following large scale natural disasters. The NDC capacity to respond to natural disasters quickly (within 2 weeks) exceeded expectations (one month anticipated time²²). In some areas it was reinforced by District Disaster Management Centres (DDMCs) constructed under the programme since 2013. Stocks of relief response supplies were held in readiness for local use in the event of disasters (AR 2019). NDC partners' stand-by arrangement through various modalities with vendors and partners ensured immediate supply of relief items in case of disaster. Sustained Institutional memory of NDC also saved enormous energy and time by mobilizing staff and local partners quickly with little training needs and orientation on SOPs etc. NDC was reportedly the first one to respond in drought of Sindh and Balochistan in 2018-2019. A huge relationship management effort went into mobilizing different actions (including the government to declare that the disaster).

The key assumption driving Output 1 of the logframe was that (on average) natural disasters displace 3 million people annually with a smaller number displaced by conflict. The Government's National Drought Plan estimated that 5 million people were affected by drought in 26 districts of Sindh and Balochistan. The realignment of NDC Year 4 recovery interventions to implement the response was approved by DFID in March 2019. Consequently, NDC members applied for No Objection Certificates (NOCs) in relevant districts to initiate the response. UN agencies however, such as FAO and UNICEF, due to their long-standing relationship and coordination with Government departments, were able to initiate drought response interventions as soon as funding was confirmed. Partners were able to respond quickly (in some cases exceeding targets) and the NDC implemented drought response programmes in both provinces reached a total of 2,802,360 people²³.

According to the stakeholders, the money was spent wisely by introducing cost effective activities. Solutions were economic in terms of results achieved. Some of the most referred examples included WASH activities which often surpassed number of target beneficiaries, flood protection schemes just at the right places, and introduction of drought resistant varieties and low external input agricultural techniques. The NDC partners have used multiple approaches and innovative activities to help affected communities recover and rebuild themselves from the effects of disasters. These approaches have remained effective in achieving the overall outcome to reduce vulnerability to future shocks.

2.4.1 Effectiveness of the tools applied

i. Food Security and Livelihood Support (FSL)

The NDC facilitated several activities including the construction /rehabilitation of irrigation channels, building access roads, improved livestock and farming etc. Through CfW approach, the beneficiaries were engaged to improve their own infrastructure, shelter and means of livelihood. The real purpose was to improve village-wide means of livelihood, whereas wages only incentivized to initiate the task and to survive the most difficult first few weeks after the disaster event. Agriculture, kitchen gardening, water management, livestock tending, and vaccination trainings improved complementary knowledge and skills of people to enrich and multiply their sources of livelihoods. Agriculture skills, information, inputs, modern and climate smart techniques and quality seeds were also distributed for plentiful produce.

Livelihoods Support is based on identification of the most vulnerable households. This vulnerability is determined in various ways. These are often small farmers, self-operators with low risk-taking

²² DfID Logframe MYHP

²³ Annual report 2019.

capability. As farmers, these households depend on climate and are first hit by climate atrocities. Some of the examples of FSL approaches and activities are presented in **Annex 10**.

Most of the interventions under FSL were not fundamentally new – but were very effective in pulling disaster affected communities out of the deep curve and regain a good start for the livelihoods. An important element for the future may be to sustain these activities by the beneficiaries. For instance, women who stated kitchen gardens need to internalize that these are for themselves and their family. Some of the field observations indicated that the gardeners were not very attentive with their produce. A stronger ownership will lead to improved resilience. The local IPs of NDC’s partners may follow up on this and sensitize communities to make more from the little opportunities cultivated by the project by putting their own efforts.

A range of knowledge products have been developed for the Government as well as for communities to promote adoption. FAO also tried to introduce the idea of crop insurance; however, the idea is still evolving with a few insurance companies. It may be worthwhile studying examples from the region to further mature this idea. The Government of Punjab for instance has also launched crop insurance in 2019 for vulnerable farmers against all unfavourable circumstances²⁴.

ii. Water, Sanitation Hygiene (WASH)

Pakistan is the 5th largest country where about 22 million people still practice Open Defecation (OD) with stark rural-urban disparities. Around 19% of the rural and 1% of the urban people practice OD. Although access to water and toilets has improved in the last 15 years²⁵, overall availability of WASH facilities especially in rural areas remains a massive challenge. Close to 43% of the rural population have on-premises handwashing facility without soap and 11% of them have no facility at all. Poor hygiene, inadequate sources of water and poorly makeshift latrines, OD and katcha drainage excessively contaminate drinking water and cause waterborne diseases, largely in rural areas with limited or poor access to water and sanitation.

Led by UNICEF, NDC provided safe drinking water through large scale rehabilitations or installation of water schemes by UNICEF and ACTED. This was critical especially in the context of drought when the water tables dropped too low with higher levels of Total Dissolved Solids (TDS), making the water saline and undrinkable. UNICEF modelled its WASH component following the Community Led Total Sanitation (CLTS) approach. The programme has mobilized communities to create demand with a supply-side support to help them become Open Defecation Free (ODF) along with recovering the WASH facilities damaged in heavy rains and floods in 2010-11 and 2015. Behavioural Change Communication (BCC) measures were also adopted through training, demonstration, reinforcing practices and by distributing Information, Education and Communication (IEC) material. Communities were mobilized to construct latrines within their own households with the provision of subsidies to those who could not afford the cost. The CLTS intervention included households’ demo-latrines and the distribution of ‘sanitation kits’ comprising key materials desired to build a latrine but only for the most vulnerable. Rehabilitation of water supply schemes (of households as well as communal) were also part of the programme. Some of the approaches and activities are listed in **Annex 10**.

The main sustainability challenge in WASH is lack of initiative and continuation of appropriate behaviour for safer health. It is very personal and has limited scope for the outsiders to ensure that the improved practices taught also continue. Anecdotal evidence in all the districts suggests enhanced use of safe-drinking water, increased use of hygiene and sanitation practices and continued display and distribution of IEC material. With improved sanitation practices, the practice of OD is coming down, slowly but gradually. It was also encouraging to note that not only the communities in Chitral

²⁴ <https://www.bakhabarkissan.com/punjab-government-launches-crop-insurance-scheme/>

²⁵ Thewodros Mulugeta, Daily Times (14 January 2019) The Cost of Poor Sanitation in Pakistan

were highly motivated and actively participated in rehabilitating and constructing water supply schemes, but a member of the community (from UC Charun) also donated a piece of land free of cost to construct the reservoir. Also, the community constructed a toilet for special children in the school.

iii. Shelter and distribution of Non-Food Items (Shelter/NFIs)

Households already affected by heavy rains and massive floods (2010-2011 and 2015) were facilitated to construct stable, robust and disaster resilient homes, i.e. one-room shelters. Well-researched and technically tested flood-resistant DRR techniques comprising plinth-raising, mud-toe reinforcing walls base, lime-stabilized material and plastering walls, corner-bracing and lighter roof-stuff were introduced. Materials and methods used were rather economical, locally acceptable, climatically appropriate and environment and culturally friendly. The beneficiaries were advised and supported to construct improvised shelters with built-in environmental hazard resilience and DRR capacity. Some of the examples of approaches and activities under this component are listed in Annex 10.

Gama Khan, the beneficiary from Baseera Jadeed, Layyah said that, ‘I was proposed a room of 12X14’ while I constructed 14X16’ room and bore the extra cost myself. I followed technical advice of HANDS staff. We used to construct our houses at the ground level. Now we raise it around 3 feet from the ground. Mix lime with mortar for walls, which is a very helpful advice from HANDS. However, other than those facilitated by HANDS, no other house has been constructed on the prescribed pattern’.

For shelter support, the beneficiaries, especially women, were satisfied as they had now used the structure for quite some time. Beneficiaries in Sindh were highly satisfied with the shelter material distributed especially the solar lamps. They either had no access to, or electricity infrastructure was damaged by the floods in 2010-11²⁶. In the areas where seasonal and torrential rains are common, the beneficiaries preferred plastic tarpaulins for robust and flexible construction. A long-term impact of improvised shelters is quite likely. Shelter beneficiaries in Baseera Jadeed in Layyah told that their shelters were resilient and survived floods or heavy rains. HANDS implemented response in this area.

iv. Cash grants and disbursements

Embedded in DFID’s Grand Bargain commitments emerging from the World Humanitarian Summit in May 2016,²⁷ NDC included cash-transfers in its interventions under CfW for Shelter, Livelihood, and WASH activities. Although already included in the main components, out of 142 instances of cash disbursements (through Cash for Work or Cash Grants), 87% respondents were very satisfied with cash component in NDC, 8% were moderately satisfied whereas 5% were dissatisfied.

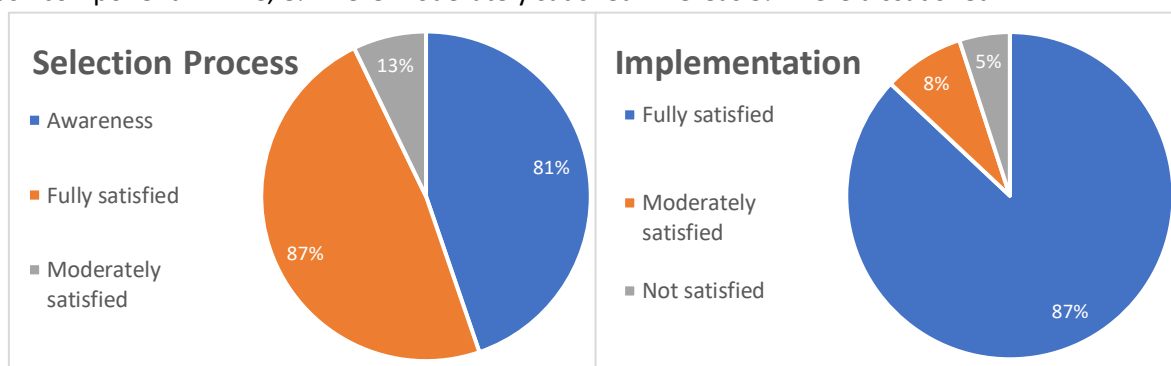


Figure 18: Cash for Work beneficiary selection and beneficiary satisfaction

²⁶ FGD in the village of Geno Koli, Tando Bgo (Badin), Participant: Teeho, Manoo, Preme Chand, Niim Laal, Shajm Dayo, Kaam Ji, Krishan and women participants as: Sundar, Lashoo, Resham, Kanji & FGD with the participants of Layyah as mentioned above.

²⁷ The Grand Bargain was an agreement between major humanitarian donors and main responding organisations to see progress in 10 set areas. These include increasing cash-based transfers, bridging the humanitarian-development divide, joint needs assessments during emergencies, and increasing access to funding and capacity building for local organisations.

The dissatisfied cases in this graph stated that the cash injection was not enough for them. NDC Partners shared that under FSL, set cash for food basket does not meet the families' requirements considering current inflation rate which affected food prices. The dissatisfied beneficiaries (5%) confirmed this issue. Moderately satisfied respondents had complains including delayed disbursements owing to the reasons beyond NDC control such as access services, lack of NICs etc.

As noted earlier, the purpose to provide Cash for Work opportunities is to give a highly needed start to the devastated families to generate cash for meeting their immediate needs. Cash grants (focused on health, FSL or shelter) are also awarded to provide a basic start.

While the use of cash-based meeting such objectives is relevant, the assumes that cash responses are always the most appropriate does not always hold true in Pakistan's context²⁸. Within cash component, utilization of cash is an important subject for analysis to ascertain whether cash is the best assistance modality in humanitarian crises. Beneficiaries did not share but partners themselves suggested that in few cases cash was used to pay debts and not the purpose it was injected for. NDC therefore suggested that instead of providing cash, commodities may be provided for food security and livelihoods to meet the basic requirement of the families e.g. distribution of food packages, voucher, and special conditional cash grants etc. NDC intends to conduct a formal research / assessment to contextualize the cash modality ensuring the cash is properly used and if reaches actual beneficiary. The learning may feed into future programming.

Without any specific data evidence, the experience from most of the staff interviewed for this report reflects that women are more responsible users of cash grants than their counterpart men. Such an analysis therefore needs to be conducted in a gender segregated manner as partners suggested.

