

Lessons Learned from the

2010 Early Recovery and Restoration of Flood Affected Communities in Pakistan



July 2013



Early Recovery and Restoration of Flood Affected Communities in Pakistan
Project Award ID: 60551; 61617; 6184

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This publication is a reference guide to the lessons learned while implementing the Early Recovery and Restoration of Flood Affected Communities Programme by UNDP and its stakeholders and beneficiaries. This publication is an important tool for future UNDP ER programming but equally important for all organizations, institutions and individuals involved with disaster preparedness, relief and recovery. This information is freely available but we would request that if you do use any content; please reference this publication using the citation below. Thank you.

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Executive Summary

The primary purpose of this publication is to provide UNDP Pakistan and its associated stakeholders- including national and local authorities, international agencies, donors and local communities - with a focused review and analysis of the Early Recovery Programme (ERP) and how this initiative supported the principal recovery needs and priorities of Pakistan. The review aims to provide improved knowledge and good lessons that can help with reconstruction, sustainable development and post-disaster risk reduction in the future.

The review was based inter alia on in-depth discussions with various stakeholders (governments, UN agencies, INGOs, NGOs etc.), visits, and assessments of local communities and implementing partners. The review mapped early recovery methodologies, models and procedures against on-the-ground experiences, from 2010 until the present.

It outlines the gaps, trends and lessons emerging from this analysis. These will help UNDP Pakistan and their stakeholders and partners to respond efficiently and effectively to such situations in the future. The UNDP ER Programme review was designed around the following key approaches:

1. A community-based, participatory approach in all aspects of early recovery
2. An area-based, integrated approach targeting priority beneficiaries and geographical locations
3. A vulnerability-based approach that is inclusive of all beneficiaries

The ERP built on UNDP's extensive experience in addressing complex development challenges around the world, providing strategic leadership, perspectives and diagnostics and distilling good practice.

The humanitarian crisis created by the 2010 floods in Pakistan demanded extraordinary responses, which had both immediate and enduring impacts. UNDP, through an established partnership network, was positioned to capitalize on the vast body of knowledge generated from the response, particularly with respect to guiding the development agenda for substantive areas of UNDP's engagement.

Such utilization of both global and local knowledge is the cornerstone of UNDP's comparative advantage in promoting sustainable human development. Combining policy with practice creates a 'feed-back loop' of knowledge reinforcement where UNDP staff members are both users and producers of knowledge, and also act as facilitators for brokering knowledge.

As experienced during the duration of the UNDP ER Programme, the primary challenge facing UNDP has been to make its experience readily available to ensure effective response, ongoing operations and to foster long-term resilience. The lessons learned and associated recommendations are therefore packaged as a framework that can be contextualized as the needs require and used as guidance for future UNDP ER programming.

The framework focuses on rapid early recovery within priority areas, identified to ensure economic and social continuity in all sectors, to put in place or support the capacity needed to ensure recovery, and to re-start priority operations as soon as possible in order to protect and maintain the pre-crisis momentum for long-term sustainable human development.

Early recovery is a multi-dimensional process of recovery that begins in a humanitarian setting.

It is guided by development principles that seek to build on humanitarian programs and to catalyze sustainable development opportunities.

It aims to generate self-sustaining, locally-owned, resilient processes for post crisis recovery.

It encompasses the quick restoration of basic services, livelihoods, shelter, governance, security and rule of law, environment and social dimensions including the reintegration of displaced populations.

It creates opportunities for positive change that strengthens resilience and long-term sustainable development.

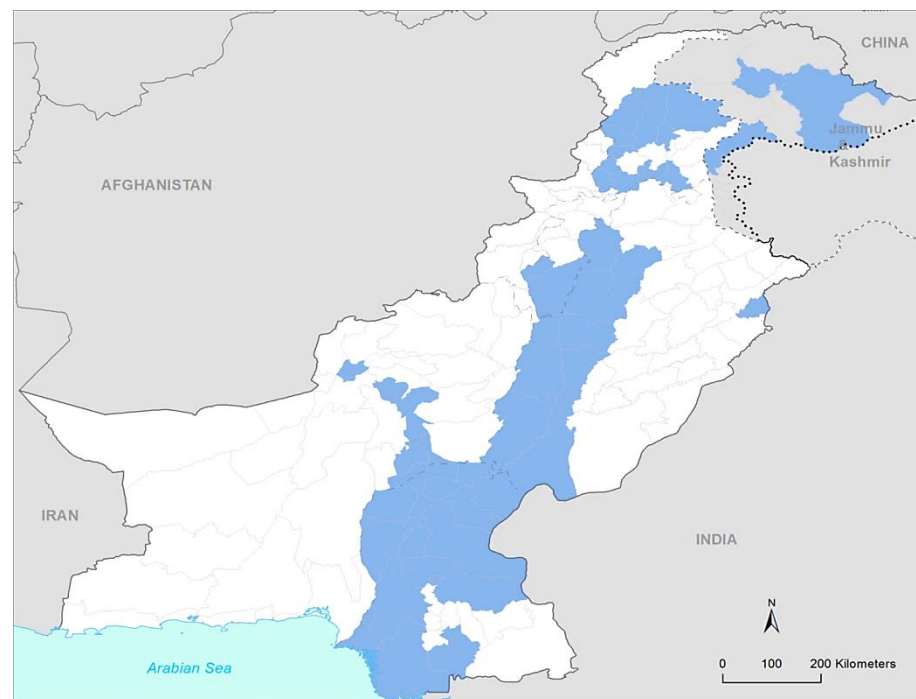
UNDP Early Recovery Programme (ERP)

- **Project Title:** Early Recovery and Restoration of Flood Affected Communities in Pakistan
- **Date Started:** 4th October, 2010
- **Award ID:** 60551; 61617; 6184
- **Scope and Planning of Project:**

1. Capacities of local institutions and flood affected communities for recovery and protection of rights restored.
2. Livelihoods of vulnerable flood-affected people stabilized and restored
3. Basic and critical community infrastructure and services restored

Donor	Amount
Japan	USD 50 million
European Union	USD 20 million
Government of Kuwait	USD 0.25 million
USAID	USD 4.0 million
COFRA Foundation	USD 2.0 million
AusAID	USD 2.0 million
Italy	USD 0.9 million
UNDP	USD 5.9 million
Private Sector	USD 0.17 million
Total	USD 85 million

Donor Contributions (approx.)



Resource spending by province in Pakistan (Total ERP 2010-2012)

Timeline of the UNDP Pakistan Flood Response Early Recovery Programme 2010-13

Jul-Aug 2010	Sept-Dec 2010	Jan-Mar 2011	Apr 2011-Jun 2012	Jul 2012 - Mar 2013
<p>Heavy seasonal monsoon rains trigger floods; the federal and provincial governments of Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh declare emergency</p> <p>Minister EAD briefs international community on GOP's request to UIN launch Floods Humanitarian Appeal, UNDP to lead ER Assessment and Response Framework</p> <p>UN and the Government of Pakistan launch the Pakistan Initial Floods Emergency Response Plan (US\$ 460m)</p> <p>UN Central Emergency Response Fund releases US\$ 20.65 for flood response activities in Pakistan (of which US\$ 0.25m is provided to UNDP Pakistan)</p> <p>UN Secretary General visits flood areas in Pakistan, describing it as a "slow moving tsunami" and urging for donor support</p> <p>UNDP/BCPR Early Recovery Team Leader arrives in Pakistan and helps start Early Recovery Needs Assessment</p> <p>UNDP launches Flood Impacts on MDGs assessment in collaboration with the UN Country Team</p> <p>UNDP/HQ establishes a Crisis Board Management Team to oversee and provide strategic support to UNDP's early recovery response and coordination work</p>	<p>UNDP launches and organizes SURGE planning mission (6-12 Sep); SURGE plan is approved by UNDP Crisis Board on 13 Sep; UNDP deploys SURGE experts to support UNDP Pakistan</p> <p>UNDP re-programmes existing projects to provide immediate early recovery response to the affected communities</p> <p>UN launches the revised Pakistan Floods Emergency Response Plan for US\$ 2000m (17 Sep)</p> <p>UNDP launches US\$ 120m "Early Recovery Programme for Flood Affected Populations in Pakistan (ERP)"</p> <p>UNDP/BCPR releases US\$ 4.7m in support of the UNDP ERP; UNDP engages 17 NGOs to undertake early recovery activities in the most-affected areas</p> <p>UNDP presents the ERP to major donors for support; Subsequent contributions include US\$ 2m from AusAID; US\$ 0.25m from Government of Kuwait; and US\$ 2m from the COFRA Foundation.</p>	<p>UNDP "Early Recovery Programme for Flood Affected Populations in Pakistan (ERP)" receives total contributions of US\$ 85m, including US\$ 50m from Government of Japan; US\$ 4m from USAID; US\$ 0.85m from Government of Italy; US\$ 21m from the European Union.</p> <p>UNDP decides to adopt a multi-partner strategy to implement the Early Recovery Programme, involving local NGOs and government departments, especially NDMA and PDMA</p> <p>Project management and oversight is led by a Project Management Unit (Islamabad) and four Hub Offices (Peshawar, Multan, Sukkur and Hyderabad)</p> <p>UNDP convenes and co-chairs the Early Recovery Working Groups (ERWG) and Community Restoration Clusters at the federal, provincial and district levels</p> <p>The ERWG leads the formulation of an Early Recovery Response Plan with inputs from the sectoral working groups, including government counterparts, UN agencies and NGOs</p>	<p>UNDP ERP implementation is on fast track. Considering the potential risks associated with the implementation of a large programme, the role of Hub Offices is limited to coordination with and monitoring and oversight of the partners</p> <p>UNDP engages third-party monitoring and financial review firms for oversight of project implementation by the partners, especially NGOs; monitoring and oversight of government partners is carried out by the Country Office Programme Units</p> <p>Implementation of the ERP, except selected components pertaining to government capacity building and reconstruction of government buildings funded by the European Union, are completed and final progress reports are submitted to donors</p>	<p>Operational and financial closure of the ERP and the various donor agreements is completed, including planned separations of the national and international staff</p> <p>UNDP/Office of Audit and Investigations commissions a scheduled audit of the ERP including expenditures incurred by the project's government and NGO partners</p> <p>The remaining EC-funded components including government capacity building and reconstruction of government buildings are completed and final progress reports are submitted</p> <p>UNDP Country Office engages UNDP/BCPR and the UNDP Asia Pacific Regional Centre to conduct an End of the Project Lessons Learnt review of the UNDP Early Recovery Programme</p>

