

---

# Final Evaluation of Owner-Driven Cash-Grant Shelter Support Integrated Recovery Programme Pakistan Floods 2010 Operation



Mir Hussam-ud-Din Quasmi  
Consultant, Shelter

July, 2013

---



World in Consulting (Private) Limited  
Office no 107, First Floor,  
Dossul Arcade,  
Khayaban-e-Quaid-e-Azam  
Islamabad, Pakistan

T: +92 (0) 51 260 4610

F: +92 (0) 51 260 4711

[Info@WorldinConsulting.com](mailto:Info@WorldinConsulting.com)

[www.WorldinConsulting.com](http://www.WorldinConsulting.com)

---

# Table of Contents

---

I- ACRONYMS.....	IV
II- ACKNOWLEDGEMENT .....	V
III- EXECUTIVE SUMMARY .....	1
1. INTRODUCTION .....	3
2. LIMITATION OF STUDY .....	4
3. OBJECTIVES OF THE ASSIGNMENT .....	5
4. METHODOLOGY.....	6
4.1 INCEPTION MEETING WITH IFRC.....	6
4.2 LITERATURE REVIEW .....	6
4.3 DEVELOPMENT OF RESEARCH TOOLS .....	6
4.4 FINALIZATION OF RESEARCH TOOLS.....	6
4.5 INCEPTION REPORT .....	6
4.6 TARGET AREA AND SAMPLE SIZE SELECTION .....	6
4.7 FOCUS GROUP DISCUSSION.....	7
4.7.1 Details of FGDs Conducted in Punjab.....	8
4.7.2 Details of FGDs Conducted in Sindh.....	8
4.8 KEY INFORMANT INTERVIEWS .....	9
4.9 DATA COMPILATION.....	9
4.10 DE-BRIEFING .....	10
5. FINDINGS OF THE STUDY .....	11
5.1 PURPOSE OF THE PROJECT .....	11
5.2 THATTA PILOT PROJECT .....	11
5.3 VULNERABILITY AND CAPACITY ASSESSMENTS -- VCA .....	12
5.3.1 Un-trained/in-experienced Practitioners .....	12
5.3.2 Unfamiliar with the Geography.....	12
5.3.3 Unfavourable Conditions.....	12
5.3.4 Non-availability of the Habitants .....	12
5.4 OWNER DRIVEN CASH GRANT SYSTEM.....	13
5.5 MINIMUM REQUIREMENTS AND SIZE OF THE SHELTER.....	14
5.6 SHELTER TARGET .....	16
5.7 STANDARD OPERATING PROCEDURES -- SOPs .....	16
5.8 ESTABLISHMENT OF VILLAGE COMMITTEES.....	16
5.9 BENEFICIARY SELECTION CRITERIA -- BSC.....	17
5.10 BENEFICIARY PLEDGE AGREEMENTS -- BPA.....	17
5.11 SHELTER AND LATRINE DESIGNS .....	18
5.12 IRP DESIGN VS OTHER ACTORS .....	18
5.13 SHELTER GRANTS: WAS THIS ENOUGH? .....	19
5.14 SHELTER TRAINING AND TOOL KIT .....	19
5.15 CONSTRUCTION MATERIALS AND SERVICES -- QUALITY AND AVAILABILITY.....	19
5.15.1 Construction Materials -- Quality and Availability.....	20