2.4.2 Response Trigger Mechanism

NDC follows a **Response Trigger Mechanism (RTM)** which determines when to mobilize action in an area. Taking advantage of over four years of experience in different situations, NDC opted to redefine the RTM²⁹. This is to further improve timeliness in mobilising response in future. According to the NDC secretariat, it is important for all partners concerned to take the ownership of the process and define a final RTM with consensus that is based on collective experience. The DFID programme was designed on two main assumptions:

- Disasters annually affect 3.0 million people following recurrent large-scale disasters assuming that these would continue in the coming years. This assumption on displacements did not hold true. Many partners then continued to operate residual recovery programmes following an earthquake in Chitral (KP) and flooding in Sindh during 2015. This reduced the need for large reactive responses but resulted in recovery focused interventions and an overlap with DFID's 'Building Disaster Resilience Programme' (BDRP)
- The Government of Pakistan grants access for delivery partners. The shrinking space for civil society continued to pose risk to the programme although no MYHP partners had to stop their operations. This diverted the time and attention to manage potential risks, face delays over obtaining NOCs and often lost time.

In the same context, it was observed that the authorities took time (and had to be pushed at times) in declaring a disaster situation and extending an appeal for assistance. To ensure that disaster affected communities are not deprived of fast response, these indicators have been revisited to rely on other means. It is yet a topic for discussion for UN agencies who may act only when a national level

²⁸ In the case of business grants provided by the UN joint programme an evaluation showed that 30% were not used to rebuild and re-stock but was spent largely on debt repayment and health. NDC Lessons Learned Workshop 2019

²⁹ Also, in line with NDC Lessons Learned Workshop, 2019.

emergency is declared or request for assistance is generated by NDMA/PDMA. Localized events of intense disasters involving one district or valley are as important as disasters scattered within several districts. The nature of disaster also determines this. E.g. an intense earthquake or Glacier Lake Outburst Flood (GLOF) affecting one district with severe devastation merits response whereas a local flash flood may be tackled by local actors whose capacities are built by NDC partners. Therefore, the precondition in RTM has been revised from three affected districts to one.

In addition, some of the population-based indicators in the RTM represent thickly populated areas in the irrigated plains. These did not represent mountain and dryland contexts where population in the districts is much lower, although the disaster may be large in scale. The indicators did not cater for the situation in vast areas of Balochistan or Gilgit-Baltistan with sparsely located population. In order to avoid such exclusion, a few ideas have been suggested for the revision of RTM by revisiting numbers and qualifying factors to respond (**Table 12**):

Table 12: NDC Response Trigger Mechanism – recommended revisions

Disaster	Stage	Earlier	Proposed
Earthquake	Assessment	Min 1,000,000 population Min 2 districts	Min 500,000 population Min 2 districts
	Local Response	Population density 150 persons per sq.km. Damaged and destroyed houses: 10,000	Population density 150 persons per sq.km. Damaged and destroyed houses: 5000
		NDMA requests for assistance	NDMA confirmation ³⁰ of disaster
Floods / cyclones	Assessment	Min 1,000,000 population Min 2 districts	Min 500,000 population Min 1 districts
	Local Response	Min 1,000,000 population Min 2 districts	Min 500,000 population Min 1 districts
		NDMA requests for assistance	NDMA confirmation of disaster
Drought	Assessment	Min 1,000,000 population Min 2 districts	Min 500,000 population Min 2 districts
	Local Response	Min 1,000,000 population Min 2 districts	Min 300,000 population Min 1 districts
		NDMA requests for assistance	NDMA confirmation of disaster

This proposal of course does not consider one key limitation, which is, that the UN agencies cannot act without request for assistance from the government. Yet, it is worthwhile revisiting the RTM to make it more inclusive for a wider use by humanitarian organisations. The existing RTM are attached in **Annex 11** for drought, flood and cyclone and earthquakes.

2.4.3 Capacity development

In an effort to improve preparedness across country, IOM managed several training courses for government officials, humanitarian workers and organisations including NGOs and other relevant stakeholders on disaster resilience, response, rescue and relief strategies. These training courses were organised in twenty-seven (27) districts where participants from 112 districts across country could participate (Annex 12). Training courses were conducted on Multi-Sector Preparedness (MSP), Multi-sector Initial Rapid Assessment (MIRA) and Camp Coordination and Camp Management (CCCM). Assuming that trained individuals, experts, NGO staff and officials play significant role within their organizations during and immediately after natural calamities, trainings were tailor made to the needs of the participating groups. The purpose of conducting these training events was to reduced impact from humanitarian disasters in Pakistan.

³⁰ Confirmation refers to NDMA's proclamation or announcement regarding a disaster - supported through Situation Reports (sitreps).

According to the stakeholders interviewed, the skills acquired in these training courses have added value to their actions in case of local disasters. NDC needs to follow up with government to ensure sustainability and effectiveness of the training in the future and document results. These courses were tailored according to the area and the orientation of the participating groups. The NDC Secretariat actively engaged with government and non-government entities to coordinate and plan for these preparedness training events. NDC partners also confirmed that the training courses not only imparted much needed skills for a better response, these also served as a vehicle to improve networking and ownership in the districts – which is equally important for a quick mobilization of response in case of a disaster.

2.4.4 Exit strategy

Pakistan's history of frequent and diverse disasters suggests that it is not an easy exit from a programme that is meant to provide an effective response mechanism potentially for hundreds of districts across country. In addition, NDC is a fortunate arrangement among five competent partners with the right combination and there is no point losing this Consortium knowing that consortia are not built and operated easily due to the differences among organisational cultures, rules and regulations. It is therefore necessary to prepare a well thought out exit plan without losing the institutional and thematic strengths:

Exit from the MYHP: The current programme will come to an end in September 2020 after the conclusion of a budget neutral extension. As noted in the preceding pages, the NDC as Pillar I of the programme has implemented all the components as per plan, achieved good results and concluded its commitments. At this stage it is important to:

- a. Prepare a good knowledge management / retention plan. All the approaches deployed during implementation need to be documented with a clear note of lessons learned. An excellent cascade of knowledge material was shared with the evaluation – and needs to be further improved as a knowledge repository of the programme. Where needed however, position papers, articles, review papers may be produced in the remaining period and documented³¹.
- b. It is important to consolidate the list of trained individuals from 112 districts in order to follow up the impact of training and to activate the link when required. This is an asset not to be lost. The same goes for alumni partner NGOs and staff engaged over the years in the implementation of the programme.
- c. As stated in the chapter on effectiveness, each component (FSL, WASH, Shelter/NFI) has been implemented with well thought-out approaches including SOPs and quality standards. It may however be useful to arrive at *minimum* quality standards for each type / category of intervention on paper to serve as a common denominator for all the partners with a signature of NDC before the end of the programme.

The future: NDC may like to strive to attain visibility on CCDRM as the main exit strategy! As stated earlier, the programme or its individual components have not been presented or sold from the climate lens despite there has been a close connection between climate change / variability, disasters and NDC actions. The future is not in doing more of the same as planned in 2015 – it is in going next step in LRRD and CCDRM and leave immediate response and relief to the local actors. NDC may have to make an internal assessment to check the current status of CCDRM capacities; visibility material may need to be drawn from the field experiences gained in MYHP.

³¹ NDC has submitted a concept note on knowledge repository and has already shared with NDMA.

2.5 Efficiency

Joint interventions with other MYHP partners working in adjacent districts reduces costs and avoids overlapping programmes for example, female beneficiaries under the FAO kitchen gardening programme were supported through WFP cash programming and involvement in compost making for their kitchen gardens to promote organic farming. Significant reduction on office costs (£2,300 per month)³² by sharing office space with consortium partners in Hyderabad Sindh and Quetta Balochistan, and also with Government line departments as part of the drought response. The geographical spread has been enormous with several highly remote locations with tough geographical features and with a rather fast response time (on average two weeks as oppose to one month expected in the logframe after obtaining NOC). The experience and diversity of consortium members has allowed NDC to operate with minimal operational and financial risk factors.

The **efficiency** of the NDC may also be seen in the context in which humanitarian agencies operate. With shrinking space for NGOs and INGOs in Pakistan since 2013. The question of efficiency of such programmes is faced with several external factors requiring more coordination, stronger communication and lobbying (e.g. convincing government to recognize a disaster event). During NDC life, local dynamics have been highly unpredictable in Pakistan and the decision-making to respond suffered a long process and several procedural difficulties. Yet, we did not note any big delays in start-up and implementation of interventions since the teams, most of the stocks, capacities and SOPs were already in place. Lots of time that is often lost in organizing human capacity, material and how to proceed was saved.

Humanitarian assistance is not asked by the government even when badly needed. Decision-making to respond thus suffers a long process and procedural difficulties. Dynamics have been highly unpredictable, especially since 9/11 regarding access of staff to the field, changing political dynamics and dependence of international organisations on local partners, which may be inexperienced and at times non-transparent. NDC's efficiency therefore may be analysed keeping in view contextual issues in the country:

- The expertise and knowledge of international experts has been useful to the development and humanitarian programmes in Pakistan during the decade, yet to a limited extent. Their mobility is heavily restricted due to travel restrictions. Only an intermittent engagement in the field results in limited and secondary knowledge flow and therefore limited contribution even when they are capable to and want to contribute more. In case of NDC too, **competent national staff have led the work** in collaboration with international advisors to bring international know-how.
- As oppose to the difficulties faced by multiple actors regarding procurement of NOCs, **NDC remained very successful in assuring quick rollout in the field**. This was at times in a phased manner, which means, one or two partners rolled out immediately thanks to their prior physical presence, and others follow the suit. Hence delays due to NOCs for one or the other partners did not delay the train. No extra-ordinary delays in procuring NOCs were experienced. Implementation modality was adapted according to the situation with respect to quick mobilization and accessibility (direct or through IP) to prioritize efficiency of response.
- Using collective influence of the partners, NDC has successfully worked in close collaboration with NDMA and PDMA's to generate demand and call for extending immediate humanitarian support and mobilize partners. **NDC's has thus gained enormous influence to enhance readiness** within authorities on subjects not limited to disasters. An example of drought needs assessment may explain this. Drought has remained a secondary issue as far as disaster management in the country is concerned. NDC supported assessments contributed to bring this subject to the

³² MYHP Annual Report 2019

attention of policy makers with a high level of ownership in 2018-19. This area of influence may further be utilized in building residual capacity of small farmers in potentially drought prone areas, since droughts will not be rare in Pakistan given the climate challenges.

- NDC leverages mutual **information sharing** at all levels by using information channels of five organisations coming together to avoid overlaps, make assessments, communicate with government, generate timely updates. Similarly, cost / resource sharing has been assured for efficient process. Shared office spaces in the regions during response (e.g. in case of Karachi floods 2017), location of NDC M&E teams in partners' offices (e.g. Quetta, Hyderabad, Sukkhar) and joint DRMCs have helped sharing costs and resources to make the process more efficient.

2.5.1 Project governance

Led by IOM, the Consortium is managed and governed by well-defined systems of coordination, communication and monitoring to ensure timely provision and delivery of all the goods and services, along with financial support, to the partner communities. The consortium partners apply their own SOPs, procurement policies and best practices for conducting procurement. The Consortium adheres to *Do No Harm* practices, has SOPs for different components and a well-defined Response Trigger Mechanism. The partners indicate coordination and communication to have been generally smooth with a strong mutual trust built stronger over time. Bi-lateral monthly meetings between Consortium members and the Secretariat (IOM) took place to plan, address problems and to identify existing needs. The frequency of meetings increased manifold in case of a disaster event. Situation reports (Sitreps) have been a standard requirement for all disaster events and frequency has varied from multiple sitreps in a day to daily, weekly and bi-weekly.

IOM has been feeding in its agency-specific outputs into the Consortium's annual review and reporting for Strategic Priority Areas (SPAs). Thematically, it has also been co-lead of the Working Group on Capacity Development (WGCD) as part of the One-UN Programme-II and Resilience Working Group under the Outcome 6 of the programme. IOM is an active member of Pakistan's Sustainable Development Goals (SDGs) national and provincial Task Force, both at the national and provincial level for improved coordination and joint programming. It has also been presenting NDC's plans and progress to the joint UN-NDMA Quarterly Progress Review and shelter working group.

The Programme Management Team (PMT) operates to perform an overarching role overseeing the direction of the Consortium and making key decisions. The PMT also exercises budget aligning and re-aligning role between the Consortium Secretariat and the member agencies, approves response and recovery plans, proposes exchanging technical expertise and jointly strategizing the upcoming year's and the quarters' progress. The PMT has been fortunate to have a sustained institutional memory over the years. The respective monitoring tools are reviewed, alignment procedures and information management process are discussed bi-laterally between the Secretariat and the member agencies.