2

Programme Context and Design

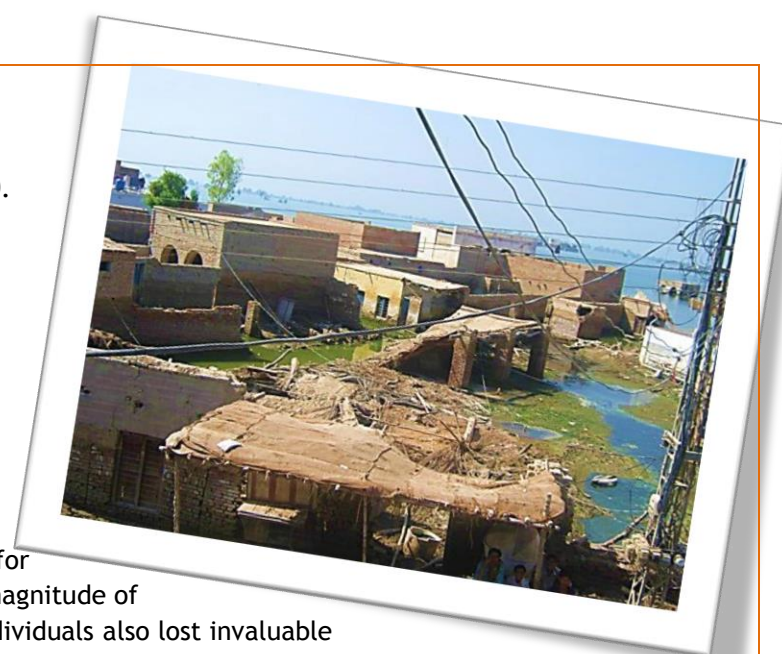


2.1 Context and Challenges

Almost one fifth of the country was flooded, beginning with the heavy monsoon rains in the northern part of Pakistan in late July 2010 and gradually spreading south along the Indus river basin in August/ September 2010.

The floods were unusual in their severity, causing widespread displacement and destruction of resources including crops, housing, buildings, roads, and irrigation infrastructure. According to estimates over 18 million people were affected; 1.7 million houses were damaged or destroyed; 6.2 million acres of crops were ruined; 0.5 million tons of stocked wheat were lost; 2 million bales of cotton were lost out of a targeted output of 14 million bales; and 70 percent of roads and bridges were washed away in affected areas. Pakistan's National Disaster Management Authority (NDMA) ranked the floods as the worst natural disaster in the country's history. The scale of devastation is evident from the fact that figures are much higher when compared with the natural disasters the country has faced in the past i.e. 10 million people affected in 1992 floods and 3.5 people affected in 2005 earth quake.

In the absence of an elected local government, the civil servants at the local (district) level were responsible for relief and recovery activities and the monitoring of interventions. The authorities were overwhelmed by the magnitude of the floods. With extensive damage to infrastructure, government offices lost basic records and documents. Individuals also lost invaluable personal identification and legal papers, without which they cannot reclaim land or obtain assistance.



Province	Deaths	Injured	Houses Damaged	Population Affected
Baluchistan	54	104	75,596	700,000
Khyber Pakhtunkhwa	1,156	1,198	284,990	3,800,000
Punjab	110	262	497,700	6,000,000
Sindh	411	1,235	876,249	7,274,250
AKJ	71	87	7,106	200,000
Gilgit Baltistan	183	60	2,830	100,000
Total	1,985	2,946	1,744,471	18,074,250

Restoring local government functions were critical to carry out the most essential administrative tasks in managing early recovery and planning for recovery. Floods were highly destructive in their impact on peoples' health, livelihoods, and wellbeing, particularly for the poor whose villages were devastated. Millions of acres of agricultural land with standing crops were flooded and at the same time villages, towns and cities were severely damaged.

There was an urgent need to restore rural livelihoods, especially through restoring and improving agricultural productivity and incomes. Small businesses, shopkeepers, private employers, skilled and unskilled laborers, transporters and others who were responsible for earning wages to provide for their families' everyday needs, became jobless.

Local infrastructure was severely destroyed, including access/link roads, small bridges, culverts, flood protection structures, water facilities, and community buildings i.e. mosques, community centres and schools etc. These are essential for ensuring basic services to communities and are critical lifelines for survival. The

immediate challenge was to respond urgently to reconstruction needs in ways that improved on past practices in the local context; by making structures disaster resilient. Overall the damage to crops, housing, buildings, roads, and irrigation infrastructure was estimated at approximately at \$6.5 billion or more.

While the implementation of recovery and rehabilitation projects to restore livelihoods among the flood affected population of 2010 was still in progress, Southern Punjab, Sindh and Baluchistan were again affected by monsoon floods in 2011. The 2011 floods compromised early recovery interventions in some areas of Sindh and Baluchistan, as organizations dealt with the new floods emergency.

2.2 Programme Design, Structure and Resources

In the aftermath of the devastating floods of 2010, UNDP launched a comprehensive programme in support of early recovery and restoration of the flood-affected communities.

The Early Recovery Programme (ERP) was implemented in close collaboration with the disaster management partners within the UN System and authorities at federal, provincial and district levels, local government institutions, affected communities and the private sector. The programme aimed at restoring safe and enabling environments for flood-affected communities in 38¹ severely affected districts. To recover from the impact of the floods the programme focused on three strategic and interlinked results:

1. Capacities of local institutions and flood affected communities restored for recovery and protection of rights
2. Livelihoods of vulnerable flood-affected people stabilized and restored
3. Basic and critical community infrastructure and services restored

UNDP followed a multi-sector and integrated approach in the affected districts with a strong focus on restoring the capacities of local authorities, civil society and the private sector to lead the recovery process. The programme followed a community-based participatory approach, with a focus on addressing the needs of vulnerable populations and on bridging the gap between relief and development. To provide immediate support, UNDP realigned its existing initiatives to provide early recovery assistance to the affected communities.

As the lead agency on early recovery coordination, UNDP supported the federal, provincial and district disaster management authorities in convening and coordinating the Early Recovery Working Groups (ERWG) and the community restoration clusters across all four provinces affected by the floods.

With UNDP support, the ERWG produced an Early Recovery Response Plan, covering all the affected districts and clusters in line with the government priorities.

This was preceded by UNDP support in the preparation of a Flood Impact on MDGs Assessment report that estimated the impact of the damages caused by the floods on Pakistan's progress towards the MDGs.

The programme was initially designed for an eighteen months period - October 2010-March 2012 and it was later extended for another year in view of recurring floods in 2011 and the complex and evolving needs of the affected-communities and areas. The reconstruction of public buildings concluded in early 2013.



The programme supported about 6.3 million people in livelihoods restoration, community rehabilitation and resilience building in about 4,000 villages across the 38 flood-affected districts.

It created temporary employment benefiting 1.3 million people through cash for work schemes to rehabilitate community-based infrastructure (e.g. link roads, bridges, culverts, and irrigation canals). Women and vulnerable families were targeted as the primary beneficiaries of the livelihood grants and skill development trainings. The programme supported the formation of over 10,000 community organizations, and trained their members in disaster risk management and the establishment of community-based early warning systems and risks mitigation plans.

The community institutions, in which women and youth are a driving force and major participants, have helped build foundations for the affected communities to continue improving their living conditions, with increased resilience. An important feature of the programme was its extensive reliance on local NGOs with grassroots presence and experience of working with the affected communities prior to disaster, which helped the programme reach out to a large number of flood-affected communities in a short duration and with low transaction costs.

The network and knowledge base of the NGOs helped restore capacities, livelihoods and community infrastructure resulting in a significant increase of local economic development and agricultural based income generation. The programme also supported restoration of 60 micro-hydro power units, the establishment of 2,000 biogas plants and provision of solar water pumps, street lights and heaters to the affected communities with access to alternate energy.

Management and Governance

In view of the large size, geographical focus and complex design of the early recovery programme, UNDP and the Government of Pakistan agreed to implement the project under the direct implementation modality, where UNDP would take lead responsibility for the overall management, achievement of results and delivery of the project. The governance structure comprised of a Programme Board, co-chaired by the Secretary of the Economic Affairs Division and the UNDP Country Director, and included members from government counterparts and donors who were co-opted on a needs basis.



The board was intended to oversee the project's implementation and to advise the project management on issues such as the geographical coverage of the programme, selection criteria of beneficiaries, choice of implementation modalities for sub-components, reducing duplication and legal issues, and progress monitoring and review of the programme.

The central project management structure included a Project Manager (initially an international staff - P-4, subsequently replaced by a national staff NO-D), who was directly supervised by the UNDP Deputy Country Director for Programmes.

The Project Manager was supported by an Operations Manager (P-4, international) and a team of operations associates and assistants, working under the guidance and support of the UNDP Operations Division (Finance, Procurement, Human Resources, Interagency Services and Security).

The Project Manager was also supported by programme associates and assistants in monitoring and oversight of the programme activities.

In addition, UNDP established Hub Offices in Peshawar (Khyber Pakhtunkhwa), Multan (South Punjab), Sukkur (South Sindh and Balochistan) and Hyderabad (South Sindh) to oversee project implementation by the government, non-government and private parties engaged for project implementation.

UNDP programme units provided quality technical advice to the project team. In addition, the programme units also led the oversight and assurance of the project components that required specialized thematic focus, such as building capacities for disaster resilience, provision of renewable energy solutions, restoration of micro business enterprises, skills training and agriculture-based livelihoods.

For programme oversight and assurance, a Programme Assurance Specialist (P-4, international) worked with the UNDP Strategic Management Unit and third party contractors were engaged to undertake monitoring and financial review of the NGOs implementing partners.

The third party reviews were complemented by monitoring and assurance visits conducted by the Early Recovery Programme staff, both of which fed into the progress reports.