5.15.2 Skilled Labours – Quality and Availability .....	20
5.16 CERTIFICATE OF COMPLETION .....	20
5.17 CASH GRANT INSTALLMENTS .....	21
5.18 CASH TRANSFER REQUEST .....	21
5.18.1 Field Visit Report .....	21
5.18.2 Cash Transfer Request .....	21
5.18.3 Financial Control through MIS .....	21
5.19 ROLE OF POS .....	22
5.20 VISIBILITY:.....	23
5.21 EXIST STRATEGY:.....	23
<b>6. REASONS FOR NOT ACHIEVING TARGETS .....</b>	<b>24</b>
6.1 ORGANISATIONAL LEVEL .....	24
6.2 MANAGEMENT LEVEL.....	24
6.3 IRP (PRCS) LEVEL.....	24
<b>7. RECOMMENDATION .....</b>	<b>26</b>
<b>ANNEX-A: TERMS OF REFERENCE.....</b>	<b>A</b>
<b>ANNEX-B: SAMPLE SIZE.....</b>	<b>G</b>
<b>ANNEX-C: FGD GUIDELINES FOR COMMUNITIES:.....</b>	<b>H</b>
<b>ANNEX-D: KII GUIDELINES FOR IFRC/PRCS PROJECT STAFF:.....</b>	<b>I</b>
<b>ANNEX-E: KII GUIDELINES FOR KII GUIDELINES FOR POST OFFICE STAFF: .....</b>	<b>J</b>
<b>ANNEX-F: KII GUIDELINES FOR INFLUENTIAL OF THE AREA:.....</b>	<b>K</b>
<b>ANNEX-G: PARTICIPANTS OF KIIS IN PUNJAB .....</b>	<b>L</b>
<b>ANNEX-H: PARTICIPANTS OF KIIS IN SINDH.....</b>	<b>M</b>
<b>ANNEX-I: PARTICIPANTS OF KIIS IN ISLAMABAD .....</b>	<b>M</b>
<b>ANNEX-J: PARTICIPANTS OF FGDS IN PUNJAB .....</b>	<b>N</b>
J1: FEMALE FGD CONDUCTED AT VILLAGE GHAIR MUSTAKIL GHARBI, UC HANJRAI .....	N
J2: MALE FGD CONDUCTED AT VILLAGE GHAIR MUSTAKIL GHARBI, UC HANJRAI .....	O
J3: MALE FGD CONDUCTED AT VILLAGE GHAIR MUSTAKIL DARMYANI, UC HANJRAI.....	O
<b>ANNEX-K: PARTICIPANTS OF FGDS IN SINDH.....</b>	<b>P</b>
K1: FEMALE FGD CONDUCTED AT VILLAGE PIR BAX JEEWAN, UC ZARKHAIL.....	P
K2: FEMALE FGD CONDUCTED AT VILLAGE M. AMEEN BROHI, UC QUBO SAEED KHAN.....	Q
K3: MALE FGD CONDUCTED AT VILLAGE K B ALLAH BLUX, UC REHEEMABAD .....	S
K4: MALE FGD CONDUCTED AT VILLAGE QAMAR U DIN PAHORE, UC REHEEMABAD .....	T
K5: MALE FGD CONDUCTED AT VILLAGE MURAIID BHATTI, UC ZARKHAIL .....	U
K6: MALE FGD CONDUCTED AT VILLAGE GAJI KHUHAWAR, UC GAJI KHUHAWAR .....	U
<b>ANNEX-L: LITERATURE REVIEW .....</b>	<b>W</b>
<b>ANNEX-M: WORK PLAN.....</b>	<b>X</b>
<b>ANNEX-N: INCEPTION REPORT .....</b>	<b>1</b>