The NDC Steering Committee in its periodical meeting looks at the progress and outstanding issues, including programme reviews and co-ordination needs of the Consortium along with taking national and provincial government counterparts on board. The Cluster leads, co-leads, Sectoral Working Groups (SWGs) and Technical Assistance Committees (TACs) steer IPs out of several practical issues.

Separate Technical Working Groups (TWGs) have been established to review Shelter and WASH provisions for pre-positioning in relation to preparedness and response targets for the next programme cycle together with specifications and unit costs to ensure consistency and value for money (VFM). The TWGs have been critically reviewing and ranking shelter design of the participating agencies and organisations from the view of thermal insulation, comfort, local acceptability, cost and most importantly disaster resilience. Depending on need, the TWGs paid Joint Technical Monitoring visits in intervention districts to share and transmit their learning further with respect to Shelter and

WASH. The sector leads coordinated with the relevant TWGs and transmitted sector-specific expertise all through the partners.

NDC and BDRP are two programmes financed by DFID. Monitoring system however are different. BDRP's monitoring system is centralized. Whereas in case of NDC, partners have their own monitoring systems and the secretariat collates, conducts 30% verification for oversight, course correction and to check overall programme direction. Quarterly Joint Activity Monitoring (JAM) serves an excellent opportunity for relevant technical staff of all partners to exchange and share knowledge. Coordination goes beyond Islamabad office. This two-tiered monitoring may be a cost driver. However, this is Justified by the fact that there is little independent monitoring from the donor and NDC being a lead organization, feels the responsibility to play its role as a neutral player to assure transparency and overall steering.

2.5.2 Mainstream protection

As explained in the earlier sections on beneficiary satisfaction, the data show a high level of satisfaction with respect of selection of beneficiaries, majority inclusion of marginalized among selected beneficiaries, their engagement in delivering response and so on. Along with the additional Joint Activity Monitoring (JAM) and learning visits, the Consortium members implemented a comprehensive needs and gap assessments and analyses during the course of implementation to mainstream protection activities in trainings, agreements on sector-specific interventions, monitoring and integrating monitoring feedback in the activities. The examples include:

- Beneficiary assessment and prioritization to assure just and right selection of most vulnerable beneficiaries
- Acquire reassurance that activities were designed to befit needs for special assistance (e.g. women with cultural constraints, adolescent girls, PWSs, elderly etc.)
- Identify any missing need to further enhance resilience and protection
- There is always a high intention and action for grievance redressal – as fast as possible.

The NDC review and planning workshop was held on need basis to discuss programmatic and technical monitoring feedback and to incorporate lessons learned.

2.5.3 Role of IOM

IOM had a difficult task in NDC, to manage expectations, fulfil all the procedural requirements and obligations to comply commitments towards the donor and the individual partners. IOM maintained coordination and communication between the Secretariat and the partners to ensure smooth mutual collaboration without any major friction or disagreement. DFID and the individual partners expressed that this role was well performed with good achievement of results.

DFID and the individual NDC partners would have liked to see IOM's role to make more use of the NDC opportunity and comparative advantage of the Consortium.

- Play a more creative and assertive role with respect to integrating systems, plans and processes as well as in building upon, enriching and incorporating innovative and/or improvised ideas in the programme. Given that all the partner organisations are organisations with large and multi-donor programmes, an integration probably would have distracted IOM from its actual role of a Secretariat – which was to ensure good cooperation spirit among partner and deliver humanitarian assistance without fail.
- IOM may have better lobbied and negotiated with the respective Government institutes and departments such as Planning and Development departments, NDMA, PDMAs, and the sectoral departments at the provincial level. As we see in the field, this role has been performed by province-based actors including NDC partners quite effectively. For the future, it may be useful to

build on these existing networks to acquire visibility for IOM and NDC to acquire a strong image of a Consortium that has a long-term interest to continue in CCDRM.

- One factor, as also identified in the NDC lessons learned workshop 2019, is the inconsistency in NDC's visibility and branding as an entity. There is no formal communications and visibility strategy for NDC. This is highly recommended for the future, to acquire new assistance and be known for the success stories and knowledge products that NDC created.
- Partners have identified more room for learning within NDC, for instance, by capitalising Joint Activity Monitoring (JAM) visits.
- NDC's future expected role is to make a knowledge product for the DFID and broader audience. NDC has started the process for creating central repository of the best practices at national and provincial levels with relevant public sector institutions. Additionally, however, it is important to cross examine the knowledge products among partners available at hand.

2.5.4 Value for money

The Value for Money (VfM)³³ considerations are embedded into the management processes including effectiveness and efficiencies in implementation processes. The key concept is to make the best use of given resources to achieve sustainable development outcomes. With multi-year financing and using a consortia approach, all partners have shown the ability to incorporate VfM improvements³⁴. The MYHP annual report 2019 provides a comprehensive analysis of VfM and therefore this evaluation does not intend to repeat the analysis. Some of the highlights shared by NDC partners and the report include the following:

- MYHP has given grant holders the financial latitude to invest in preparedness, and to manage early responses to shocks. This is particularly appropriate in a context of recurrent disasters where preparedness may lower the cost of post-event emergency responses.
- Shelter, and WASH facilities were improved by adopting either improved design and sustainability or cost-effectiveness.
- HANDS have agreed a joint methodology and approach to shelter design with ACTED as both are consortium partners under the NDC.
- Through learning locally and incorporating evidence gathered globally, UNICEF has reduced the unit cost of WASH related hygiene kits by 48%.
- The key cost drivers for the programme (procurement of goods and services) remained consistent. These costs vary between regions where NDC has delivered assistance.
- NDC continues saved at least £17 per day by storing emergency stocks in the HANDS and ACTED warehouses in Sindh. NDC has seen an estimated cost saving of £2,300 per month in office costs by having IOM field teams sharing HANDS sub-offices in Sindh and Balochistan.
- NDC, by virtue of its active coordination with PDMAs in Balochistan and Sindh, managed to acquire NOCs for conducting drought needs assessments in these provinces.
- Multi-year financing helped NDC partners to transition from response to recovery seamlessly.
- The team verified that in Thatta the shelters built by HANDS were intact after floods, as they incorporated key DRR measures, including a raised platform, toe wall/back fill for reinforcement of walls, roof projections and appropriate framing of the structure. Encouragingly the team noted that shelter owners had already started minor repairs with the training provided to them on shelter maintenance.

³³ DFID defines VfM as 'maximising the impact of each Pound spent to improve poor people's lives.' The definition also echoes the UK's National Audit Office's definition, which says that VfM is 'the optimal use of resources to achieve intended actual outcomes <http://vfm-wash.org/about-us/what-is-value-for-money-2/>

³⁴ MYHP Annual Report 2019.

- All interventions are designed to channel maximum benefits to vulnerable individuals and households. All data collection tools used by partners are designed to collect disaggregated data on gender, age, and disability of the potential beneficiaries.
- NDC aims to assist the most vulnerable, disaster affected populations. NDC has harmonized the beneficiary selection approach between ACTED and HANDS, ensuring the consortium adheres to a single and strict vulnerability assessment for beneficiary selection.
- Procured by IOM but HANDS helped in distributing Shelter/NFI kits to 4,400 families in Qilla Abdullah, Qilla Saifullah and Nushki in Year 4. The mutual cooperation saved associated cost in the distribution process, including setting-up of field offices and recruiting staff for beneficiary selection and kits distribution.
- Leveraging on MYHP, HANDS has secured other funding opportunities.

FAO has itself conducted a quantitative analysis of its livelihood interventions that proves food security and financial returns to the beneficiary families³⁵. Some of the examples include:

- Kitchen gardens by women. A net gain from the activity was recorded @PKR16,700 per year against a start up cost of PKR2500 only.
- In case of poultry activity, women earned PKR27,660 per year against a cost outflow of PKR13020.
- Fodder production. A net gain with repeated cuts and a secure feed source for livestock was PKR41,500 against an overall cost of PKR14000.
- By applying alternate wetting and drying method in rice cultivation, annual increase in return @PKR 14900 per year and saving of PKR4700 per year against traditional cultivation.

2.5.5 Synergy and coordination

Collaboration within NDC and building partnerships are at the heart of NDC's approach with three mutually reinforcing elements for need-based actions and an effective use of resources:

- On the job capacity development of local partners guided through development or adjustment of tools, tailor-made training courses or coaching to handover competences to local actors
- Brokering role to build partnerships among communities and duty bearers. In this process, several training events with hundreds of duty bearers on important themes (e.g. conducting MIRA has served a good entry point to activate coordination among players).
- Advocacy for a proactive policy dialogue to mobilize service attitude among duty bearers (e.g. municipalities), mainly led by Cluster leads and local partners.

All the three roles were performed with different degrees of engagement. NDC partners actively coordinated with PDMA in Sindh and Balochistan to finalize and endorse their drought assessment report and to initiate drought-response activities in both the provinces by re-aligning Year 4's funding. It was an outcome of NDCs' effective coordination with PDMA that it managed to acquire NOCs to conduct drought need assessments in the affected provinces. Rather, it was the only entity requested to conduct drought assessment not only for its own consumption but to inform the Government too for their own national and provincial drought response plan and intervention.

With the support of HANDS and ACTED under MYHP, the PDMA of Balochistan and Sindh, for the very first time, formulated their Provincial Disaster Response Plans and aligned them with their DRR and the Disaster Response Plans and Guidelines to effectively manage and respond to natural and man-made emergencies and disasters in the said provinces.

NDC partners have been participating in national preparedness consultations and meetings including the Emergency Response Planning (ERP) of the Humanitarian Country Team (HCT). Capacity building studies were jointly conducted with NDMA, PDMA, National Humanitarian Network (NHN), and with

³⁵ FAO, 2020. Indicative quantitative analysis of enhanced livelihood support interventions. Funded by DFID (Draft)

other civil society and UN counterparts. Along with the likely hazards and combat mechanisms, such gatherings have been discussing the effectiveness of corresponding tools designed and utilized for information gathering and data collection in the wake of a disaster, and strengths and weakness of employing a tool.

NDC partners are active members of the relevant coordination forums such as Pakistan Humanitarian Forum (PHF), National Humanitarian Network (NHN) and the Clusters. As an outcome, DFID's project's good practices were shared with the wider humanitarian community allowing it to incorporate wider lessons into its future programming. These arrangements also provided an advocacy opportunity to the relevant Clusters/working groups for a coordinated approach. Post inception phase, all Consortia strove to improve their multi-sectoral responses. Where possible, they realigned their work plans to improve integration.

Both NDC and BDRP participated in an International Climate Fund (ICF) session at DFID. NDC also reports against DFID ICF tracker bi-annually. The session focused on ICF's reporting requirement and results framework and specific KPIs to reflect how the programme activities are contributing in reducing the impact of climate change and shocks on people. With WFP, WHO, UNFPA and OCHA, the Consortium joined discussion platforms to complement Humanitarian Response Activities and Needs Assessment for the Drought Affected Areas in Balochistan.

In coordination with OCHA, NDC participated in UN-NDMA coordination meetings. IOM presented the on-going projects being implemented by the NDC, available funding and common challenges in response to humanitarian interventions. IOM has been regularly coordinating with BDRP to exchange information, identify common districts of intervention, their operational presence, overlapping strengths and potential synergies of interest, to inform the Monsoon Preparedness Plan 2019. As BDRP is working in separate districts but to agree on and avoid duplication, IOM and BDRP representatives would meet if and when desired.

Individual partners have closely coordinated with technical departments within the province / district for their interventions (e.g. Public Health Engineering Department, Agriculture and Livestock departments). However timely **coordination at district level** is still limited on the part of NDC partners to ensure smooth and effective implementation of programme in the intervention areas. The Annual Report 2019 also identified that NDC partners need to be more proactive in engaging with district government.