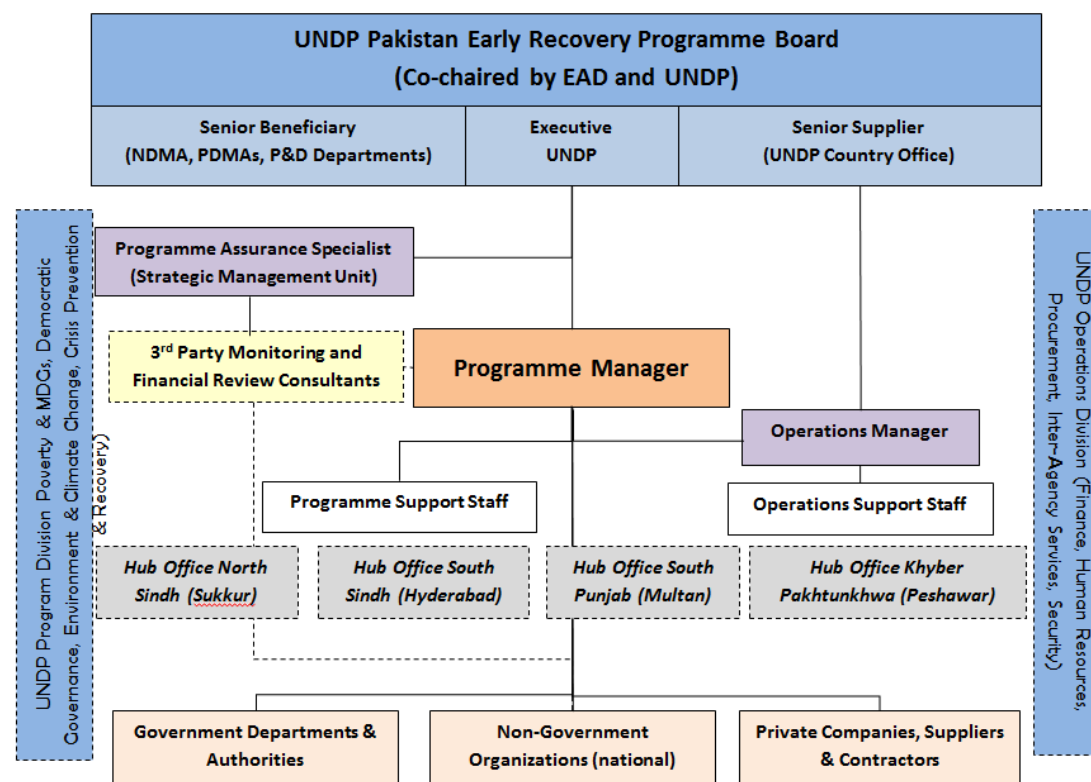
2.3 Request and allocation of Resources

The UNDP Early Recovery Programme was launched with a proposed budget of US\$ 120 million, targeting communities in 29 of the worst affected districts across the country. The programme successfully mobilized USD 85.2 million.

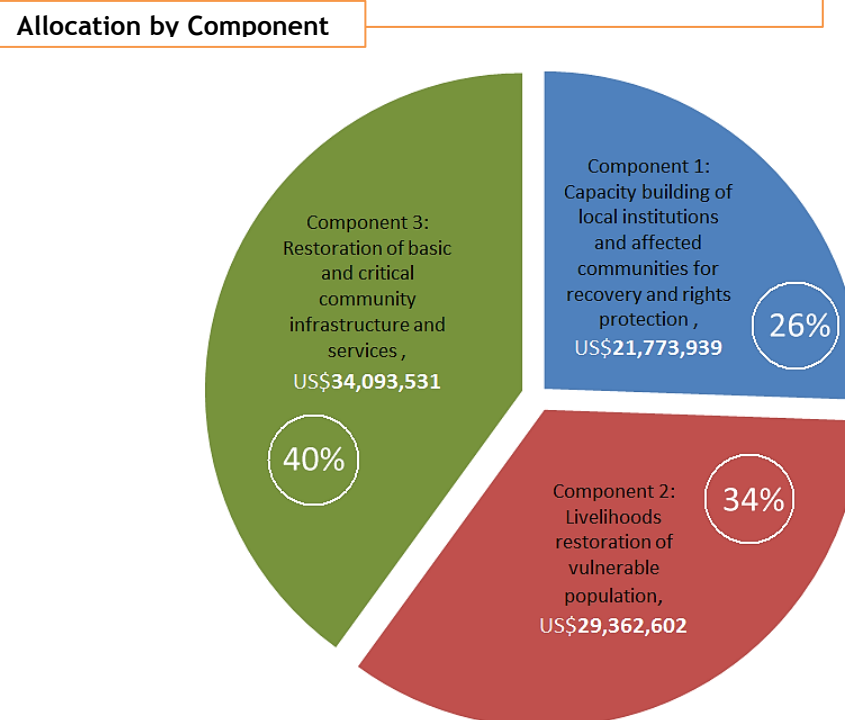
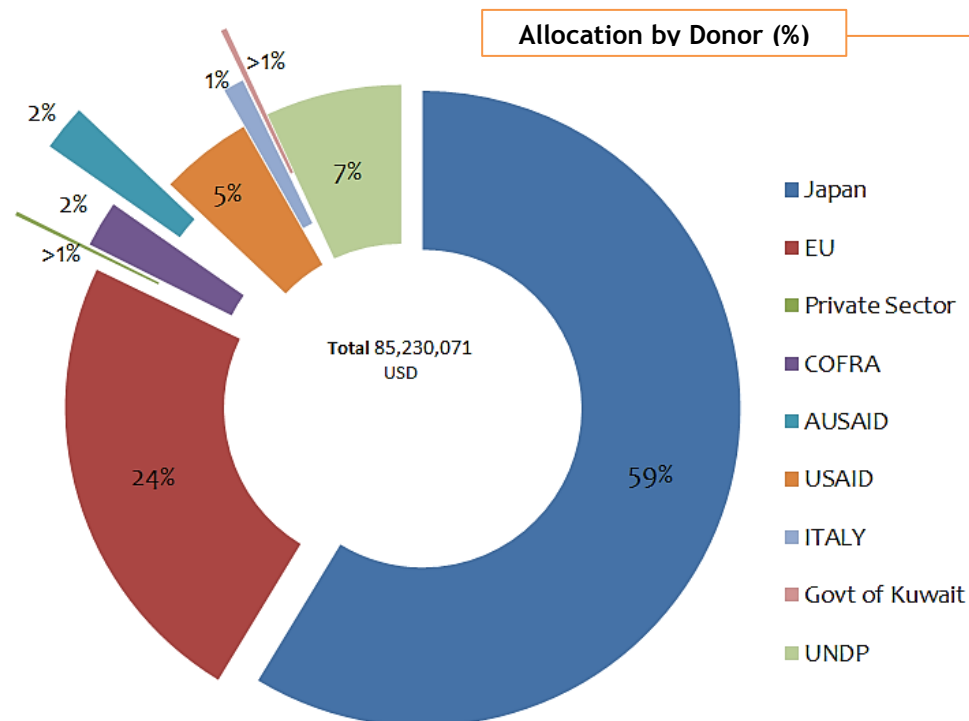
Partnership Arrangements

UNDP usually partners with government at the national and sub-national level to ensure ownership for effective planning and implementation of early recovery efforts. This also ensures sustainability of early recovery efforts as these institutions are permanent. However, constrained by its limited capacity during the geographically wide-spread crisis, it becomes necessary to involve non- state actors i.e. local CSOs etc. for effective and timely implementation and coordination at different administrative levels. The engagement of the local CSOs was based on extensive capacity assessments and ensured adherence to the community-centered approach.

During its implementation, the UNDP Early recovery programme worked with more than 80 implementing partners including Government departments at national and local levels, CSOs and private contractors. UNDP, through its partnership with these local NGOs capitalized on their strong presence and the social capital in targeted areas prior the floods 2010 which helped the ERP intervention to be implemented in a timely manner. The table depicts the major donors and areas of support under ERP:



Programme Component	Amount	Expected Outcome/Beneficiaries	Donor	Amount
Capacity building of local institutions and affected communities for recovery and rights protection	US\$ 18 million	Local government offices resume functions and restore public services; local capacities restored to lead recovery process and protect citizens' rights; approx. 2 million beneficiaries	Japan	US\$ 50 million
Livelihoods restoration of vulnerable population	US\$ 55 million	Livelihoods stabilized and restored for approx. 1.2 million people; recovery of local economies kick-started through quick cash infusions and cash-for-work schemes	European Union	US\$ 20 million
Restoration of basic and critical community infrastructure and services	US\$ 47 million	Community infrastructure restored for approx. 3.8 million people; disaster risk and environmental hazards reduced.	Government of Kuwait	US\$ 250.000
			USAID	US\$ 4 million
			COFRA Foundation	US\$ 2 million
			AusAid	US\$ 1.990.000
			Italy	US\$ 890.000
			UNDP	US\$ 5.900.000
			Private Sector	US\$ 170.000
Total	US\$ 120 million		Total	85.230.000
	Funds Requested			Funds Received



Floods Early Recovery Programme: District-wise funding and beneficiaries

Province	District	Total Funding	Beneficiaries
Punjab	D.G. Khan	985,230	8,250
	Bhakkar	613,660	14,962
	Khushab	506,517	12,214
	Lahore	600,800	95
	Layyah	3,776,417	40,211
	Mianwali	3,117,238	156,282
	Muzaffargarh	3,867,704	80,204
	Rahim Yar Khan	2,315,941	77,773
	Rajanpur	2,093,775	143,509
Sub total 1		17,877,282	533,500
Khyber Pakhtunkhwa	Charssada	878,087	14,630
	D.I. Khan	8,841,241	109,064
	Kohistan	2,952,498	135,713
	Lower Dir	1,823,261	54,880
	Nowshera	861,556	15,290
	Peshawar	1,407,297	15,523
	Shangla	2,775,932	160,174
	Swat	2,193,780	1,495
	Tank	2,280,333	168,739
	Upper Dir	506,517	34,879
Sub total 2		24,520,501	710,387
Sindh	Karachi	600,800	80
	Badin	2,103,093	1,027,219
	Dadu	4,473,171	440,307
	Ghotki	506,517	7,541
	Jacobabad	3,520,810	798,088
	Jamshoro	1,140,486	52,369
	Kashmore	2,683,606	685,246
	Khairpur	325,000	685,246
	Larkana	886,517	91,502
	Naushahroferoz	708,406	199,860
	Qambar Shahdadkot	2,854,431	155,039
	Sanghar	158,125	393
	Shaheed Benazirabad	158,125	464
	Shikarpur	2,136,014	646,373
	Sukkur	371,570	3,330
	Thatta	4,398,184	76,656
Sub total 3		27,024,855	4,869,633
Balochistan	Jaffarabad	2,282,560	31,699
	Nasirabad	1,006,517	35,525
	Quetta	600,800	40
	Sibi	312,665	30,800
Sub total 4		4,202,542	98,064
Azad Jamu & Kashmir	Muzafarabad	600,800	50
	Neelum	806,670	65,773
Sub total 5		1,407,470	65,773
Gilgit Baltistan	Skardu	291,193	25,890
Sub total 6		291,193	25,890
Grand Total	Grand Total	75,323,844	6,303,247

Total Districts	Average no. of Project per District	Average Cost of Project (USD)
38	3	654,990