---

## I- Acronyms

ABM	Activity Based Monitoring
AJ&K	Azad Jammu and Kashmir
B	Beneficiary
BCA	Beneficiary Communications and Accountability
CHF	Swiss Franc
CTR	Cash Transfer Request
Dakia	Post Man
DMO	Disaster Management Officer
DPL	Daily Paid Labour
DRR	Disaster Risk Reduction
ERRA	Earthquake Rehabilitation and Reconstruction Authority
FATA	Federal Administered Tribal Areas
FGDs	Focus Group Discussion
GB	Gilgit Baltistan Province
GPO	General Post Office
GPS	Global Positioning System
Hilal-e-Ahmar	Red Cross and Red Crescent Societies
IFRC	International Federation of Red Cross and Red Crescent Societies
IRP	Integrated Recovery Programme
Katcha House	Raw/Mud/Rough House
KIIs	Key Informant Interviews
KP	Khyber Pakhtunkhwa Province
NB	Non Beneficiary
MoU	Memorandum of Understanding
MTR	Mid-Term Review
NDMA	National Disaster Management Authority
NHQ	National Head Quarters
NS	RCRC National Society
PC	Programme Coordinator
PHQ	Provincial Head Quarter
PKR	Pakistani Rupee
PMER	Planning, Monitoring, Evaluation and Reporting
PO	Post Office
PPT	Power Point Presentation
PRCS	Pakistan Red Crescent Society
KSK	Qamber Shahdadt District
RCRC	Red Cross and Red Crescent Societies
RSPs	Rural Support Programmes
RSPN	Rural Support Programmes Network
SOP	Standard Operating Procedure
SRSO	Sindh Rural Support Organisation
ToR	Terms of Reference
TNA	Training Need Assessment
TPM	Third Party Monitoring
TPAT	Transitional Planning Assistance Team
FVC	Female Village Committees
VC	Village Committees
VCA	Vulnerability and Capacity Assessment

---

## II- Acknowledgement

Verification in the field was conducted in the extreme weather of late May and early June of 2013. Weather was extremely unfavourable -- hovering in the range of 46°C to 49°C. To roam around the villages observing the construction of one shelter to another shelter and having a meaningful discussion with men and women, beneficiaries & non-beneficiaries and all the stakeholders including but not limited to IRP staff, PRCS staff, IFRC staff, Post Office staff and members of village committees was not an easy task. Our profound gratitude goes to all the participants who extended their support in actively participating in the evaluation of the shelter project. Without their support and cooperation, we could not have accomplished this task.

Our special thanks goes to the two team members, Syed Imtiaz Hussain, Senior Shelter Officer, IFRC and Amjad Sohail, Programme Officer, PRCS FATA Branch. Both the officers took pain in organising entire field verification programme and ensured that FGDs and KIIs were arranged in time and all administrative and management support was extended in a timely fashion in order to retrieve maximum information.

Finally, our thanks to Sacha Bouter, PMER Coordinator for providing guidance in finalising the tool kits.

Last but not the least, our sincere thanks to Basharat Ullah Khan, National Construction & Shelter Coordinator, IFRC for setting the scene.

This report is the product of collective and combined efforts of all, whether mentioned or not.



**Mir Hussam-ud-Din Quasmi**  
Consultant, Shelter

---

### III- Executive Summary

In response to the 2010 floods, IFRC/PRCS first launched immediate response and then designed IRP for recovery phase. Shelter was one of the components of the IRP. This report looks into the impact shelter component of recovery phase has had on the life of the communities. Owner driven cash transfer tool was used by the Project for construction of shelters and latrines.

Pilot testing of the shelter design was done in Thatta. The original design was rejected by the PRCS because it was not strong enough to withstand repeat of 2010 like flood or rain like 2011. New shelter design was prepared, tested in Thatta and was given go ahead. The new shelter design was seen as an 'agent of change' in their localities. Other actors who provided or intend to provide *Kachha* houses are no more welcomed in their areas. Through these shelters, communities have seen new hope in their lives.

The most valuable aspect of the whole exercise was that communities were delighted with the whole mechanism through which owner driven cash grant mechanism was planned and executed. Individuals were helped without their feelings and egos getting hurt. They were made masters of their own shelters. This approach encourages them to spend additional amount on their shelter to make it bigger in size and beautiful. The system as a whole worked very well. Beneficiaries recommended that future projects should also be designed on similar lines.

Actual project was launched in four selected districts of Punjab (Layyah and Muzaffargarh) and Sindh (Qambar Shahdad Kot and Shikarpur). Punjab witnessed transparency issues immediately after its launch, forcing the NHQ to initially suspend its Punjab operation. Re-launching was done after series of re-verification processes. Progress painfully slowed down in Punjab due to this factor. Although, Sindh did not encounter transparency issues but the speed witnessed there was also extremely slow.