3 LESSONS LEARNED AND BEST PRACTICES

1. *Developing understanding may takes therefore needs patience* - All the NDC partners agreed that they went through a steep learning curve during their NDC life and performed better on each response. Initially for instance, the partners faced coordination issues which continued to diminish with time. A mutual understanding among partners grew and coordination became more natural.
2. *Access to flexible resources crucial to address diversity* - NDC had a unique facility in MYHP to reach anywhere in the country to address any kind of disaster. Therefore forming consortium alone may not guarantee performance. It is the availability of flexible resources to increase responsiveness and efficiency.
3. *Use of local techniques and material for shelters may lead to quick results*: In the logic of adaptive planning, decentralized options to let beneficiaries use indigenous techniques was a good option since it brought the onus of success on the beneficiary him/herself. There may be some deliberation on this matter on how to make these structures better and stronger than the usual weak local structures.
4. *Social mobilization needs to be a consistent process over years. In short-term humanitarian programmes however, such a process is not consistent over years, and it is not rational to expect*

long-lasting results in community organisation

5. *Engaging women was difficult due to their limited mobility and cultural constraints* - Going slow but consist on taboo subjects such as menstrual hygiene is; gradually gaining confidence of communities (even when through related men first) is more sustainable to achieve objectives.
6. *The Response Trigger did not fit to the changing humanitarian context* - the trigger needs to be revised to position NDC to effectively respond to relatively small scale but intense disasters. This revision, however, must leave space for local actors trained by NDC or other actors to respond to smaller and localized disasters.
7. *Responding to slow onset disasters (e.g. drought, heatwave, change of rainfall patterns, pest attacks etc.) warrants long-term solutions and institutional arrangement* - This is an area for a relatively longer-term response using an LRRD or CCDRM approaches, which may be fit in the next programme design.
8. *Cash interventions are empowering, but also most difficult to manage in terms of satisfying beneficiaries; these invited few grievances in the implementation process.* No doubt the partners have done their best to brief beneficiaries on cash interventions to rationalize expectations, the experience shows that more needs to be done to clearly explain them the purpose and spirit behind CfW. It is then up to the beneficiary to choose or leave the option.
9. *There is duplication of efforts on IEC material and delivery in the field* - Unfortunately, all the humanitarian agencies try to create their own IEC kits. One way to avoid this is to engage Clusters in this discussion or motivate local Disaster Management Units or also relevant sectoral actors. There may not be a best solution – but this topic needs deliberation.
10. *NDC's learning is not readily available for other stakeholders working in the area of emergency resilience, preparedness and response* - An option is to set up a knowledge repository and a portal which may be hosted by suitable institutions. A repository concept note has already been shared with the NDMA, which is a step in this direction.
11. *Improving Operation and Maintenance set up for infrastructure is crucial.* This is necessary for improving sustainability of interventions.
12. *A complete reliance on existing social capital (CBOs, organized communities) cannot guarantee identifying the most vulnerable beneficiaries.* Sometimes exclusion in CBOs may lead to exclusion in NDC interventions. Although organized communities are essential to manage sustainability of community driven infrastructures.

4 RECOMMENDATIONS

1. **Revisit Disaster Trigger Mechanism in order to be more inclusive and responsive:** NDC helps start response quickly to reach despair disaster affected communities. It is an effective window to mobilize response. Multi-year partnership enables partners to retain trained teams on longer term basis and build strong relations with relevant stakeholders. It also enables partners to mobilise complementary funding and services to maximise benefit of partnerships in favour of targeted population.
2. **Revisit Response Trigger Mechanism to be more encompassing for relatively smaller scales of disasters:** Indicators such as number of people, government declaring an emergency and launching a request for assistance are a few elements to revisit to address localized disasters and take into account scattered populated areas such as Balochistan so that no one is excluded.
3. **Scope of research / documentation of learning:** NDC and its individual partners have accumulated a wealth of experience in the field of humanitarian assistance. It may be worthwhile prioritizing a few topics for the benefits of other actors (and to gain visibility). One proposal is to document the effectiveness and challenges with regards to CfW / cash grants disbursement methodology as stated in the chapter on Effectiveness.
4. **Synergy and coordination may be improved with DFID's BDRP and government departments;**

- Improving capacity of local governments and disaster management authorities; and, including / adding new partners with more long-term climate change expertise.
5. **Mainstreaming protection activities:** Although conscious efforts have been made to achieve this aspect in preparing and delivering activities, it may be useful to document a brief set of guidelines on this aspect with definitions and minimum standards. The main idea behind this is to avoid exclusions, unfair distribution of benefits and failure to reach to most vulnerable. A do no harm element must be part of such an exercise to ensure that NDC intervention do not cause harm to already fragile environment or increase vulnerabilities in some way.
 6. **NDC partners would like to see more integration** among partners in thematic tasks through internal clusters. WASH, for instance, is not a standalone topic; it has impact on nutrition, health, education (girls drop-outs) and overall well-being of people and their social coherence. Expanding horizon of similar central themes may increase value of this partnership.
 7. **Options to change the name of NDC** – some of the partners have gained confidence that NDC should not only stand for disaster. The name of NDC only refers to disaster (D as Disaster!!). This may be too limiting for the opportunities NDC may co-create with its partners. Partners support exploring longer term entry points from the experience already gained.
 8. **Further aim at improved resilience:** Although this is too broad and may be addressed through several entry points (e.g. economic resilience, stocks and safe heavens, institution building, access to information and early warning, improved access to nutrition and water security, etc.), it is important to define strategic choices on where to build. Expand more in preparedness, increasing local response capacity, and providing technical assistance to implement plans prepared by disaster management authorities.
 9. **NDC may consider engaging in Disaster Risk Reduction (DRR) to utilize the** period between one disaster to the other is an opportunity to induce disaster preparedness and risk reduction. It is worthwhile to capitalize on the network partners have mobilized during response and early recovery period.
 10. **Open Defecation Free (ODF) environment and sanitation**, is still a big issue in Pakistan. There is enough room to try cost effective models for creating an environment where experts may work together and offer services by carving solutions in upstream technological solution-finding work. This would mean more water from technology will become reusable and available for multiple purposes including environmental projects in Pakistan.
 11. **Linking Relief, Rehabilitation and Development (LRRD)** approach may be replicated based on earlier experience in multiple sectors. The interventions may include climate smart interventions, drought response and mitigation and water sector interventions.
 12. **Prepare a good knowledge management / retention plan.** The remaining period must be used to further complete the existing knowledge cascade and prepare essential position papers for future opportunities.
 13. As an asset not to be lost, it is important to **consolidate the list of trained individuals** from 112 districts earlier indicated in order to activate the link when required. Such a list may be useful at least in the medium term to activate linkages.
 14. It is recommended to prepare some of the **agreed NDC standards** – this is only useful if NDC partners are interested in retaining and strengthening the Consortium as an entity and use the platform for the future opportunities.
 15. Build a profile as NDC and document its added value. **Positioning on CCDRM** may be one option to open up new venues based on earlier experiences.

Annex 1: Partner organisations' brief introduction

ACTED: Working in Pakistan since 1993, ACTED has extensive experience of humanitarian and relief interventions. ACTED has a wide reach and in-depth knowledge on a country-wide scale. ACTED's programmes range from short-term emergency responses to recovery and rehabilitation initiatives, working towards longer-term development objectives by applying Linking Relief, Rehabilitation and Development (LRRD) approach. ACTED's strategy is to target vulnerable groups affected by both natural and human disasters, focusing specifically on remote, hard-to-reach areas. To this end, ACTED has responded to every disaster in Pakistan since 2005 reaching almost 15 million Food Security and Livelihoods (FSL), over 500,000 Water Sanitation and Hygiene (WASH), and almost 200,000 shelter beneficiaries.

FAO: As the lead agency for FSL, FAO has worked in a range of agro-ecological setting across Pakistan providing technical expertise in areas such as water management (e.g. farmers managed water courses, water harvesting structures, rainwater catchments, and household water tanks for kitchen gardening), land management (e.g. soil conservation, check damming, construction of gabion structures, afforestation and reforestation), rural development (e.g. rehabilitation of feeder roads and bridal paths), promotion of decent rural employment (e.g. better employment opportunities in agricultural and rural areas), and climate change adaptation (e.g. terracing, planting of flood tolerant rice varieties, construction of raised bed platforms for livestock and seed storage). Following the 2010 floods, FAO Pakistan delivered USD 100.3 million reaching out to 0.8 million households through a team of international and national staff.

HANDS: In 1979, HANDS began its operations in Pakistan with the aim to reduce potential losses from natural hazards whilst responding to various emergencies in the country. The organisation has implemented response and recovery activities across a variety of sectors, including Shelter, WASH, FSL, Health and Education following floods in 2010, 2011, 2012 and 2014, as well as the 2013 earthquake in Balochistan. With DFID support, HANDS has established Disaster Management and Preparedness Centres (DRMCs) that include fully equipped warehouses with emergency stocks, trucks and boats for evacuation, ambulances and training halls in 12 districts of Sindh. In addition, the Community Based Disaster Risk Reduction training manual developed by HANDS has been endorsed by the Provincial Disaster Management Authority (PDMA) Sindh.

IOM: As a lead agency for Shelter, Non-Food Items (NFIs) and Camp Coordination and Camp Management (CCCM) at national level in Pakistan. IOM has longstanding experience in delivering humanitarian assistance in close coordination with the Government of Pakistan. Following 2010, 2011 and 2012 floods in Pakistan, IOM led humanitarian community, providing assistance to approximately 12.3 million flood-affected individuals through emergency and recovery programmes focusing on shelter, community infrastructure rehabilitation, shelter repair and recovery, and provision of agricultural tools to revive livelihoods. IOM's Early Recovery Shelter Programme in response to floods assisted nearly 70,000 flood-affected families to rebuild safer, disaster resilient shelters through cash grants, technical trainings and field-based mentoring in Sindh, Punjab and KP with support from nearly 60 implementing partner organisations.

UNICEF: UNICEF is the sectoral lead agency for WASH globally and in Pakistan. The agency's work in Pakistan spans relief, early recovery and development activities allowing for greater continuity and sustainability of interventions, including support for capacity development and an enabling environment for improved access to WASH services among the population. UNICEF's WASH support was also extended to the conflict-affected, displaced populations in KP and the erstwhile Federally Administered Tribal Areas (FATA). In addition to the work in the humanitarian WASH Sector, UNICEF's development WASH programme focuses on improved governance of the WASH Sector. UNICEF's other programmes cover Health, Nutrition, Child Protection and Education humanitarian and development programmes.

Annex 2: Terms of Reference

Natural Disasters Consortium Terms of Reference (TORs) for Evaluation of NDC Programme

1. Introduction:

The Natural Disasters Consortium in Pakistan is a four-year (2015-2019) humanitarian programme funded by DFID's Multi-Year Humanitarian Funding, Pillar 1. The consortium is led by IOM and is composed of ACTED, HANDS, FAO, IOM and UNICEF; therefore, involving key sector leads for Shelter/NFI, WASH and Food security/livelihoods as well as NGOs with large-scale coverage and implementation capacity. The programme covers disaster preparedness, response and recovery interventions and aims to assist at-risk and affected communities, as well as national authorities to prepare for, respond to and recover from natural disasters across Pakistan. The multi-year funding is designed to enable the Consortium to act in a flexible, responsive and strategic manner to risks and needs as they are identified, as well as building systems and learning over the course of the programme.

2. Purpose of the Evaluation:

The main purpose of the evaluation is to review the performance and approach of Natural Disasters Consortium in the design and implementation of emergency response, recovery and preparedness activities. The evaluation will also identify lessons learned and good practices for replication by NDC members, as well as all humanitarian stakeholders.