Floods Early Recovery Programme: Component-wise Implementing Partners

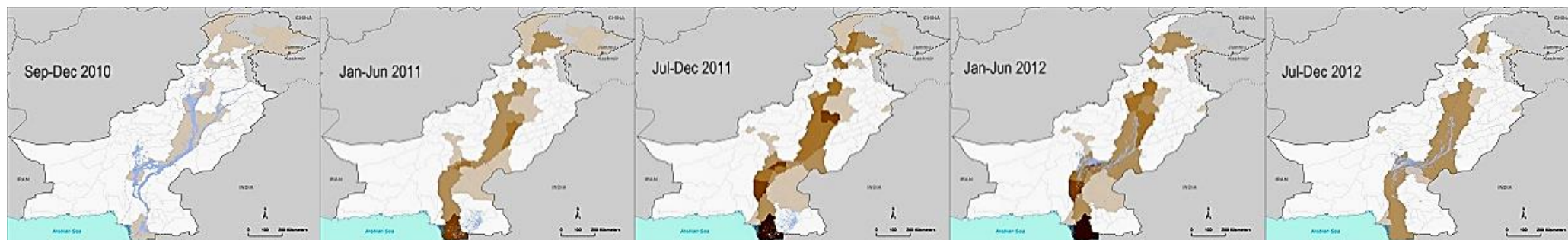
Component I: Capacities of the local institutions and flood-affected communities for recovery and protection of rights restored	Component II: Livelihoods of vulnerable flood affected people stabilized and restored			Component III: Basic and critical community infrastructure and services restored
1. Rural Development Department- Muzafargharh 2. PDMA Punjab, 3. PDMA Khyber Pakhtunkhwa 4. PDMA Sindh 5. PDMA Baluchistan 6. AJK SDMA 7. Board of Revenue Punjab & Urban Unit, P&D Department 8. Board of Revenue Sindh 9. Board of Revenue Baluchistan 10. Devolution Trust for Community Empowerment 11. Small and Medium Enterprise Development Authority 12. Private Contractors - Construction, Equipment and Materials	13. Indus Development Forum 14. Larr Environmental Awareness Forum 15. Delta Development Programme 16. Friends Development Organization 17. Javahir Ul Bukhari Foundation 18. Makhdoom Bilawal Welfare Association	19. Humanitarian Environmental Education Development 20. Spirit Foundation 21. Water, Environment and Sanitation Society 22. Human Resource Development Society 23. Sindh Participatory Organization	24. Mehran Welfare Trust 25. Larr Development Association 26. Research & Development Human Resource 27. Behar Al Sindh Foundation 28. Trust for Rural Uplift Culture & Env.	29. WWF-Pakistan 30. UNDP Pakistan Wetlands Programme 31. GEF Small Grants Programme
	32. Rural Community Development Society 33. Pakistan Int'l Peace & Human Rights Organization 34. Grass Roots Organization for Human Development 35. Al- Mehran Rural Development Organization 36. Marvi Rural Development Organization 37. TAKHLEEQ Foundation 38. NRSP- Institute of Rural Management 39. Goth Seengar Foundation 40. Community Development Foundation 41. Sindh Development Society 42. Pakistan Fisherfolk Forum 43. Participatory Efforts for Healthy Environment 44. MASHRIQ Foundation 45. Mandher Development Society	46. Health & Nutrition Development Society 47. Thardeep Rural Development Programme 48. Sindh Community Foundation 49. Sindh Radiant Organization 50. Young Welfare Society Sindh 51. Badin Development & Research Organization 52. Pakistan International Peace @ Human Rights Organization 53. Innovative Development Organization 54. Hamdam Development Organization 55. Farmers Development Organization 56. Baluchistan Rural Support Programme 57. Sindh Rural Support Programme 58. Awami Development Organization 59. Aga Khan Rural Support Programme 60. Centre for Excellence in Rural Development 61. National Rural Support Programme 62. SAIBAN Development Organization 63. Ufaq Development Organization		64. Church World Service 65. Pattan Development Organization 66. AJK Rural Support Programme 67. Sarhad Rural Support Programme 68. Indus Resource Centre 69. Society for Sustainable Development 70. Justice Peace International 71. RABT Development Organization 72. MOJAZ 73. HDF 74. Children First 75. AWAZ Foundation Pakistan 76. RID 77. Lodhran Pilot Project 78. Participatory Welfare Services

3

Programme Results and Lessons Learned



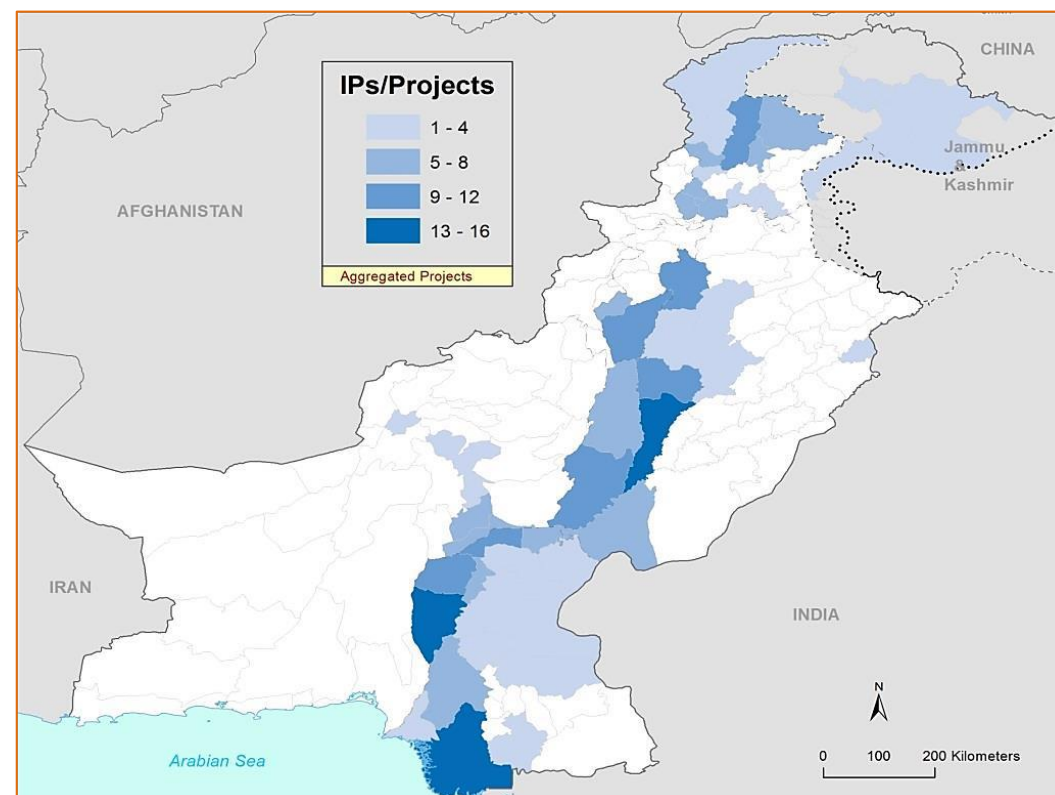
Experience, Results and Lessons Learned



*Number of ERP projects over time (above) and in total (below). More detailed information available at pk.undp.org

It was in this context of widespread large scale destruction that UNDP and Government of Pakistan launched a 120 million USD programme for the recovery and restoration of flood affected communities in the affected districts across the country. The UNDP Early Recovery Programme (ERP) sought to support people in recovering from the devastating floods, from relief to recovery, paving the way for meaningful sustainable development. ERP outreach extended to nearly 4,000 villages, benefitting over 6.3 million people in community rehabilitation and building resilience. ERP interventions also created temporary employment benefiting 1.3 million people through cash for work opportunities that rehabilitated community based infrastructure (e.g. roads, bridges, culverts, and irrigation canals) and livelihoods opportunities resulting in significant increase of local economic development and agricultural based income generation².

In terms of strengthening community resilience, the UNDP ERP supported the formation of more than 10,400 community organizations, whose capacities were built in disaster risk management and planning through training and orientation programs, resulting in the establishment of early warning systems and risk mitigation plans. These organizations have helped to build foundations for the affected communities' increased resilience and preparedness for mitigating the impacts of recurring disasters, especially floods. A summary of the ERP target and results is listed below next to their associated component:



² <http://pk.undp.org/early-recovery-and-restoration-of-flood-affected-communities-in-pakistan.html>

COMPONENT	SUB-COMPONENT	KEY RESULTS
Capacities of local institutions and flood-affected communities for recovery and protection of rights restored	<p>Local government offices in flood-affected districts will resume their functions and restore access to public services</p> <p>Capacities of local authorities, civil society and private sector entities restored to lead the recovery process</p>	<ul style="list-style-type: none"> • 120 damaged local administration buildings rehabilitated • Scanning and preservation of land revenue record in 08 districts of Punjab • 25,940 damaged/lost records re-issued by 620 union councils • 10,494 community-based organizations established/reactivated • 5 emergency control rooms established at PDMAs • 29 citizen protection desks established by district bar associations and 197 vulnerable individuals provided legal assistance • Psycho-social counseling services provided in 28 target districts • Over 12,000 vulnerable individuals, mostly women, benefited through livelihood cash grants in 29 target districts • Early Recovery Working Groups established and made functional at federal, provincial and district levels • 93,048 people, particularly from the 600 established Community Based Disaster Risk Management Committees (CBDRMCs) trained in community disaster risk management and planning.
Livelihoods of vulnerable flood-affected people stabilized and restored	<p>Livelihoods stabilized and restored for approx. 1.2 million people in targeted flood-affected districts</p> <p>Recovery of local economies kick-started through quick cash infusions and restoration of community infrastructure through cash-for-work schemes</p>	<ul style="list-style-type: none"> • 1.3 million individuals provided cash for work support to meet their urgent family and livelihood needs • 8,000 individuals provided small business cash grants (carpenters, tailors, electricians, plumbers, construction workers) in 29 target districts • 115,000 farmers received agricultural inputs and support • 6,725 kits of agricultural inputs (seeds, fertilizer, tools) distributed • 42,868 individuals benefitted from kitchen gardening support • 20,000 individuals benefited through restocking of livestock/poultry (through distribution of 40,600 animals) • 138,000 people in 29 flood-affected districts benefited from vocational, business/entrepreneurial training and received professional tool kits
Basic and critical community infrastructure and services restored	<p>Basic and critical community infrastructure restored for approx. 3.8 million in flood-affected districts</p> <p>Disaster risk and environmental hazards reduced through the restoration of community flood-protection structures, provision of disaster-resistant and energy-efficient low-cost housing, and restoring access to (alternative) energy sources</p>	<ul style="list-style-type: none"> • Needs of assessment of community infrastructure conducted in 29 target districts • 3,273 damaged community infrastructure schemes rebuilt/rehabilitated in 29 target districts • Community-based operations and maintenance mechanisms established for all 3,273 community infrastructure schemes • 720 partially/completely damaged houses in Dadu and Thatta supported in disaster-resilient reconstruction • Community/household energy needs restored through 250 solar water pumps, 1,750 solar household modules, 600 solar street lights, 15000 solar portable lanterns in 8 affected districts • 54,000 people benefited through rehabilitation/establishment of 60 micro hydroelectric stations (5-50 KW) in 4 districts of Khyber Pakhtunkhwa • 2,200 households benefited through household biogas plants installed in 13 affected districts of Punjab, Sindh and Khyber Pakhtunkhwa

3.1. Capacities of local institutions and flood affected communities restored

Building capacities of people ensures that resilience is built to withstand the next disaster or conflict. In this regard, after the floods, the local administration and government authorities were not prepared for the magnitude of the disaster. Their immediate capacity was used to provide emergency relief, search and rescue operations. They were stretched beyond their capacity in providing emergency services.