Actual target of constructing 11,500 shelters in the first phase could not be achieved. Only 2,534 shelters were constructed in both the provinces despite the fact that communities are still seen living under extremely difficult circumstances.

Faulty VCA was one of the main factors behind slowing down the construction speed. Inflationary figures were provided in VCA. Re-verification of effected communities was conducted for better planning. This unnecessarily consumed more time which could have been avoided in case of reliable VCA.

Village Committees were formed for selection of beneficiaries including monitoring and guiding the beneficiaries during construction period. VCs had to be disbanded in Punjab as they become part of the problem while very limited leverage was given in Sindh. Despite the fact that women were the most vulnerable part of the target communities, no female VCs were established to provide specific relief to them.

Beneficiary selection criteria were not provided in writing either to the VCs or to the communities. Communication boards established under the project was not used for displaying the selection criteria. Community members were not aware about the real reasons for their selection or rejection.

GPO services were used for cash transfer. This is the best mechanism to reach out in remote areas. An MOU was signed with GPO, Islamabad under which GPO was required to provide dedicated services. This did not happen. Normal channels were used for transferring of money. The entire operation was hindered due to the fact that PO lacked the capacity to disburse millions of rupees on daily bases. Out of box solutions e.g. disbanding POs and working through GPOs were not explored.

---

IRP shelter design was very much appreciated by the communities (beneficiaries and non-beneficiaries). Community members were unanimous that the new design has resolved their long standing issue of witnessing total destruction whenever encountered by flood or heavy rains. However, the actual shelter size was not adequate and the roof height was also very low. Weather consideration (high temperature in the project area) was not kept in mind while designing the shelter.

Staff hiring remained an issue during the entire project life. Limited staff members (280) were hired against the approved strength of 430. Staff which were hired were either fresh or had very limited experience in their respective field. Project management experience was totally missing from these hired hands.

Capacity of PRCS and IFRC is low in terms of executing large scale development (recovery) programmes. In future project staff would need to be hired from the very beginning for the entire duration of the project. The above mentioned hiccups would mostly get streamlined if trained staffs are hired and project managers are associated with the NS.

Despite the fact that communities were aware about the presence of *Hilal-e-Ahmar* and the benefits they are getting from their shelter programme, no sign board could be seen in or around the communities. This is in complete contrast with other actors who opted to erect sign boards with clear demonstration that is providing funding and for what purpose.

Similarly, exist strategy was limited to only providing PRCS contact information. IRP staff was not properly guided on what actions they need to take or messages needs to deliver before they exit from the area.

---

## 1. Introduction

Pakistan experienced the worst floods in July, 2010. Following abnormally heavy monsoon rains, the Indus River rose above its banks and flooded the surrounding areas. With the rains continuing for a further two months, large areas of Pakistan were affected in various degrees. As of mid-August, the heaviest flooding had moved southward along the Indus River from already severely affected Northern districts in Khyber Pakhtunkhwa to densely populated areas of Western Punjab and the Southern province of Sindh (source [http://www.who.int/hac/crises/pak/pakistan\\_early\\_recovery\\_plan\\_12february2011.pdf](http://www.who.int/hac/crises/pak/pakistan_early_recovery_plan_12february2011.pdf)).

In response to the worst floods in the recent history, affecting 20 million persons of Pakistan's 170 million population and spreading to all seven provinces of the country – Baluchistan, Punjab, Khyber Pakhtunkhwa (KP), the Federal Administered Tribal Areas (FATA), Azan Jammu and Kashmir (AJ&K), Gilgit Baltistan (GB) and Sindh. The floods damaged/destroyed homes, roads and bridges, crops and public infrastructure, with 1,985 deaths, 2,946 injured and 1,744,471 houses damaged (NDMA Nov 2010 (source ToR of this study)).