3. Evaluation Methodology:

- Desk review (4Ws, quarterly reports, M & E reports, financial reports, proposal, log frame, and programme annual review and any crucial document)
- KIIs (key informants interviews) and FGDs (focused group discussion) with secretariat and NDC partners
- Field survey/assessment

4. Evaluation criteria and Research questions:

i. Program Achievements

- To what extent the NDC program objectives have been met including
 - 1. Community resilience through preparedness, response and recovery activities,
 - 2. Coping capacities
- What has the NDC done to invest in and understand good practices from the sector programs and in geographic areas?
- To what extent IOM has provided leadership and direction to the NDC programme or has each partner delivered and operated within its own self defined parameters?
- To what extent has protection been a factor in the design of NDC programs.
- Training has been a major component of almost all the sector programs. Has NDC done sufficient in terms of follow up, tracer studies and assessments to determine impact or the long-term benefits of training?

ii. Effectiveness

- Given the range of interventions offered under the programme what attempt has been made to assess their effectiveness based on acceptability, replicability and cost comparisons?
- There are close similarities between the NDC and BDRM programs. How effective has coordination been and what evidence is there of cross learning between the two programs?
- Which Vulnerability criteria has been effective. As part of analysis, ACTED and HANDS beneficiary targeting approaches should be compared.
- Are appropriate beneficiaries groups being targeted by the programme?
- Climate Change Adaptation (CCA) is a major component of DFID programs. How has each NDC partner responded to the challenge and what evidence is there that interventions and practices have been modified to address climate concerns over the duration of the programme?
- Review the financial management of the programme, with specific reference to the cost-effectiveness of interventions. Did the project have appropriate financial controls, including reporting and planning, that allowed management to make informed decisions regarding the budget and allowed for timely flow of funds? - Was there due diligence in the management of funds and financial audits?
- To what extent DRR compliance has been considered in NDC Programme.

iii. Efficiency

- To what extent the NDC Governance structure has been efficient
- Describe NDC Partners performance since inception of the programme.
- To what extent the integrated approach has been followed during the multi-year funding.
- Describe overall NDC Program management including Planning, Design and Implementation so far. Put recommendations for completion of activities according to Year 5 time line.

iv. Relevance

- Disaster history and theory of change
- Extent to which the programme has responded to actual needs and interests of target beneficiaries.
- Over the four years of the programme what interventions have been identified as non-performing and have subsequently been dropped or modified drastically as a result of beneficiary feedback or on cost or technical grounds?
- Evaluation of sectoral interventions (WASH, FSL, Shelter, Cash, Nutrition sensitive)

v. Stakeholder engagement and communication

- How has the relationship with local government in areas served by the NDC developed over the duration of the programme?
- To what extent have the views and needs of local government been integrated into and complements the NDC programme?
- How has NDC attempted to encourage government follow up and the delivery of services into areas post project. Is there evidence of institutional strengthening at any level of government?
- To what extent NDC has been successfully networking and communicating with INGO, UN and NGO, Donor agencies and complementary funding, Target communities

vi. Way forward

- Describe the Lessons learned from NDC programme and suggest key recommendations.

5. Evaluation duration, deliverables and timelines

The time period for evaluation is 35 days from the day of signing contract between IOM and selected consultant. Consultant will be liable to immediately start the Evaluation and strictly follow the timeline for submitting deliverables. Deliverables and timeframe for the reporting schedule is as follow,

Deliverables	Days	Location
Desk review	6	Home
Inception report	2	Home
Meeting/ debrief with NDC Secretariat	1	IOM Islamabad
Meeting with key NDC Partners, KII and FGDs	7	Islamabad
Field assessment	12	Pakistan
Debriefing on preliminary findings.	1	IOM Islamabad
Data analysis and preparation of draft report	6	Home-based
Secretariat review/ feedback	3	IOM Islamabad
Final report	2	Home

6. Logistics:

- The Consultant will be responsible for arranging his own office space and other logistics.
- IOM will facilitate the Consultant and its team for scheduling meetings with partners and other stakeholders by requesting and writing to them.
- The Consultant and its team will be fully responsible for their own security during their services, including field surveys and assessment.

7. Required qualifications of the consultant(s)

The Consultant should have extensive experience in evaluations and surveys related to disaster preparedness, response and recovery programs addressing community resilience, Disaster Risk Reduction, Climate Change Adaptation, social, environmental aspects, gender mainstreaming etc. consultant should have in-depth understanding of disasters in Pakistan, and understanding of consortiums and working groups.

Annex 3: Detailed evaluation plans and stakeholders met

List of Stakeholders

Sr. No.	Stakeholders	Research/ Interview Method	Total Sample	Total Expected Participants
KIIS				
	Officials at field offices (1 from all partners)	KIIs	5	5
	Government Agencies (NDMA, DDMA, ERRA, etc.)	KIIs	10	10
	Community Elders	KIIs	5	5
	NDC Consortium Partners (ACTED, HANDS, FAO, IOM and UNICEF) in Islamabad	KIIs	3	6
	Total		23	26
FGDs/Discussions with Communities				
	Men & Boys (two in each district except Chitral)	FGDs	8	48
	Women & Girls (two in each district except Chitral)	FGDs	8	48
	Total		16	96

Annex 4: Reference documents

Natural Disaster Consortium (NDC):

1. ACTED Market Survey Report of Bamboos. 2016. *ACTED in Pakistan. Islamabad PAKISTAN*
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7. IOM-HF Pilot for Shelter Recovery. 2016. Earthquake 2015. Final report.
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Other reference documents:

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8. GoP, 2017. Province wise provisional results of census 2017. http://www.pbs.gov.pk/sites/default/files/PAKISTAN%20TEHSIL%20WISE%20FOR%20WEB%20CENSUS_2017.pdf
9. Government of Punjab, 2017. Punjab climate change policy (Draft). https://epd.punjab.gov.pk/system/files/PCCP%20Draft%20%28internatl%29_0.pdf
10. IUCN, 2009. Government of Pakistan's agriculture and water policies with respect to climate change: policy gap analysis. <https://portals.iucn.org/library/node/9739>.
11. Khan, M. A. and Gadiwala, M.S. 2013. A Study of Drought over Sindh (Pakistan) Using Standardized Precipitation Index (SPI) 1951 to 2010. Pakistan Journal of Meteorology, Vol. 9, (18): 15-22.
12. Nizami et. Al. 2019. Climate Change Status report and baseline – Khyber Pakhtunkhwa. Planning and Development department. Government of KP.
13. Nizami, A., Robledo, C. and Gardi, O. 2010. Climate Change and Natural Resource Management – Concepts and Background. Intercooperation Pakistan.
14. Orłowsky, B. et al. 2017 "Climate corridors for strategic adaptation planning", International Journal of Climate Change Strategies and Management, Vol. 9 Issue: 6, pp.811-828.
15. PDMA, 2018. Provincial Monsoon contingency plan 2018. Provincial Disaster Management Authority. Government of Khyber Pakhtunkhwa.
16. Piracha A. 2008. Geoinformatics for guiding industrial location in Punjab Pakistan. Paper presented to 2nd international conference on advances in space technologies, Islamabad Pakistan. 29-30 November, 2008.
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Annex 5: Data collection tool for KIIs

Questions for Consortium Partners/Implementing Partners (IPs) & Gov. Officials

Date:	Gender
Name:	Designation:
Place:	Contact Number:

A. Program Achievements

a). Preparedness

- i). What preparedness measures were adopted by the NDC programme. Please exemplify?
- ii). How far the preparedness measures proved effective. Please Exemplify?
- iii). How far the community accepted/adopted preparedness measures? Were there some gaps. If any, please explain.
- iv). How far the affected communities, and communities at risk cooperated/contributed in preparedness measures?

b). Response

- i). What has been the nature of risks and disasters in this area. What kind of responses have you been offering? What kind of challenges did you face? How far you think you have been successful?
- ii). What response measures were adopted by NDC program. Please exemplify?
- iii). How far the response measures proved effective. Please Exemplify?
- iv). How far the community accepted/adopted response measures? Were there some gaps. If any, please explain.
- v). How far the affected communities, and communities at risk, cooperated/contributed in preparedness measures?
- vi). What sort of coordination the program has been seeking from PDMA/DDMA?

c). Recovery

- i). How efficient, effective and successful the recovery measures have been? What sort of recovery intervention/support was made by NDC program?
- ii). What kind of residual recoveries were there and how far NDC has been successful in completing the residual recoveries?
- iii). What challenges did you face while dealing simultaneously with the emerging and residual recovery processes/measures?
- iv). What kind of coordination/support did you receive from PDMA/DDMA? How far you have been satisfied with response to quality/efficiency/effectiveness of the response by NDC?

d). Coping Capacity

- i). What good practices in your opinion have been adopted by the NDC?
- ii). What good practices did NDC adopt and learn from diverse geo-climatic areas?

B. Assessments of the IOM's Leadership and Direction to the NDC

- i). How far each partner delivered and operated within its own self defined parameters?

a). Leadership and Management

- i). What leadership role has IOM been playing during the program period and how effective it has been?
- ii). Keeping the distant communication in mind, what leadership mechanism has IOM been adopting/employing?
- iii). What professional, leadership and management gaps did you observe in this process?

b). Programmatic Direction Insight, Guidance, and Course Correction

- i). Do you think IOM's leadership/management role has been supplementing some value addition to the program?
- ii). Has IOM's input/advise been timely effective, efficient and helpful?
- iii). Has there been any difference of opinion/understanding between IOM as a leader and other four consortium members?
- iv). Was there, if any, sort of disagreement between IOM and other four consortium members/partners? If at all, how did they handle it?

c). Financial Flow, Management and Effectiveness

- i). How far NDC program interventions have been cost effective?
- ii). Has NDC's financial management had appropriate financial controls-including financial planning and reporting?
- iii). Has financial planning and reporting been helping NDC/IOM to make informed and timely decisions with respect to the budget and flow of funds?
- iv). What due diligence measures in program management and financial audit were adopted?
- v). How far the consortium members have been receiving timely financial support or were there some kind of problems? Please explain.
- vi). Has financial management been transparent in your views? If yes, how, please explain?
- vii). What financial challenges, if any, were there between IOM and other Consortium Members/Partners?
- viii). Have consortium members been comparing cost and cost effectiveness within the partners, IPs and or across the programs?

d). Protection

- i). How and how far protection mechanism has been effectively designed and adopted by NDC?
- ii). What protection measures were adopted by the NDC?
- iii). How effective, responsive and ecologically compatible protection measures have there been?
- iv). How far NDC's protection measures have been helping affected communities to get back to the normal/regular life?
- v). In a transitional time of protection, how and how effectively NDC has been managing protection system?
- vi). How far protection measures have been gender, child rights and minority rights sensitive?
- vii). Are some sort of protection measures still there or almost over with respect to each category of risk/disaster?
- viii). What protection challenges did NDC face with respect to a diverse range of geographies/culture and the types of disasters?

e). Training

- i). How far the trainings have been relevant and helpful to improve and implement, preparedness, response and recovery measures?
- ii). In general, who participated in these trainings and how did NDC consortium measured or assessed the effectiveness of the trainings? Were there any pre-post training assessments?
- iii). Were such types of trainings replicated on ground i.e.. at the community or village level?
- iv). In your opinion, what was the quality, nature, and successes/failures of the said trainings?
- v). What follow-up measures has NDC been adopting. Which tracer studies and assessment measures NDC partners have conducted?
- vi). What long term impact did consortium members observe from the trainings?

C. Program Effectiveness

- i). How and how far NDC program has been identifying and targeting appropriate beneficiaries?
- ii). What effectiveness was observed with regards to accessibility and replicability of the IPs?
- iii). What cross learning evidence has been drawn from NDC and BDRM program similarities and how did it help NDC to implement its program even more effectively?
- iv). What vulnerability indicators were adopted by the program and did they prove appropriate?
- v). How do you compare ACTED and HANDS approaches adequately targeting the beneficiaries?

a). Climate Change Adoptability

- i). How far NDC has been sensitive to, and responding to climate change effectiveness in different eco-geological zones?
- ii). What evidence is there about the interventions and practices modified to address climate-change concerns during the program implementation?

b). Compliance

- i). How far consortium partners have complied with the foundational principles, agreements and arrangements between its partners and with the consortium lead i.e. IOM?
- ii). How far consortium partner been complying to the programmatic principles, commitments, and international standards?
- iii). How far the consortium, and along with the consortium lead i.e. IOM, have complied with the internationally recognized financial management standards?

D. Managerial and Implementation Efficiency

- i). How successful NDC partners have been in their respective areas including preparation, response, protection, mitigation and recovery?
- ii). How far the integrated approach has been followed during the program implementation?
- iii). How far program design, planning and management, and implementation has been successful?
- iv). So far, what interventions have performed and what interventions have not performed? Please pinpoint/specify?

a). NDC Governance

- i). How far governance structure and management between and within partners has been efficient enough to yield benefits to the affectees and or potential affectees?
- ii). What governance challenges, if any, a consortium partner and the lead (IOM) have faced?

- v). How did they deal with the governance problems/frictions, if any, between all the consortium members and IPs down on the ground?
- vi). What sort/level of coordination the program has been achieving from PDMA/DDMA?