The restoration of public services and local government functions was essential to maintain the link from humanitarian assistance to long term development. Getting the systems going, building the confidence of the community in the government institutions and a recovery process that was well managed and socially inclusive were essential for a peaceful stabilization.

The community members form the backbone of a well informed and coordinated response. In the aftermath of a disaster of such magnitude, local based knowledge, history and tradition was required to correctly identify needs and select beneficiaries and continually monitor relief and development while ensuring community ownership.

Lessons Learnt: Capacities of local institutions and flood affected communities restored

Acting as community-based ER 'agents of change', NGOs leveraged their existing social capital and long-standing field presence to ensure acceptance and engagement of communities during the various stages of recovery.

93,048 people, particularly from the 600 established Community Based Disaster Risk Management Committees (CBDRMCs) were effectively trained in community disaster risk management and planning. Revitalizing networks of community organizations, including women's groups - were essential and disaster risk reduction capacities were integrated into the programming response.

- *National ownership and accountability in crisis recovery work is essential* when responding to a disaster of such magnitude. UNDP's role as a trusted broker must strengthen NDMA/PDMA or government capacity to lead the response within its efforts to build national capacity. UNDP however chose to work through NGO's for some of the interventions to ensure speedy implementation and to allow the people to receive benefits quickly, particularly in remote areas. NGO implementation allows greater flexibility and speed in the disbursement of resources and in reaching wider beneficiaries; however it is essential that UNDP maintain a roster of pre-qualified NGOs and national experts that can be called upon in the event of the next crisis and can work on directly implementing programmes.

The large number of NGOs and other partners naturally led to the formation of local networks in which knowledge, experiences and best practices were and are now being shared. Such networks provide an enabling foundation on which local actors may be empowered and capacitated to respond to other community challenges and future disasters;

- *The systems for early warning need to be tested and operationalized.* The 'Emergency Operations Centres at the PDMA need to be fully operational in order to respond effectively to disaster preparedness and warnings. The District Disaster preparedness team must be established, trained and tested in the event of a disaster. These teams must cooperate with and have the participation of the Government, Military units, civil society, community leaders and the UN system. PDMA's should build the capacity of its personnel for the Emergency Operations Centre and ensure a strong system of linking from the provinces to the NDMA's. The Emergency Operations Centre should be used as the collection point for on-going trainings, capacity building and regularly scheduled meetings for all stakeholders, including the NDMA who needs to be engaged as a full partner in the recovery work;



- *The Government of Punjab- Urban Unit has detailed GIS maps of the affected districts and these should be used in future ER.* The Urban Unit has mapped provinces extensively right down to the tehsil levels. These GIS maps are a very valuable resource for UNDP ER programming and support (identification, implementation, monitoring, crisis prevention, disaster preparedness, poverty reduction, monitoring and evaluation). This data can be used to gauge the existing level of government machinery at the tehsil level and can be used as baseline information;
- *Business Continuity plan to rebuild government's capacity* at national and local level for public service delivery should be prepared as part of the disaster preparedness planning. This will ensure continuity of the intervention undertaken during early recovery and their long-term sustainability.

Quick Gains of Livelihoods and Enterprise recovery

- Immediate Stabilization
- Self-reliance
- Promotion of social and gender equity
- Multiplier effect and revival of local markets
- Recovery of local basic, social and productive infrastructure

3.2. Livelihoods of flood affected people stabilized and restored

The 2010 Pakistan floods destroyed many villages and interrupted normal individual and community life. Millions of acres of agricultural land with standing crops were flooded and stored crops were damaged.

Communities also lost livestock that was their source of livelihood (dairy, poultry, meat). Those who relied on small and micro enterprises for their livelihoods, such as bicycle repairs, convenience stores, unskilled labor, tailoring and crafts were also affected.

Some of the affected returned to their homes and communities prior to the winter months of October and December 2010 and ER support was essential to help them survive without their accustomed livelihoods. Cash grants and enterprise opportunities through start-up kits became crucial to communities' survival.

Speedy enterprise recovery maintains individual employment but also supports the 'employment value chain' and even employment creation through the recovery and expansion of small businesses and micro-enterprises. The objective is to support existing and new entrepreneurs to generate income through self-employment. This support comes in the form of

'start-up grants or packages' to local entrepreneurs who have lost some or all of their livelihood assets but have work experience or remaining assets that can be used or reactivated in livelihoods activities with short production and sales cycles.

While not enough employment opportunities can be created through enterprise recovery support to meet demand, the jobs created or safeguarded through enterprise recovery support are likely to be sustainable. In addition, by signaling that the post-crisis situation is stabilizing, the restarting of small businesses can help create public confidence and facilitate local economic recovery.

Lessons Learned: Livelihoods of flood affected people stabilized and restored

- *For immediate stabilization* after a natural disaster, the quick replacement of non-agriculture livelihood assets (cow, goats, etc.) can immediately contribute to providing relief, confidence and hope to affected communities. Other hard asset replacement programmes (equipment, sewing machines and small food processing equipment), agricultural production



and environmental management replacement programmes (fishing equipment, seeds, fertilizer, and land tillers) will also quickly support livelihoods;

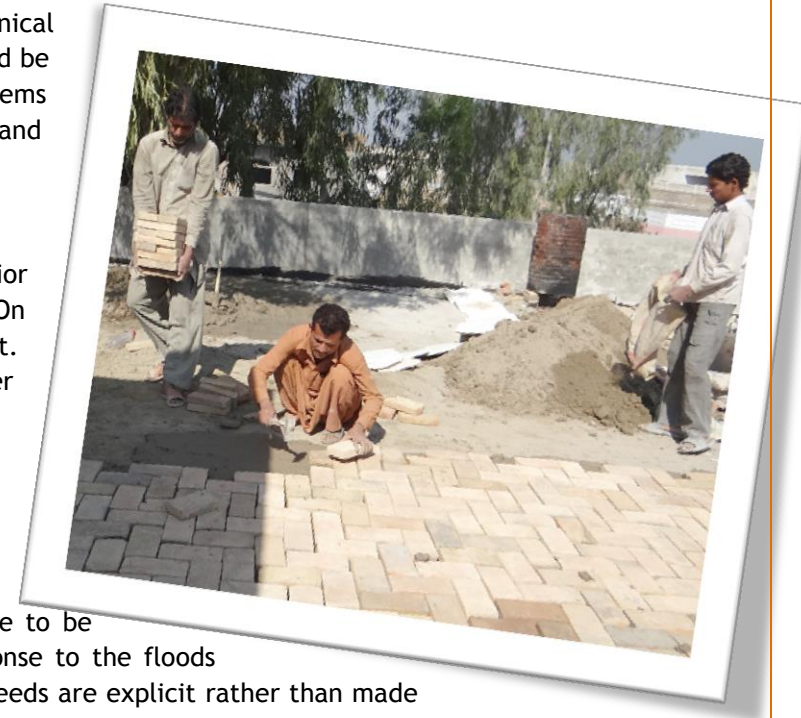
- *Emergency job creation programmes provide quick income and financial liquidity that can stabilize the situation and contribute to faster rebuilding of community infrastructure* (houses, roads, culverts, bridges, community centres, etc.). This can be facilitated through livelihood start-up kits for small shops, tailoring products that focus on women and other disadvantaged beneficiaries;
- *Identify and map key services at the onset of disaster to establish gaps* (food, electricity, water, markets, vegetables, cloth, construction materials for houses, community infrastructure, plumbers, carpenters, builders, engineers, renewable energy and technicians) for future Livelihoods stabilization and recovery work. Following up from traditional replacement kits, certain immediate disaster relief items such as shelter materials, tents, tarpaulins, reconstruction materials, reconstruction work are usually immediate needs following a disaster. Focus on long-term establishment of community-managed micro and small enterprises in products that are highly available in the provinces such as handloom and cottage products, pottery, fish processing, rice husking and kitchen gardens. Develop scalable solutions through a market based (assessment of both supply and demand) approach. Ensure as much as possible that jobs are not gender stereotyped (carpentry for men and sewing machines for women). Explore ICT for funding modalities including e-Banking (mobile banking);
- *Livelihoods start-up assistance and grants should be built into medium-longer term strategies* (savings, microfinance, trainings, markets). Conduct value chain analysis with a gender lens to map the full chain of products to viable markets. Always link enterprise development and livelihoods work with access to markets. Maintain a list of vocational and training institutions centers around the villages or access to other business development services. These should be linked to value chain analysis for the products that are identified;
- *Community participation and involvement is essential* during the programme implementation for the Identification of beneficiaries for the livelihoods stabilization. Provide linkages through trainings, markets, partnerships for urgent items and explore partnership opportunities for micro-grants for self-employment in micro, small and medium enterprises;
- *Communication and working through the Working Groups is key to avoid duplication of schemes, grants, and projects* between the Government, the UN, the donors and the various IP's. Geographical coordination will enable immediate livelihoods support to reach the most number of beneficiaries. Select an area based approach to livelihoods stabilization. UNDP's ER project focused on provinces; however, if coordinated through the WG, UNDP's ER project should focus on fewer provinces and at the same time build stronger linkages from relief to recovery, through markets, trainings, linking to institutions and the private sector partners. Enable participatory development of criteria for selection of businesses/ enterprises to be supported, for conflict and disaster-risk sensitivity, for ensuring that business start-ups procure locally, etc.;
- *When many partners are involved in livelihoods stabilization interventions, the immediate set-up of an effective coordination mechanism to facilitate interagency advocacy, planning, and programming is essential.* Such a mechanism may be set up within a UNDP-led cluster for specific early recovery activities (e.g. covering governance, livelihoods, and social cohesion), and where possible, the mechanism should be established with government leadership. Depending on the context, coordination with other sectors/clusters (e.g. shelter, food/agriculture, etc.) may also be both necessary and advantageous to the intervention;
- *Emergencies can provide opportunities for innovative strategies:* Another notable achievement of the ER project has been its focus on community's energy needs through alternate energy in the flood affected areas. The project, funded through the COFRA component, had innovative strategies to provide solar lamps, solar water heaters and solar water pumps to severely affected communities to support them in their early recovery needs. After the floods, the communities were soon to face severe cold and winter. This intervention was able to provide solar technology for ongoing development through solar powered geysers, solar street lights, lanterns, heating; solar panels were also placed in the much needed high altitude areas which are off the grid;

- *Plan for effective use of these products in the long run:* Maintenance of these items requires technical expertise so capacity building of the local communities should be done as soon as possible. Women should be encouraged to attend trainings. Selection of the communities can become politicized so transparent systems should be in place. Most importantly, most of these products are not produced locally, and the costs and maintenance has to be taken into consideration at the project design and planning stage.