The International Federation of Red Cross and Red Crescent Societies (IFRC), on behalf of the Pakistan Red Crescent Society (PRCS) launched the Monsoon Floods Appeal for CHF 130 million for 24 months in August 2010; to assist 130,000 families (910,000 persons) with relief and early recovery in 3 of the most affected provinces, Khyber Pakhtunkhwa (KP), Punjab and Sindh. An Integrated Recovery Programme (IRP) was approved in March 2011 to respond to the continued multi-sector needs. With the appeal and budget revised in August, 2012 to CHF 92.6 million with an extended timeframe till the end of the July, 2013. The total budget for the shelter component was approximately CHF 11.5 million, with the programme implemented in the provinces of Punjab and Sindh (source ToR of this study). Final total allocation reported was CHF 10.74 million whereas total expenditure reported till end June, 2013 was CHF 6.78 million.

The Owner-driven cash-grant support programme was designed and implemented in the two provinces of Sindh and Punjab. Two districts of Sindh i.e. Shikarpur and Qamber Shahdadkot (KSK) and two districts of Punjab i.e. Muzaffargarh and Layyah were initially selected for this purpose. Initial pilot testing was done in District Thatta in Sindh.

The programme was affected in Punjab from the very beginning as transparency issues surfaced in District Layyah. This factor forced the PRCS-NHQ to take over the project in Punjab. Due to variety of issues, targets were not achieved; both in Punjab and Sindh.

Just before the closure of IRP in June, 2013, it was decided to conduct evaluation of shelter component “to ensure accountability to both beneficiaries and donors, and to measure the overall performance of the shelter programme and its contribution to the resilience of the targeted communities (source ToR of this study)”. In line with the above objectives, this study was conducted in the month of May and June, 2013.

---

## 2. Limitation of Study

Four limitations of the study need to be highlighted. They are:

A – IFRC and PRCS launched immediate relief programme after the 2010 super flood. Taking a step forward from the immediate relief efforts, an integrated recovery programme was launched in 2011 with the aim to provide long term sustainable rehabilitation programme. This evaluation is only limited to the recovery programme related to IRP. Earlier efforts under the banner of immediate relief are not part of this evaluation;

B – IRP was an integrated programme consisting of several components including (a) shelter, (2) water, sanitation and hygiene (3) health care (4) disaster risk reduction (5) livelihoods and (6) beneficiary communication and accountability. This study is limited to shelter component only. Other components of IRP are out of scope of this study;

C – Unlike Baseline, it was decided that final evaluation of shelter component would only be based on qualitative data. Although there is no harm in this approach, however, limited quantitative data and analysis is available to support the arguments.

D – Layyah district in Punjab was excluded from the survey. Security concerns and on-going legal processes in the area do not allow conducting this type of exercise.

---

### 3. Objectives of the Assignment

The objective of this assignment was to review aims to examine the progress against objectives and determine the relevance, and appropriateness, efficiency, effectiveness, impact, coverage, and sustainability/connectivity of the owner-driven cash-grant shelter support program. Specifically:

- Examine the extent to which the shelter support program has achieved its objectives and expected results (goal, outcome, outputs etc.) with regards to the strategic guidelines and PRCS-IFRC agreed recovery plans for Punjab and Sindh.
- Review shelter planning processes and field operationalization; the elements, tools and guidelines used, and processes followed, in order to assess their contribution to achieving the recovery objectives and contribution to the delivery of recovery assistance.
- Examine the efficiency of the owner-driven cash-grant shelter support model implemented and the key findings on positive/ negative impacts, intended/ unintended benefits to the targeted assisted communities.
- Examine the effectiveness and appropriateness of the cash grant procedures and methodologies employed.
- Review the 'safe shelter awareness trainings' provided to both trainers and beneficiaries with the concept of 'build back better.'. Examine the effectiveness, quality and appropriateness of training tools, methodologies, curriculum, IEC materials produced, and the shelter tool kits distributed to beneficiaries.

---

## 4. Methodology

### 4.1 Inception Meeting with IFRC

Immediately, after signing of the contract, an inception meeting was held in IFRC office in Islamabad. In this meeting work plan was agreed with the Shelter Unit of IFRC. This meeting was very helpful in planning the field work and setting benchmark in order to achieve the desired objectives of the study. Background, Scope and Implementation of the project was discussed. The objectives of the evaluation study were also discussed in the meeting.