E. Relevance of the program

- i). How far the program has considered historical context of disasters in the target areas?
- ii). What theory of change was employed by the program, planning and management, and how effective it has proved?
- iii). To what extent the program has responded to the real needs and preferences of the target beneficiaries?
- iv). What non-performing interventions have been dropped or modified drastically during the course of implementation as a result of beneficiaries' feedback or for cost or on technical grounds?
- v). How far the WASH interventions have been successful or unsuccessful?
- vi). How far the FSL interventions have been successful or unsuccessful?
- vii). How far the Shelter interventions have been successful or unsuccessful?
- viii). How far the Cash interventions have been successful or unsuccessful?
- ix). How far the NFI distribution been successful or unsuccessful?
- x). How far the nutrition-sensitive interventions have been successful or unsuccessful?

F. Program's Engagement with Stakeholders and Communication Means

- i). Would you like to comment on the relationship between the Local Government and NDC partners? Were there any problems/frictions and conflicts that you would like to share?
- ii). What comments or suggestions extended by the Local Government have been adopted/accepted by the NDC partners and IPs?
- iii). Please comment on the relationship NDC consortium members and other relevant government departments have been having in the area?

G. Suggestions and Recommendations

- i). Any suggestions and recommendations that you would like to extend regarding design, plan, management and implementation of the program?
- ii). Any recommendations with respect to the completion of the activities according to year-5 timelines?

Annex 6: Data collection tool for communities FDGs

FGDs Questionnaire for Community Representatives			
District		Tehsil	
Name of Person Conducting FGD			
Total FGDs Participant	Male: _____ Female: _____		

Attendance Sheet (FGDs)

S.#	Name of Respondent & Occupation	M/F	Age	Contact #
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				
11				
12				

H. Program Achievements

e). Response

- vii). What has been the nature of risks and disasters in this area. What kind of responses has NDC been offering?
- viii). What response measures were adopted by the NDC programme. Please exemplify.
- ix). How far the response measures proved effective? Please Exemplify.
- x). How far you accepted/adopted response measures? Were there some gaps. If any, please explain.
- xi). How far you, as affected community, cooperated/contributed in preparedness measures?
- xii). What sort of coordination the program has been seeking from PDMA/DDMA?

f). Recovery

- v). How efficient, effective and successful the recovery measures have been? What sort of recovery intervention/support was made by NDC program?
- vi). What kind of residual recoveries were there and how far NDC has been successful in completing the residual recoveries?

g). Protection

- ix). What is your opinion about protection mechanism adopted by NDC/Partner in your area?
- x). How effective, responsive and ecologically compatible protection measures have there been?
- xi). How far NDC's protection measures have been helping you as affected communities to get back to the normal/regular life?
- xii). In a transitional time of protection, how and how effectively NDC/Partner has been managing protection system?
- xiii). How far protection measures have been helping women, children and marginalized communities?
- xiv). Are some sort of protection measures still there or almost over with respect to each category of risk/disaster?

h). Climate Change Adoptability

- iii). How far you think NDC/Partner have been sensitive to, and responding to climate change effectiveness in your eco-geological zones?
- iv). What modified interventions and practices you as a community adopted to address climate-change concerns during the program implementation?

I. Program effectiveness and efficiency

- v). In your opinion, how successful NDC/Partner have been in your areas in response to preparation, response, protection, mitigation and recovery?
- vi). How far the integrated approach has been adopted during the program implementation in your area?
- vii). In your opinion, how far program design, planning and management, and implementation has been successful?

- viii). In your opinion, so far, what interventions have performed and what interventions have not performed? Please pinpoint/specify?
- ix). In your observation, what level of coordination the program has been achieving from PDMA/DDMA?

J. Relevance of the program

- xi). In your opinion, how far the program has considered historical context of disasters in your area?
- xii). In your opinion, to what extent the program has responded to the real needs and preferences of your community in need?
- xiii). In your opinion, what interventions dropped or modified drastically during the course of implementation as a result of your feedback or for cost or on technical grounds?
- xiv). In your opinion, how far the WASH interventions have been successful or unsuccessful?
- xv). In your opinion, how far the FSL interventions have been successful or unsuccessful?
- xvi). In your opinion, how far the Shelter interventions have been successful or unsuccessful?
- xvii). In your opinion, how far the Cash interventions have been successful or unsuccessful?
- xviii). In your opinion, how far the NFI distribution been successful or unsuccessful?
- xix). In your opinion, how far the nutrition-sensitive interventions have been successful or unsuccessful?

K. Programs Engagement with Stakeholders and Communication

- iv). In your opinion, what sort of relationship between the local government and NDC Partner has been? Were there any problems/frictions and conflicts that you would like to share?
- v). In your opinion, what comments or suggestions extended by the local government have been adopted/accepted by the NDC partners and IPs?

L. Suggestions and Recommendations

- iii). Any suggestions and recommendations that you would like to extend regarding design, plan, management and implementation of the program?
- iv). Any recommendations with respect to the completion of the activities according to year-5 timelines?
- v). Please explain, if there are any replication of NDC interventions by non-beneficiaries
- vi). Any other intended or not intended project outcomes (Please explain).

Annex 7: Data collection tools - Beneficiary data collection

District		Tehsil	
Name of Person Conducting FGD			
Total FGDs Participant	Male: _____ Female: _____		

FGDs Questionnaire for Government/NGOs Representatives (who received trainings)

Attendance Sheet (FGDs)

S.#	Name of Respondent & Designation	M/F	Age	Contact #
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				
11				
12				

M. Program Achievements

i). Preparedness

- vii). In your opinion, how far the preparedness measures proved effective. Please Exemplify?
- viii). How far you, as community, accepted/adopted preparedness measures? Were there some gaps. If any, please explain.
- ix). How far you as affected communities, and communities at risk cooperated/contributed in preparedness measures?

j). Response

- xiii). What has been the nature of risks and disasters in this area. What kind of responses has NDC been offering?
- xiv). What response measures were adopted by the NDC programme. Please exemplify.
- xv). How far the response measures proved effective? Please Exemplify.
- xvi). How far you accepted/adopted response measures? Were there some gaps. If any, please explain.
- xvii). How far you, as affected community, cooperated/contributed in preparedness measures?
- xviii). What sort of coordination the program has been seeking from PDMA/DDMA?

k). Recovery

- vii). How efficient, effective and successful the recovery measures have been? What sort of recovery intervention/support was made by NDC program?
- viii). What kind of residual recoveries were there and how far NDC has been successful in completing the residual recoveries?

l). Protection

- xv). What is your opinion about protection mechanism adopted by NDC/Partner in your area?
- xvi). How effective, responsive and ecologically compatible protection measures have there been?
- xvii). How far NDC's protection measures have been helping you as affected communities to get back to the normal/regular life?
- xviii). In a transitional time of protection, how and how effectively NDC/Partner has been managing protection system?
- xix). How far protection measures have been helping women, children and marginalized communities?
- xx). Are some sort of protection measures still there or almost over with respect to each category of risk/disaster?

m). Impact and advantages of the Training

- vii). How far the trainings have been relevant and helpful for you to improve and implement, preparedness, response and recovery measures?
- viii). In general, who participated in these trainings and how did NDC/Partner measure or assess the effectiveness of the trainings? Were there any pre-post training assessments?
- ix). Were such types of trainings replicated on ground i.e. at the community or village level?
- x). In your opinion, what was the quality, nature, and successes/failures of the said trainings?
- xi). What follow-up measures has NDC/Partner been adopting?
- xii). What long term benefits do you think trainings have delivered to you?

n). Climate Change Adoptability

- v). How far you think NDC/Partner have been sensitive to, and responding to climate change effectiveness in your eco-geological zones?
- vi). What modified interventions and practices you as a community adopted to address climate-change concerns during the program implementation?

N. Program effectiveness and efficiency

- x). In your opinion, how successful NDC/Partner have been in your areas in response to preparation, response, protection, mitigation and recovery?
- xi). How far the integrated approach has been adopted during the program implementation in your area?
- xii). In your opinion, how far program design, planning and management, and implementation has been successful?

- xiii). In your opinion, so far, what interventions have performed and what interventions have not performed? Please pinpoint/specify?
- xiv). In your observation, what level of coordination the program has been achieving from PDMA/DDMA?

O. Relevance of the program

- xx). In your opinion, how far the program has considered historical context of disasters in your area?
- xxi). In your opinion, to what extent the program has responded to the real needs and preferences of your community in need?
- xxii). In your opinion, what interventions dropped or modified drastically during the course of implementation as a result of your feedback or for cost or on technical grounds?
- xxiii). In your opinion, how far the WASH interventions have been successful or unsuccessful?
- xxiv). In your opinion, how far the FSL interventions have been successful or unsuccessful?
- xxv). In your opinion, how far the Shelter interventions have been successful or unsuccessful?
- xxvi). In your opinion, how far the Cash interventions have been successful or unsuccessful?
- xxvii). In your opinion, how far the NFI distribution been successful or unsuccessful?
- xxviii). In your opinion, how far the nutrition-sensitive interventions have been successful or unsuccessful?

P. Programs Engagement with Stakeholders and Communication

- vi). In your opinion, what sort of relationship between the local government and NDC Partner has been? Were there any problems/frictions and conflicts that you would like to share?
- vii). In your opinion, what comments or suggestions extended by the local government have been adopted/accepted by the NDC partners and IPs?

Q. Suggestions and Recommendations

- vii). Any suggestions and recommendations that you would like to extend regarding design, plan, management and implementation of the program?
- viii). Any recommendations with respect to the completion of the activities according to year-5 timelines?

Annex 8: District-wise NDC interventions

NDC Interventions in the districts						
District	Drought	Floods	Earthquake	Floods & Earthquake	Avalanche	Heatwave
Badin		X		X		X
Bajaur Agency			X			
Chitral				X	X	
Dadu	X	X				
Ghotki		X				
Jacobabad						X
Jhang		X				
Karachi-West		X				X
Kashmore		X				X
Khairpur		X				
Killa Abdullah		X				
Killa Saifullah		X				
Larkana		X				
Layyah		X				
Lower Dir			X			
Malir		X				
Muzaffargarh		X				
Nushki	X	X				
Pishin				X		
Rajanpur		X				
Sanghar	X					
S.Benazirabad		X				
Shangla			X	X		
Shikarpur		X				
Sujawal		X				
Swat			X			
Tharparker	X			X		
Thatta		X				
Umerkot	X			X		X
Upper Dir			X			

Annex 9: Analysis of NDC portfolio from Adaptation to Climate Change Lens

Analysing NDC services and competences from Climate Change Adaptation lens

<i>Primary services, competences (highest to lowest)</i>	Secondary areas of focus (highest to lowest)
Conducting risk assessment	Sustainable soil and water management and conservation
Enhancing preparedness to disaster risks	Addressing climate induced migration
Improving capacities of partners (incl. government)	Access to finance by local institutions/vulnerable groups
Resource optimization (soil, manure, crops, water)	Climate / environment relevant education in schools
Building local institutional capacities	Low GHG emission agriculture
Skills development of local vulnerable groups	Improving access in remote areas / valleys
Improving access to information	Enhancing fuel efficiency
Conducting research on CC issues	Enhancing carbon sinks
Climate related policy advocacy	Introducing green and clean energy
Build knowledge on adaptation in the mountains	Reducing external (chemical) inputs in agriculture
Multi-use of water and WASH	Greening and securing wasteland
Introducing new crop varieties	Promoting responsible tourism in high mountains
Enhancing water use efficiency and productivity	Making value chains climate resilient incl. pests & diseases
Local CCA planning	Reducing agricultural and non-agricultural waste

Figure 17 shows a gradient from primary competences to secondary areas of attention. This gradient has been determined through perception-based scoring on a scale 1-10 by individual partners of NDC based on past contribution in NDC engagement: This information further reconfirms NDC partners internal confidence on their ability to perform in certain areas and the need to acquire further excellence in the other.