3.3. Restoration of Productive Community Infrastructure

A number of early recovery projects and programs have taken the opportunity to improve upon the prior physical as well as the organizational structures and systems or processes. Clearly there are tradeoffs here. On the one hand, there is a premium on urgency, which may often be best met by simply replacing what was lost. On the other hand, there are opportunities to build back better, which may take longer but have greater longer-term development impact.

In irrigated areas where physical structures have been destroyed, it may prove cheaper to introduce system and structure design changes from the beginning of rehabilitation, rather than come back some years later to modify replaced structures towards more productive and efficient demand-based systems. Demand-based structures and processes are more suited to diversified and intensified agricultural production. Choosing irrigation systems is a complex question with many social and political ramifications and, if changes were to be made, would call for intensive consultations at the level of water users associations. However, the response to the floods would seem to be an opportunity to hold this debate so that the ground for both the short and long term needs are explicit rather than made by default.



Lessons Learnt: Restoration of Productive Community Infrastructure

- *Accessibility and topographic conditions of the project area should be kept in mind prior to the initialization of the project.* Another key consideration should be the timing for seasonal activities to be performed. Implementing partners should be encouraged to consider these variables at the proposal stage so that they don't have to frequently revise targets during implementation;
- *Put procurement procedures in place during preparedness phase:* In the aftermath of a natural disaster, the response should ensure that there is a ready supply of quantity and quality of cement, timber and other reconstruction materials; Preference should be given to procurement from the local markets to inject money and to provide employment opportunities for the economic revival of the region;
- *The clearance of rubble and debris should be prioritized and comply with relevant environmental standards,* and recovered building materials should be preserved for reuse during recovery and reconstruction. The clearance of rubble and debris is an important aspect of infrastructure rehabilitation. Support for the clearance of rubble and debris can facilitate relief and rescue operations while generating short-term employment for crisis-affected people. It can also represent an important step toward psychological recovery, enabling community members to turn their attention toward the future and leave the horror of the crisis behind them;



- *Establish complaint mechanisms:* Given that the projects relied heavily on the information provided by the communities, a good complaint handling mechanism should be introduced to ensure the success of the project and the achievement of the expected project outcomes;

- *The use of ICT, satellite/GIS mapping and hand held devices can be used for obtaining, storing, and exchanging information and for real time monitoring;*

- *Most schemes should be grounded in community needs, priorities and aspirations and they should contain a vision for community participation in implementation, monitoring, and follow-up maintenance, including the utilization of local, unskilled labor. They must have a system in which the communities own it and are able to cover maintenance cost so they are self-sustainable;*

remote
managing



• *The selection of infrastructure rehabilitation schemes must be informed by the risks and opportunities that local ecosystems and natural resources present.* Priority should be given to initiatives that utilize green materials, promote green jobs, and minimize waste, pollution, and energy consumption. Local procurement of materials will often help in this regard.

3.4. Early Recovery Coordination and Response

In the months following the first floods, the UN progressively set up clusters and coordinating mechanisms in tandem with the ever expanding scope of the Pakistan relief effort and later, early recovery plans. In January 2011, the Government of Pakistan made the unilateral decision to shift Pakistan's flood response from relief to recovery and declared the relief phase of the response plan to be at an end.

An Early Recovery Working Group was launched on 8th February 2011 in Islamabad, putting forth the plans to form similar ERWG mechanisms at the provincial and district levels. The ERWGs are co-chaired by the respective Disaster Management Authority and UNDP, as the lead UN agency for ER. Under the arrangement, eight Sectoral Working Groups (SWGs) have been formed as components of the ERWG around the eight prioritized ER sectors including: Agriculture and Food Security; Health and Nutrition; Water and Sanitation; Education; Housing; Non-farm Livelihood; Community Physical Infrastructure and Governance. Additionally, four Thematic Groups (TGs) on Protection, Environment, Gender and Disaster Risk Reduction have been formed to ensure the mainstreaming of these themes across all the sectors.

The response of the Government of Pakistan had been organized at the federal, provincial and district levels. The overall leadership for donor coordination rests with the Economic Affairs Division of the Ministry of Finance, whereas the National Disaster Management Authority is responsible for overall coordination of disaster response efforts by both the Government and the international community. The National Disaster Management Authority works closely with federal ministries,

Government departments, the armed forces, United Nations organizations and donors in mobilizing, receiving and deploying relief goods. It is also the coordination body for logistic operations in support of the relief efforts.

The United Nations has closely coordinated its activities at federal level with the Authority. At the federal level, the National Disaster Management Authority acts in consultation with the Humanitarian Coordinator and the Humanitarian Country Team. At provincial level, the humanitarian community works through the Provincial Disaster Management Authorities, most of which have been reinforced through the creation of humanitarian coordination centres and provincial/area hubs (including in Hyderabad, Multan, Peshawar, Quetta and Sukkur) and deployment of more than 50 cluster coordinators. Coordination at the district level is of critical importance, given the close contact that District Coordination Officers maintain with both response operations and beneficiaries. At all levels, coordination was strengthened through the cluster approach, with the first roll out of the clusters in Khyber Pakhtunkhwa .



There are 12 clusters: agriculture, camp management and camp coordination, coordination, community restoration, education, food, health, logistics, nutrition, protection, shelter and non-food items, and water/sanitation and hygiene; and four sub-clusters: child protection, mass communication, gender task force and gender-based violence.

Coordination effectiveness also differed largely from province to province. Effectiveness of national level coordination varies greatly across clusters, also when it comes to interaction with government (i.e. NDMA and line departments). The general tendency, however, is that coordination was more effective the closer it got to the operations at district levels. District level coordination was rolled out within two weeks in Khyber Pakhtunkhwa, while it took much longer in other provinces. The KP cluster system was already operational due to the on-going conflict situation in Khyber Pakhtunkhwa.

The clusters responded to pipeline problems, adapting their response strategies by developing innovative and situation-specific solutions for responding at scale, with local procurement remaining the preferred option, so as to ensure that relief items reached target beneficiaries as quickly as possible.

The National Disaster Management Authority identified the following eight sectors as priorities for the early recovery response: on/off-farm livelihoods, community infrastructure restoration, education, health, shelter and governance restoration. From early on, NDMA summoned line departments, humanitarian stakeholders (including donors) to daily meetings to coordinate relief efforts and inform them about the emergency situation.

The meetings were considered to be useful for information sharing and initial coordination. However, coordination between NDMA and the humanitarian system (mainly through UN agencies) evolved into parallel mechanisms for some clusters as some UN agencies opted to coordinate through line departments and not the NDMA. According to several interviewees, there were also internal issues related to roles and responsibilities between two federal entities in terms of coordination between EAD and NDMA which also affected the overall effectiveness.

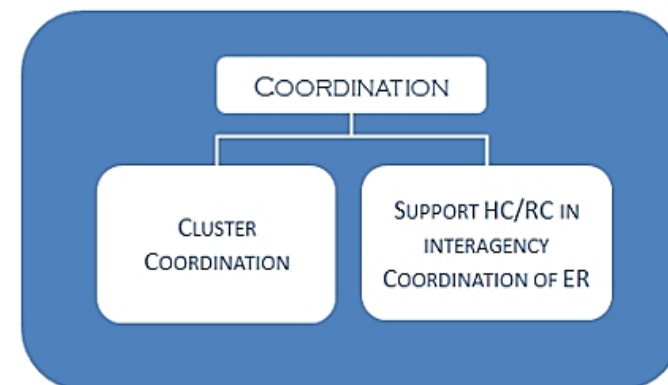
At the province level, the PDMA is the primary government institution for coordination of emergency responses. While the PDMA in Khyber Pakhtunkhwa and Balochistan have gained experience in emergency responses over the last decade and therefore have become familiar dealing with the cluster system, the 2010 floods were the first major emergency affecting Punjab and Sindh Provinces (with exception of some areas affected in the southern Sindh during the 2007 floods).

This means that responses and capacity to lead response from the government-side varies across the four provinces. In Khyber Pakhtunkhwa, the PDMA and OCHA coordinated response activities closely and clusters have a strong interface with national structures and are co-chaired by line departments. UNDP considered that the establishment of decentralised hubs brought cluster coordination closer to field implementation, hence facilitating the response in these hard hit areas. It also meant that IPs had easier access to coordination information. UNDP had invested significant resources in setting up facilities to ensure that the hub structure has been well functioning during the UNDP ER Programme operations.

Lessons Learnt: Early Recovery Coordination and Response

UNDP plays two distinct roles at the onset of a disaster. Following on the guidelines of the IASC UNDP Early Recovery Policy, these are:

1. Coordination - Cluster Coordination and Support to the Humanitarian Coordinator (HC) and the UN Resident Co-ordinator (RC).
 2. Early recovery programme interventions
- *Allow for dedicated funds for 'coordination activities'* in the programming design to ensure sufficient resources for staff to implement, work with partners and effectively monitor the projects being implemented;
 - *Ensure good communication and clear separation between Coordination (HC/RC support function) and ER Programming.* A clear and viable communication strategy is needed from the start of project activities to ensure that the expectations of participants, community members, government officials, donors and other partners and stakeholders are on track and effective.
- Importantly, expectations on roles and responsibilities must be clearly differentiated with UN partners (OCHA specifically), donors such as EU, USAID etc. and Government partners. The same communication must filter to the NDMA's PDMA, Hub Offices. This is one of the most critical steps in the ER process;
- *Keep the communication clear in order to delineate the role of the Coordination of the HC/RC, the ER Advisors and the individual ER projects and clusters.* Continuous advocacy, capacity building and open communication between all the partners are essential for this. Clarify and support the role of government in coordination and work on strengthening their system of coordination rather than setting up parallel structures. Advocacy conducted through the Early Recovery Network has resulted in a more prominent profile for early recovery making a regular appearance on the agendas of high-level decision makers and fora, including the Resident and Humanitarian Coordinator, the UN Country Team and country level Inter-Agency Standing Committee;
 - *Pre-design knowledge systems, processes and standardized reporting forms* that can be used immediately at the onset of the crisis. This should be on-going with clear roles and responsibilities on collection and dissemination of the data, information and experience. In this manner, UNDP's role as a transparent broker will be leveraged;



- *Create and maintain a year-round ER CoP/Network comprised of PDMA, EAD, NGO's, community groups, of community to be able to respond quickly to a crisis and explore implementation modalities for national capacity building. This ER network must receive additional training on UNDP's Financial and M&E Rules and Regulations, for example by creating a Crisis Response Financial Guideline for UNDP and implementing partners or developing a list of pre-authorized 'Fast Track Standard Operating Procedures (SoPs)' for crisis recovery interventions specific to Pakistan. ER must be prioritized as one of UNDP Pakistan's core functions in order to build capacity during and prior in order to extend ER interventions to longer term development interventions;*



floods.