### 4.2 Literature Review

Immediately after the inception meeting, related documents were reviewed (for details see Annex-L). Literature review provided bases for developing the specific understanding with regards to project and for the development of research tools.

### 4.3 Development of Research Tools

The study was based on the qualitative data. Following tools were developed for this purpose:

- a) Guidelines for male and female FGDs
- b) Guidelines for KIIs for:
  - a. IFRC/PRCS Project Staff
  - b. Post Office Staff
  - c. Influential persons of the Area

In addition to the above, observations and picture taking were used as additional tools for strengthening and correlating the findings. This involved:

- a. Checking the reconstruction shelters and toilets;
- b. Checking the necessary documentation at IRP offices, and;
- c. Satisfaction of the beneficiaries in terms of timeliness, appropriateness and quality assurance

Pictures of the reconstructed shelters and toilets were taken for visual documentation.

### 4.4 Finalization of Research Tools

Draft tools were developed and shared with IFRC. Comments on the draft tools were incorporated and put in use.

### 4.5 Inception Report

A brief inception report was produced at the beginning of the study. Work plan and sampling size were agreed in this period.

### 4.6 Target Area and Sample Size Selection

Sample area comprised of 3 districts which included 2 Districts of Sindh i.e. KSK and Shikarpur and 1 district of Punjab i.e. Muzaffargarh. Detailed of Sample size is provided at Annex-B.

#### 4.7 Focus Group Discussion

FGDs were conducted in each target district. In total 9 FGDs were conducted from the 3 target districts as detailed below. These FGDs were conducted at the selected villages mentioned above.

District/Area	Focus Group Discussion(FGDs)	Description
Muzaffargarh	3	2 male and one female
Shikarpur	3	2 male and one female
Qamber-Shahdadkot	3	2 male and one female
<b>Total</b>	<b>9</b>	<b>6 male and 3 female</b>

Initially, at the inception period, 7 FGDs were proposed; 3 for KSK and 2 each for Muzaffargarh and Shikarpur. During discussion with PMER Coordinator, it was agreed to extend the FGDs from the proposed 7 to 9 numbers. Increase in number of FGDs allowed the consultant to conduct 1 female FGD at each of the intervention districts. Final selection of villages and communities/*Bastis* were done in consultation with field offices in Muzaffargarh and Larkana. Final selection was made at the very last moment to minimise field staff effects.

IRP field staff was fully involved in initial selection of FGD participants. Final selection in each location was done by the Consultant. This method on the one hand ensured full participation of the field staff and on the other hand allowed the Consultant to select FGD members at his own will.

There was no translation requirement in male FGDs in Punjab or Sindh as Consultant managed to interact with the participants in the local languages (Urdu and Punjabi). One female translator was hired for Sindh. No female translator requirement occurred for female FGD in Punjab.

Language however proved a barrier in female FGDs in Sindh. To avoid this barrier, Consultant had hired the services of one female volunteer from the area. She successfully managed to translate their feedback. It turned out that one community in Sindh (village Ameen Barohi in U.C. Qabo Saeed Khan) speaks a language which is neither Sindhi nor Saraiki. Their local language is Brohi which is not understood even by Sindhis. One local male member of the community was requested to act as an interpreter.

Consultant was initially informed that due to cultural barriers, only female staff would be allowed to interact with the female participants. Situation at ground proved quite opposite. Consultant was able to interact with the female FGD participants fairly openly.



**A female beneficiary is explaining her experience**

Photo was taken on 29 May 2013 at K. B. Allah Baksh, U.C. Raheemabad, Tehsil Khanpur, District Shikarpur

---

#### 4.7.1 Details of FGDs Conducted in Punjab (Refer to Annex-J for details of participants):

50 male participated in 6 FGDs while 34 female participated in 3 FGDs in Punjab and Sindh. In total 84 individuals participated in 9 FGDs conducted in two provinces.