Annex 10: Approaches and tools used by FSL, WASH and Shelter / NFI

1. FSL

- With zero tillage, multi-and-inter cropping techniques as promoted by FAO, the beneficiaries of Conservation Agriculture (CA) schemes got substantial yield despite the shortage of water. The COs were sensitized to ensure that the selected farmers sowed seeds in time with the techniques shared during the training sessions.
- To offset the lack of water, the beneficiary communities (e.g. Badin and Thatta) used Direct Seeded Rice (DSR) cultivation techniques and applied water-efficient agricultural practices.
- Locally appropriate varieties (both flood-tolerant and drought-resistant) of seeds wheat, sugarcane and rice were encouraged in low lying areas. Crop management, weeding, hoeing practices were effectively briefed to the farmers in Chitral in addition to the post disaster assistance to revive agriculture.
- To secure their food and enhance nutrition, growing of food crops was encouraged.
- Some of the farmers also increased their profit margin due to collective marketing of onion and wheat seeds (36% increase in income reported by interviewed beneficiaries).
- In response to drought in Pishin, FAO identified and verified beneficiaries to distribute sorghum and vegetable packages. Agri-inputs were distributed systematically without any major interruption.
- In recovery in Chitral FAO and AKRSP provided Urea Straw Treatment (UST) training sessions for growing healthy livestock fodder and also, the beneficiaries were sensitized about the significance of the training along with modern livestock rearing techniques to improve their livelihoods.
- Fish farming and Trout for Tourist (TFT) facilities were also provided by FAO and AKRSP in Chitral and the farmers were sensitized to the importance and appropriate utilization of TFT facilities.
- Water Users Associations (WUA) were created to conserve and economically use the available water.
- Employing local wisdom and with the technical guidance of field engineers, geo-membrane water reservoirs were constructed by FAO in Tharparkar.
- The use of toolkits was demonstrated by the end of each training. As a result, where the provision of toolkits was not planned or was delayed for some reasons, the farmers were motivated to arrange tools on their own to not to delay the work.
- In Tharparkar and Umerkot, an extensive livestock vaccination campaign was run by FAO in collaboration with the provincial Livestock department and with the technical guidance of a national livestock expert. Improved reproduction, better rate of survival and increased milk-production from the animals vaccinated was reported by the beneficiaries.
- Through adequate training, smokeless stove construction was also picked up fast by women that successfully substituted the conventional ones.
- Another important element in extending FSL support was linking communities with the districts Agriculture, Livestock and Veterinary departments and acquire services.
- Under CfW, men and women beneficiaries were engaged in different schemes. The men were engaged in the rehabilitation of roads, drainages and irrigation channels. Women were supported for dress making. All payments were made through Easy Paisa or Mobi Cash. The respondents received clear messages about how and when they can receive the amount. In certain instances, the beneficiaries had to travel longer distances³⁶. The beneficiaries also found the amount paid was too low and suggested Rs. 17,000 to 18,000 with an average 15-20 days for a meaningful use of money to recover from disaster.
- Women were especially trained to grow and take care of the kitchen gardens in the homestead. Women in Chitral were trained in preserving and drying apricot and other fruits. Similar actions were taken in introducing livestock rearing and agriculture management in drought affected areas. Beneficiaries admired eating diverse vegetable and meeting their nutrition requirements.

³⁶ Details and reason are explained in the section of, challenges and lessons learnt'

2. WASH

- The partner communities, with the support of MYHP, installed and rehabilitated their homesteads' and communal sources of potable water. Improved hygiene has been reported with improved water supply backed with the material and messages on hygienic practices and their impact on health (71% interviewed beneficiaries reported improved health). Communities, generally, express their satisfaction over the provision and quality of water. Women no longer need to cover distances to fetch water. Quality tool kits were also provided for operations and management of water schemes.
- Posters and booklets carrying hygiene and sanitation messages were widely disseminated. Beneficiaries were also taught the use of jerry cans and water purification tablets. Also, UNICEF offered health and hygiene awareness sessions to the students of primary and secondary schools.
- Drinking water scheme in Angarghoon in Chitral was as a success story. DRR needs were also reviewed and a technically appropriate protection wall was created.
- In a huge undertaking, ACTED conducted a scheme to remove debris from Ayun river and constructed a massive retaining wall with only Rs. 15,000,000. More of these walls may be needed for river training, however this one serves a live demonstration for replication.
- Households possess washing water storage containers in Chitral, have developed the habit of washing hands at critical times and are aware of the causes of diarrhea. Most toilet facilities are functional and are not more than 50 meters away from the source of water. Furthermore, the communities know how to protect food from contamination.
- In Layyah, NDC helped communities repair at least 75 latrines constructed earlier by other humanitarian actors. The agency also dealt with the challenge of coordination, specifically of sharing Bill of Quantities and plans for water infrastructure rehabilitation with the relevant line agencies and local land owners.
- Given the critical need of the community, health and nutrition sensitive trainings and awareness sessions were delivered by HANDS, mainly in response to the severe health and nutrition-related problems of the drought affected districts of Sindh and Balochistan. Medical camps were set up and nutrition related sessions were given to the expecting and lactating mothers. Where the health and nutrition-related data was either missing or incorrect, it was immediately updated by the Nutrition Counsellors.
- Hygiene Kits were distributed at the end of each session. Women-focused information sessions were also organised to sensitize them about the use of sanitary cloths.
- Seeing the complementary and associated need, men were also imparted 'health and hygiene sessions' about the importance of women's health. The Field Team also verified the Mid-Upper Arm Circumference (MUAC) measurements of Severe Acute Malnutrition (SAM) children to assess their nutrition status.
- CRPs, locally known as Marvi Workers in Umerkot and Tharparkar, were specifically given sanitation and hygiene training and they are running their Sehat Dukan.
- The Technical Working Group (TWG) always considered beneficiaries' feedback to improve. Introduced by UNICEF, communities were encouraged to use SMS technology³⁷ for feedback. This service, however had to be interrupted due to the restriction from the government. Communities receiving jerry cans complained of its narrower nozzle and sharp edges and the problem was addressed.
- Menstrual Hygiene Management (MHM) trainings were made as an integral part of women's health and hygiene trainings as they addressed women's and girls' special needs within the homes and in schools. UNICEF effectively trained women household heads for the production of low-cost MHM materials. Skilled senior women are now working either as MHM trainers or entrepreneurs, empowering them in financial and social terms.

³⁷ Using the RapidPro application, UNICEF piloted innovative SMS technology to gather beneficiary feedback and received responses from 2,500 beneficiaries which represent a 12.3% response rate out of the total 20,000 distributed kits in Sindh and Punjab

- Water Management Committees (WMCs) received follow-up trainings on repair and maintenance of water sources to ensure further sustainability and community ownership of interventions.

3. Shelter / NFI

- The vulnerable households were offered conditional cash grants or materials to enable them to construct along with offering them technical training, mentoring and shelter-repair kits. Where much of the house damages were not noticed, recovery assistance was mainly confined to residual recovery from 2015 floods and reconstruction. As a matter of principle, NDC addressed the construction needs of the most vulnerable families. To win local trust, such families were selected by the communities themselves with the assistance of VOs/COs.
- Both HANDS and ACTED, in south Sindh facilitated early construction of communal lime-pits through a detailed training from a lime entrepreneur and by incentivizing relevant CRPs and CBOs' staff.
- The MYHP interventions have increased the households' knowledge of DRR resilient, locally manageable and acceptable Shelter models. Though slowly, but some of the non-intervention communities are also adopting Shelter models proposed by the programme.
- In north Sindh the varying preference of *katcha* and *pakka* brick usage was observed. Some of the beneficiaries who constructed their shelters using *pakka* bricks found the lime quantity provided insufficient and arranged the remaining material on their own.
- Distribution of 'molds' in the north Sindh and Punjab was appreciated though all of the beneficiaries preferred more familiar '*chaveri*' to save time in the rainy and cloudy weather. The likelihood of using 'molds' is not excluded by the community on a gradual basis³⁸. Some of the beneficiaries in Shangla were also not satisfied with the suggested construction model and preferred employing stone masonry and other local materials they conventionally used.
- An emerging problem of roofing material and its quality, in Layyah, was addressed by the technical team through follow-up sessions. Also in Chitral as in response to the community's feedback, the TWG and Sectoral Working Groups (SWG) of the Consortium redressed the problem of insufficient number of corrugated galvanized iron sheets and bamboos distributed to construct a locally preferred structure.
- In district Shangla, IOM implemented a pilot project through IP, Heritage Foundation, to construct 200 earthquake resistant shelters. The shelter model had been tested at the University of Engineering at Technology (UET) Peshawar.
- Despite the community's general satisfaction with the quality and acceptability of the shelter guidelines, all shelters were not constructed according to the elaborate DRR guidelines regarding base, lime mixture, toe-protection, walls-reinforcement, dimensions, ventilation and roofing. Kits, in some cases, were not completely or adequately used because of delays in material delivery and chilling weather caused hurdles. Also, there were houses that lacked resources to purchase complementary material and/or hire professional masons. Coping with the delays, some of the beneficiaries purchased polythene sheets from the local markets. Given the cultural preference or local aesthetics, the idea of double pitched roofing could not gain popularity amongst the beneficiaries of Layyah and Muzaffargarh, who preferred appearance over durability. Still they agreed to add a tilt to the roof on one side³⁹.
- HANDS and ACTED teams conducted follow-up training sessions and further empowered CRPs, VOs and COs. Meant to address knowledge-gap and technical lapses, follow-up trainings and monitoring visits were deepened. Direct training and awareness sessions to the beneficiary household and masons, along with CRPs were adopted. Individual shelters were closely monitored, and the frequency of joint technical visits was increased.