- *A capacity development focused After Action Review (AAR) and associated recommendations should feed into the above ER preparedness initiatives. A good example is the 'NDMA's Pakistan 2010 Flood Relief - Learning from Experience'³ publication. A further example is the 'NDMA Learning from experience report'⁴ that has specifically stated that trainings are required in camp management, food aid distribution and development of early recovery systems;*

- *In future, ERP should be firmly placed within the existing Crisis Prevention and Recovery Unit to ensure that synergies are leveraged, coordination is constructive and accountability remains clear. This will increase both costs and resource efficiencies and should result in quicker and more valuable impact*



people in the
SURGE

3.5. Gender Equality and Empowerment

Women are often most disadvantaged in emergency situations and this would appear to be a high risk in the case of the Pakistan floods.

For example, in the cotton belt of south Punjab and Sindh in the cotton fields where the primary work force is women, have been severely affected in the recent floods. They are also a main source of labor in rice transplanting, another crop heavily affected.

Pakistan's ERP was successful in ensuring that women were targeted in its programming. Overall, 39% of beneficiaries were women and young girls. The participation of women in the flood-affected communities is critical in supporting behavioral change as well as raising public awareness about the needs of women, youth, children and vulnerable populations.

In some locations where traditional barriers limit the participation of women (such as the district of Jacobabad, Qamber Shahdadkot of Sindh and most parts of KPK), the UNDP ERP managed to actively and meaningfully engage women in the implementation of activities and as the direct beneficiaries, such as creation of kitchen gardens, poultry and livestock management, skills and vocational development.

³ Please see at www.ndma.gov.pk

⁴ National Disaster Management Authority, Pakistan 2010 Flood Relief – Learning from Experience

Gender-sensitive programming for targeted self-employment takes into account the needs, concerns, and priorities of both women and men in project design and promote selection criteria that enable the distribution of start-up grants and packages to both women and men.

Damage assessments often overlook the gender dimension of vulnerability. The forms being used by the Agriculture Cluster in Pakistan in the preliminary agricultural assessments did not seem to allow for differential analysis of the impact on women and men⁵.

A major contribution of the Pakistan ERP on women's economic empowerment was activities dedicated and designed for women, as primary beneficiaries, particularly in livelihood development, through income generation activities and improving access to market facilities.

It must be noted that the gender-sensitive approach adopted for mobilizing communities paved the way for increased female participation in local governance decision-making processes, from needs assessments to implementation of the activities. In some locations, female mobilizers were recruited for the first time ever in the community for tasks such as conducting female focus group discussions.

UNDP Pakistan's ERP also implemented innovative schemes on domestic energy through the Renewable energy project. This is identified as a best practice in many sessions.

Lessons Learnt: Gender Equality and Empowerment

- *Conduct a detailed gender analysis and assessment prior to agreeing on project implementation* to ensure the selection of community socio-infrastructure, including community member meeting areas are available and are participatory by both men and women within the community;
- *Conduct value chain analysis with a gender lens* to illuminate the goods and services where women are already involved or could be involved including the increase facilitation of women's access to microfinance;
- *Innovate*: along with traditional means of livelihood grants, Innovative Resource Center (IRC) introduced unconventional use of livelihood grants to buy donkey carts and cycle vendors. This practice allows diversification of livelihood means and enables the communities to break out of their traditional mindset and explore other avenues for income generation;
- *Explore the provision of business and vocational skills training to women*, including women training of trainers so women entrepreneurs can provide counseling and skills training in their communities. This includes providing gender focused capacity development support for local and national government bodies involved in registration, licensing, and regulation of businesses including assisting IPs capacity to mainstream gender into their activities;
- *Assist women to organize themselves into groups* (e.g. self-help groups, associations, cooperatives) that facilitate their access to resources and service providers.

⁵ Pakistan Agriculture Cluster, Preliminary Damage Assessment, August 2010

3.6. Accountability, Monitoring and Evaluation

Strong independent and credible M&E with a results focus can improve the confidence of beneficiaries as well as and donors. The Monitoring system needs to be designed from the outset of the programme and not as part of the rollout.

As part of the quality assurance role to support the UNDP ERP Board in carrying out objective and independent project oversight and monitoring functions, the UNDP Strategic Management Unit has identified, assessed and prioritized the following risks as the most critical:

1. The first set of risks is related to the fiduciary risk, which is defined as the risk that financial resources and assets procured under the programme budget are not used for the intended purposes; are not properly recorded and accounted for; and do not achieve the value-for-money objectives of the programme they finance;
2. A second set of risks is related to the management and implementation capacity of the local partners. The risk is particularly important given the operating environment constraints; i.e. accessibility, logistics, security etc.;
3. In addition, it appears that Implementing Partners might be subject to political influence in the selection of villages and communities as well as during the implementation of activities;
4. The security situation remains challenging and volatile in certain geographic areas, which poses a major concern for security and safety of the staff and those who are engaged in the Programme implementation on the ground. The security situation such as in Balochistan and KPK often creates difficulty in easily accessing the project sites to conduct monitoring and oversight.

The ERP monitoring has taken place in various forms and at various levels that in its entirety requires more coordination and focus to ensure effectiveness. The streams of M&E lessons learnt will contribute to the overall management of the projects' risks. Due to an unstable operating environment, setting up of a robust monitoring and oversight structure is essential to ensure the overall accountability and transparency.

While it takes additional effort and resources, this approach has proven to be effective in ensuring the proper use of the entrusted fund and to efficiently support the recovery of affected communities.

M&E systems will be essential to make course corrections, to communicate to donors that funds are being well spent and to give beneficiaries confidence in the government's support. Results need to be measured in terms of welfare outcomes, not simply in terms of the number of structures rebuilt. Community participation in M&E at the village level and triangulation from a number of sources will also be an important indicator of real results.

In the immediate aftermath of a tragedy of such magnitude, the humanitarian needs were extremely high, government capacity was stretched thin and donors had pledged high resources. Most of the resources were time bound and had to be spent within a limited timespans of six months. At the same time, the money was greatly needed for life saving items such as food, shelter, clothing etc.

This created a push and pull effect with high volumes of money being channeled for these lifesaving items, through national systems that some had not witnessed such levels of cash and of the items to be purchased.

government



Targeted transfers, whether in cash or in some other form, are not only useful as short-term relief, but they should have a positive impact on the longer-term resilience.

However, they need to be managed by experienced institutions and trained staff. Credit institutions may be able to play an important role but their financial sustainability should not be endangered by doing so.

Lessons Learnt: Accountability, Monitoring and Evaluation

- Regular Programme Board meetings should be held for effective and regular oversight and assurance of programme results.
- Local project board were established co-chaired by local authorities (e.g. District Coordinator office representatives), and participated by community members, beneficiaries and representatives from NGOs, which ensured effective local and national ownership. Project reviews by this group occurred at certain decision points during the project, particularly to identify and select beneficiaries, determine changes in project scope and quality control for the provision of goods and services (e.g. cash grants, equipment, etc.). The project boards ensured that all decisions were carried out in a transparent manner, thereby minimizing the risk of preferential treatment, misuse of funding, and other abuses of authority.

However, these projects boards were sub-project based which was practically difficult to manage. Therefore the recommendation is to have one joint project board at district level instead of separate project board for each project. This will ensure effective management and coordination for the implementation focusing more on quality with sufficient experience and information sharing among different stakeholders involved.

- Provide guidance and support to potential partners. For example, by offering detailed information and training on proposal preparation and submission, rather than simply publishing a call for proposals. Also, provide participating NGOs/CBOs with simplified operational manuals, including formats for subproject submissions, monitoring and reporting;
- Monitoring milestone checks should take place at specified intervals after the provision of start-up grants and packages. This process will involve interviewing all recipients with a short questionnaire in order to verify receipt of the start-up assistance, confirm how the assistance is used and also to assess initial impacts. For example, an established system of spot checks as per its corporate checklist undertaken by the Programme management unit. For projects where UNDP will directly procure materials for workers, prepare a fast-track procurement plan and process.
- To avoid the risk of funds misdirection, participatory community monitoring would be valuable. This may include posting planned works and costs on village notice boards, auditing neighboring villages by village committees, having communities physically sign off on contractor quantities delivered, putting in place a strong and anonymous grievance mechanism (phone, SMS or email) with standards for response time and funding for reputable journalists and NGOs to monitor expenditure and construction. This will add some degree of triangulation to stop corruption opportunities;



- Utilize impact and M+E frameworks that measure the multiplier effects of the cash injection on the economy including enterprise spin-offs from the emergency employment schemes, transitions from short to long-term employment and market wage and local price impacts;
- In partnership with the GoP and private financial institutions, UNDP Pakistan should explore the feasibility of establishing an emergency contingency fund to enable rapid response. Such a fund enables clients to re-establish income streams quickly and buy food and shelter while reducing the risk of delinquency. Funds could be tracked through mobile banking and other available ICT options.

Other Lessons Learnt: Innovate with ICTs

- Explore the development of national, provincial and district level surge capacity registries;
- Establish a roster of pre-qualified technical service providers that can deliver different geospatial levels (national, provincial and district) of ICT products and services;
- Explore the use of mobile SMS and other alerting and early warnings mechanisms especially cell-broadcast (CB)-enabled networks, which includes pre-identified individuals such as government officials, media representatives, the military, police officers and village chiefs who can broadcast emergency messages by local means;
- Design concise grant, fund and loan differentiation mechanisms that can be tracked through available and low cost ICT applications/platforms (for example, SMS alerts and other mobile phones applications) to ensure credibility and accountability for results;
- Explore the use of social media including interconnectivity with mobile computers and phones that is able to inform as well as publish on-the-spot citizen reporting where affected people and solution providers can dialog with one another to provide a very important resource for coping, awareness raising and education;
- Establish an open and freely assessable cross-sectorial e-Library of available guidelines, toolkits and guidance materials.