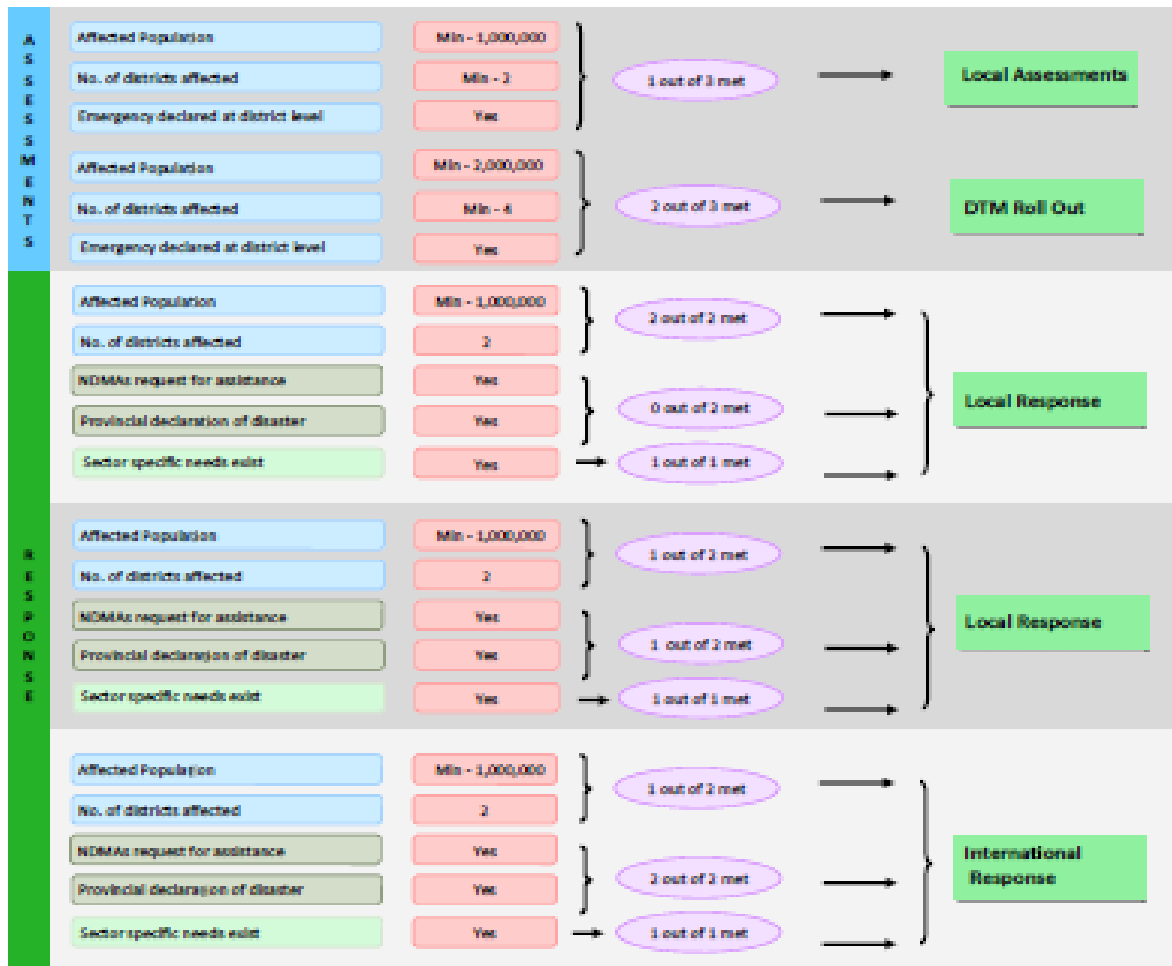
³⁸ Share in the above mentioned FGDs

³⁹ KII with Jahanzeb (Area Manager) and M. Asher (M&E), HANDS, Layyah

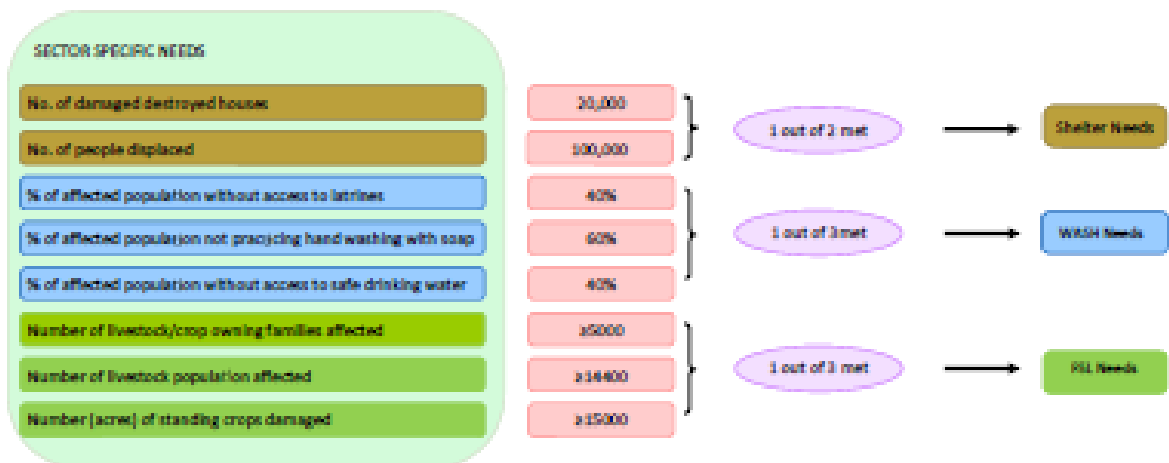
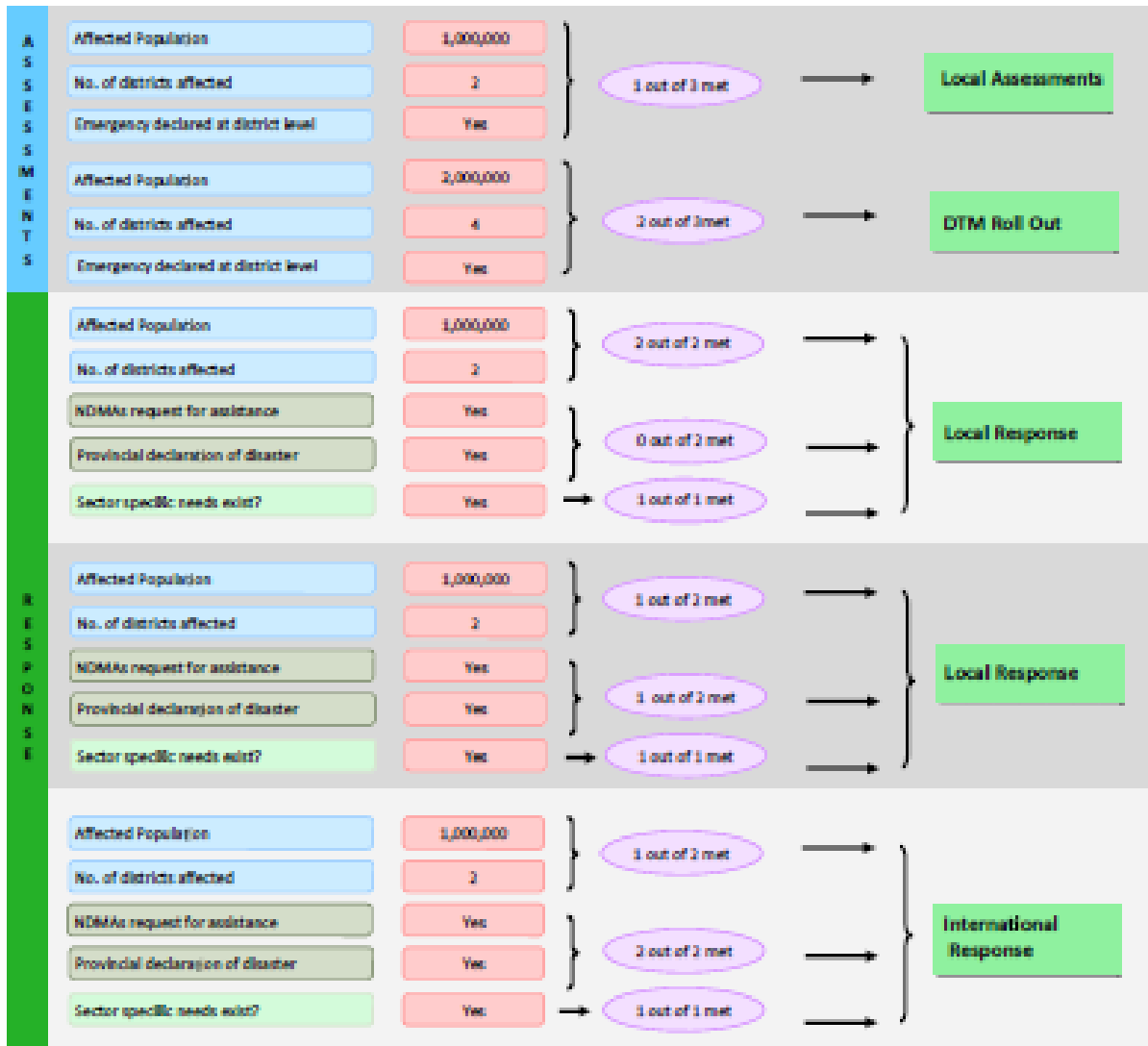
Annex 11: Disaster Response Trigger Mechanism (RTM)

Annex: NDC Response Trigger Details

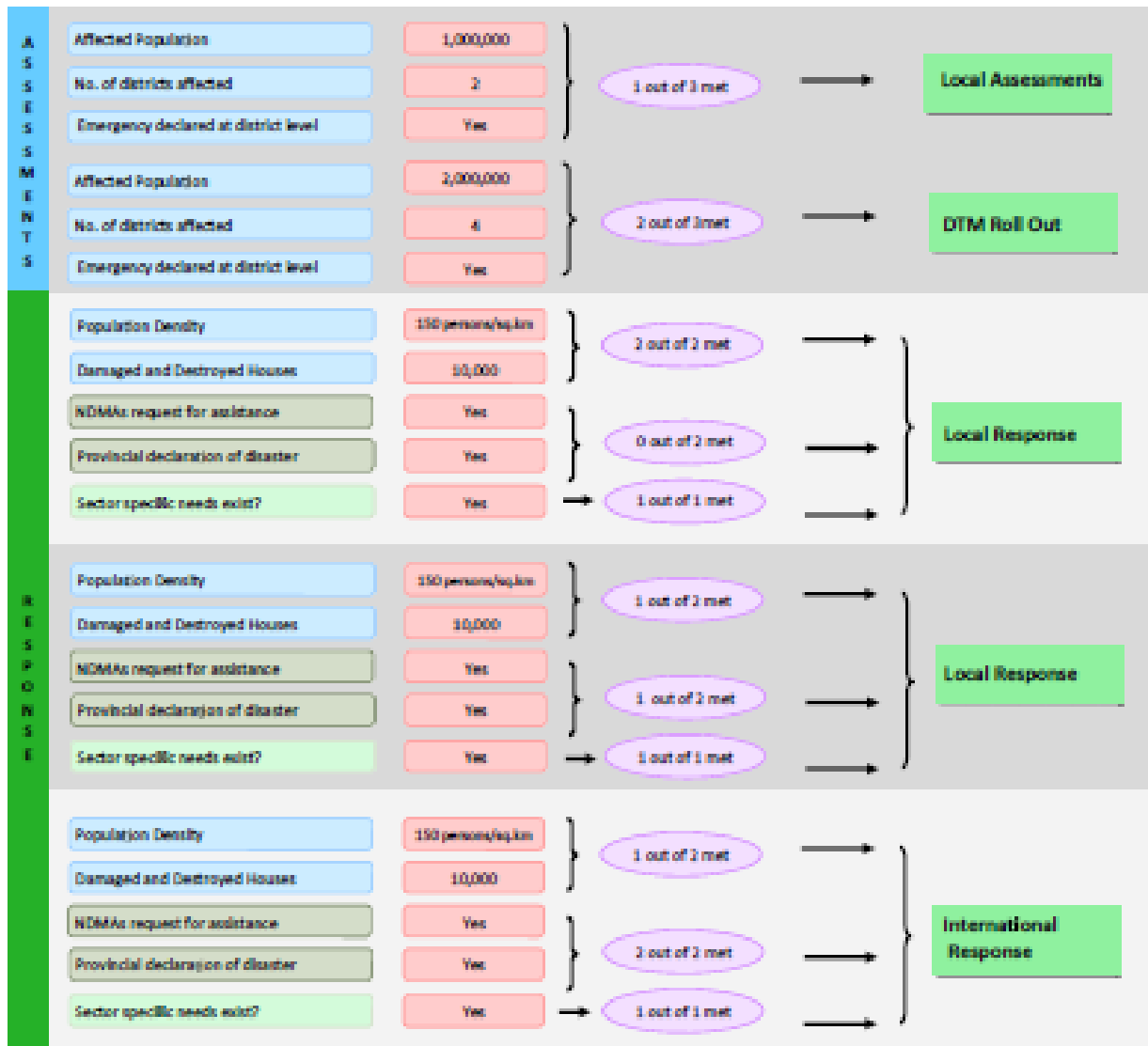
Drought



Trigger Details - Floods and Cyclones



Trigger Details - Earthquakes



Annex 12: NDC Preparedness Trainings – District coverage

S.No.	List of the training locations	Duty districts of participants			
1	Chitral	Rohri	Gujranwala	Lahore	Rajhanpur
2	Gilgit	Sialkot	Gujrat	Larkano	Rawalpindi
3	Gwadar	Abbottabad	Gwadar	Lasbela	Sahiwal
4	Hafizabad	Astore	Hafizabad	Layyah	Sanghar
5	Hyderabad	Attock	Hattian Bala	Lodhran	Sarghoda
6	Islamabad	Badin	Haveli	Lower Dir	Shangla
7	Jacobabad	Bagh	Hunza	Mandi Bahauddin	Shangla / Peshawar
8	Jhang	Bahawalnagar	Hyderabad	Mardan	Sheikhupura
9	Karachi	Bahawalpur	Islamabad	Matari	Shigar
10	Lahore	Bhakkar	Jacobabad	Mianwali	Shikarpur
11	Mardan	Bhimber	Jaffarabad	Mirpur	Sialkot
12	Mirpur	Chakwal	Jamshoro	Mirpurkhas	Skardu
13	Mirpurkhas	Charsada	Jhal Magsi	Multan	Sohbatpur
14	Muzaffarabad	Chiniot	Jhang	Muzaffarabad	South Karachi
15	Muzaffargarh	Chitral	Jhelum	Muzaffargarh	Sudhnoti
16	Nowshera	Dadu	Kandhkot	Nankana Sahib	Sujawal
17	Peshawar	Dera Bugti	Karachi	Narowal	Sukkur
18	Quetta	Dera Ismail khan	Kashmore	Naseerabad	Swabi
19	Rawalakot	D. M. Jamali	Kasur	Naushahro Feroze	Swat
20	Shangla	DG Khan	Khairpur	Neelum	Tando Allahyar
21	Sialkot	DI Khan	Khanewal	Nowshera	Tando Muhd. Khan
22	Skardu	Diamer	Kharan	Okara	Tharparkar
23	Sukkur	East Karachi	Kharian	Pakpattan	Thatta
24	Swat	Faisalabad	Kharmang	Peshawar	Toba Tek Singh
25	Tharparkar	Ghanche	Khushab	Poonch	Umerkot
26	Thatta	Ghizer	Khuzdar	Q. Shahdadkot	Upper Dir
27	Upper Dir	Ghotki	Killasaifullah	Quetta	Vehari
		Gilgit	Kotli	Rahim Yar Khan	Washuk
In total 112 districts were included in training events					