4

The Way Forward



The Way Forward

Ongoing support and strengthened emphasis on disaster preparedness is an imperative ingredient of disaster management. Therefore, UNDP together with OCHA and other cluster leads must support the NDMA's Disaster Management Plan with specific emphasis on:

- Strengthening cooperation with and between NDMA, PDMA and DDMA;
- Building up national capacities at and between provincial, district and local levels;
- Developing specific contingency plans for areas at risk;
- Defining the role, scope and accountability of clusters in future disasters;
- Introducing standard assessment formats and methodologies, based on the new IASC guidelines;⁶
- Defining minimum assistance standards for disaster response considering the type of disaster, scale and length, as well as pre-existing capacities and vulnerabilities
- Implementing geographic area based responses in future disasters of a similar scale

While initial quick action is important, experience suggests that in an emergency situation, sub-project readiness should not divert the investment focus from a well-planned priority list. In other words, if the highest-priority programs are not ready to go, it is better to not launch lower-priority activities simply because they are ready.

It has also been widely noted that in the design of projects and programs responding to disaster situations, the possibility of diminished institutional capacity should be taken into account at all levels through realism in the design of role and tasks, and strengthening in core capacities.

There is evidence that some flood response programs have focused too heavily on rebuilding infrastructure and not enough on better adaptation and preparedness for the future in complementary investments, such as water and flood management, cropping pattern adjustment, rural finance, enhancing capacities of water users groups, and early warning systems.

Therefore, greater focus should be placed on mitigation, preparedness, coping strategies for the poor, flood proofing rather than flood control, and socio-economic and political factors.

There are two areas where this may be relevant to Pakistan, the area of land policy and the area of irrigation area design. First, while the Pakistan situation has a number of unique characteristics that somewhat limit the applicability of other emergency program experiences, the response to the floods presents an opportunity for government to consider reforms in the existing land rights system in certain parts of the country, linked to design of areas under irrigation.

The success of any reform of land policy would depend, among other things, on addressing the relationship between landowners and the patwari, the local revenue official who maintains land records at the village level (often the only records), and the land and water rights nexus around landlords and tenants. Political will at the top and widespread community participation would be essential.

The Early recovery projects should focus on a multi-sectoral area-based approach to improve local coordination. Geographical area based approaches allow for better coverage, they are more adaptive to changing needs and they provide better opportunities for linkages between relief, recovery and rehabilitation;

⁶ IA RTE of the humanitarian response to Pakistan's 2010 Floods crisis

Framework for future UNDP ERP Programming

Rebuilding sustainable livelihood systems is essential for crisis recovery, for the prevention of further conflict and for reduction of the risks associated with subsequent conflicts and disasters. UNDP Pakistan Country Office has the opportunity to focus considerable attention on improving timeliness, with practical measures to support rapid operational recovery and scale up (for example, Human Resources rosters and pre-qualified Implementing Partners/Supplier agreements) with greater emphasis on participatory contingency and continuity planning. The additional focus on continuity - both economic and social - as a primary ERP objective would result in a comprehensive approach to managing negative impacts. This would include preventative measures such as asset and resource mapping that identifies the most important and pivotal services needed to be restored. Returning both the economic and social situations back to the status quo across all sectors is vital to maintain the momentum of long-term sustainable human development. Therefore, economic and social continuity planning plays a vital role in the ERP framework with the purpose of maximizing safety, minimizing lengthy disruptions and enables affected institutions, communities and individuals across all sectors to re-start priority operations as soon as possible.

Ensuring that the NDMA and its provincial branches receive sufficient capacity building in areas where they are accountable is clearly advisable and will enhance deeper coordination partnerships between the Government of Pakistan, the UN system and UNDP. Where NGO/ CSO partnership required, the preferred modality should be micro- Capital grants or RFPs (procurement modality) instead of PCAs (programme modality) to ensure adherence to UNDP corporate policies/ procedures. It is recommended that UNDP maintain a roster of pre-qualified NGOs and national experts that can be called upon in the event of the next crisis and can work on directly implementing programmes.

The ERP framework in the matrix below outlines areas of recovery interventions and timelines that will be supported by UNDP Pakistan to ensure the timely resumption of critical activities after a crisis has occurred and will help pre-plan, plan and implement a portfolio of ER interventions designed to minimize the negative impact of disaster on livelihoods and infrastructure. ERPs designed within this framework include a practical plan for how civil, private, donor and government stakeholders can prepare for and continue to operate by identifying and mitigating risk factors.

Identifying sources for reliable baseline data, maintaining a high-quality ER expert roster and building both internal and stakeholder capacity to assess needs and then design appropriate ER programming and implementation plans will be underlying requirements that support the success of future ER programmes. Early recovery and rapid return to sustainable human development pathways must be integrated into the ER framework. Therefore, economic and social continuity models should be designed, prioritized and initiated as soon as possible in the case of crisis.

In destabilized environments where conditions can change quickly, programme monitoring and evaluation support needs to be designed for short cycle results feedback. Result pathways can then be maintained by analyzing and responding to this continuous monitoring. Community and beneficiary feedback loops are important and they are the true measure of impact. Integrating strong communication and knowledge transfer elements into ERP is essential for implementation agility as well as more efficient and effective coordination. Ultimately, for sustainable development and transitioning towards building resilience, ERP must use a focused, area-based approach to implement a portfolio of ER initiatives in a multi-disciplinary manner that addresses the underlying vulnerabilities. Although the scope, purpose and limitations of the ER framework must be clarified at the outset, the opportunity to establish pathways for quicker and higher quality ERP that ultimately supports all stakeholders to participate in the 'coordinated action' required by recovery operations.

The ERP framework lays out a future scenario for UNDP Pakistan but the key to a comprehensive ERP is strong accountability and coordination among stakeholders and synergy between assessment and implementation methodologies. Coordination and information sharing is crucial for an effective ERP. During pre-disaster contingency planning or post-disaster emergency response, coordination mechanisms between government, the UN system and civil society actors should be institutionalized and involve all the stakeholders who have the responsibility and influence on the recovery process (national government, UN agencies, donors, NGO etc.), knowledge on basic needs, priorities and cultural context of the affected population (local leaders, IPs, NGO, local governments etc.), sector-specific

knowledge and interests (government ministries/departments, UN agencies, NGOs, scientific and non-scientific institutions etc.), as well as those stakeholders having expertise on disaster risk reduction and cross-cutting issues:

Area of Intervention	Objective	Activity Description	Relief			Early Recovery																	
			3 month			15 months																	
Governance	Reinforce/re-established basic local administrative capacity for recovery management	• Basic infrastructure support and rehabilitation				X	X	X	X	X	X	X	X	X									
		• Critical human resources support				X	X	X	X	X	X	X	X	X									
		• Recovery/digitization of basic damaged or lost documentation				X	X	X	X	X	X	X	X	X									
Community Recovery	Restore critical basic infrastructure	• Removal of rubble/ debris to improve access		X	X	X	X	X	X	X	X	X	X	X									
		• Restoration of critical basic community infrastructure				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			
	Livelihoods Stabilization and development	• Emergency temporary jobs	X	X	X	X	X	X	X	X	X												
		• Targeted livelihood and self-employment				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			
		• Business continuity through small grants	X	X	X	X	X	X	X	X	X												
		• Vocational training										X	X	X	X	X	X	X	X	X			
		• Medium-term business development										X	X	X	X	X	X	X	X	X			
		• Community energy solutions		X	X	X	X	X	X	X	X												
Coordinated Early Recovery Planning	Develop a coordinated approach to early recovery	• Joint rapid assessment	X	X	X																		
		• Analysis of early recovery opportunities	X	X	X																		
		• Coordination	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			
		• Information management & monitoring	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			

Abbreviations:

ADO	Awami Development Organization	MBWA	Makhdoom Bilawal Welfare Association
AJKRSP	AJK Rural Support Programme	MDS	Mandher Development Society
AKRSP	Aga Khan Rural Support Programme (AKRSP)	MRDO	Marvi Rural Development Organization
AMRDO	Al-Mehran Rural Development Organization	MWT	Mehran Welfare Trust
AWAZ	Awaz Foundation Pakistan	NDMA	National Disaster Management Authority
BASF	Behar Al Sindh Foundation	NIM	National Implementation Modality
BDRO	Badin Development and Research Organization	N-IRM	NRSP-Institute of Rural Management
BRSP	Baluchistan Rural Support Programme	NRSP	National Rural Support Programme
CBDRMCs	Community Based Disaster Risk Management Committees	PDO	PATTAN Development Organization
CBOs	Community Based Organizations	PDMA	Provincial Disaster Management Authority
CDF	Community Development Foundation	PEHE	Participatory Efforts for Healthy Environment
CERD	Center for Excellence in Rural Development	PFF	Pakistan Fisherfolk Forum
COFRA	the COFRA Foundation-Switzerland	PIPHRO	Pakistan International Peace and Human Rights Organization
CSOs	Civil Society Organizations	PIRBHAT	Pirbhat Women Development Society
CWS	Church World Service	PWS	Participatory Welfare Services
DDMA	District Disaster Management Authority	RABT	RABT Development Organization
DDP	Delta Development Program	RC	Resident Coordinator
DIM	Direct Implementation Modality	RCDS	Rural Community Development Society
EAD	Economic Affairs Division	RDHR	Research and Development Human Resource
ER	Early Recovery	SAIBAN	SAIBAN Development Organization
ERP	Early Recovery Programme	SCF	Sindh Community Foundation
EU	European Union	SDS	Sindh Development Society
FDO	Friends Development Organization	SF	Spirit Foundation
GODH	Grass-Root Organization for Human Development	SPO	Sindh Participatory Organization
GSF	Goth Seengar Foundation	SRO	Sindh Radiant Organization
HC	Humanitarian Coordinator	SRSP	Sarhad Rural Support Programme
HANDS	Health & Nutrition Development Society	SRSP	Sarhad Rural Support Programme
HDO	Hamdam Development Organization	SSD	Society for Sustainable Development
HEED	Humanitarian Environment Education Development	TAKHLEEQ	Takhleeq Foundation
HRDS	Human Resource Development Society	TRDP	Thardeep Rural Development Program
IDF	Indus Development Forum	Truce	Trust for Rural Uplift Culture and Environment)
IDO	Innovative Development Organization	UDO	Ufaq Development Organization
IP	Implementing Partner	UNDP	United Nations Development Programme
IRC	Indus Resource Center	UNOCHA	United Nation Office of Coordination and Humanitarian Assistance
JBF	Javahir Ul Bukhari Foundation	WESS	Water, Environment & Sanitation Society
JPI	Just Peace International	YWS	Young Welfare Society (YWS) Sindh
LDA	Larr Development Association		
LEAF	Larr Environmental Awareness Forum		
LPP	Lodhran Pilot Project		
MASHRIQ Foundation	MASHRIQ Foundation		

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