##### District Muzaffargarh:

###### Male:

1. Basti Chahpir Wala, Village Hanjari Ghair Mustaqil Gharbi, UC Hanjari, Kot Addu
2. Ghair Mustaqil Darmiyani, UC Hanjrai, Kot Addu

###### Female:

3. Basti Chahpir Wala, Village Hanjari Ghair Mustaqil Gharbi, UC Hanjari, Kot Addu



**Female FGD participants making their case**  
Photo was taken on 26 May 2013 at Basti Chahpir Wala, Village Hanjari Ghair Mustaqil Gharbi, UC Hanjari, Tehsil Kot Addu, District Muzaffargarh

#### 4.7.2 Details of FGDs Conducted in Sindh (Refer to Annex-K for details of participants):

##### District Shikarpur:

###### Male:

1. Khan Bahadur Allah Baksh, U.C. Rahmeedabad
1. Qamar-ud-Din Pahor, U.C. Raheemabad

###### Female:

1. Pir Baksh Jeewan, U.C. Zarkhail

##### District KSK:

###### Male:

1. Village Murad Bhatti, U.C. Gaji Khawar
2. Village Gaji Khawar, U.C. Gaji Khawar

###### Female:

1. Village Mohammad Ameen Barohi, U.C. Qubo Saeed Khan



**An FGD participant is enthusiastic to express his point of view**  
Photo was taken on 29 May 2013 at K. B. Allah Baksh, U.C. Raheemabad, Tehsil Khanpur, District Shikarpur

---

#### **4.8 Key Informant Interviews** (Refer to Annex-G, Annex-H & Annex-I for details of participants):

30 KIIs were conducted in Islamabad, Punjab and Sindh. Participants of these KIIs included representatives of PRCS-Sindh branch, IFRC staff, IRP Staff, members of village committees, influential of the area and post office staff.

#### **4.9 Data Compilation**

Information collected through FGDs, KIIs and observations made for the constructed shelters and latrine were compiled and have been presented in this report.

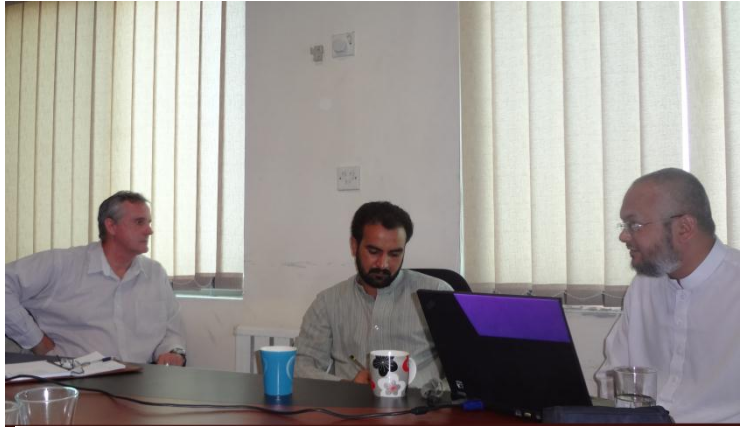


**Kanwar Waseem, Secretary PRCS Sindh Branch  
making a point**  
Photo was taken on 3 June 2013 at PRCS, Sindh Chapter,  
Karachi

---

#### 4.10 De-Briefing

A debriefing session was held in the last week of June to apprise the participants about the finding of the study. Power point presentation was used for this purpose. This was a very productive session as observation, findings and recommendations were openly debated. Suggestions and comments made by the participants have been incorporated.



**A view of De-briefing session**

**Clockwise: Michael Higginson, Senior Advisor, IFRC, Syed Imtiaz Hussain, Senior Shelter Officer, IFRC and Mir Quasmi, Consultant, Shelter**

**Photo taken on 21 June 2013 at IFRC Headquarters, Islamabad**

---

## 5. Findings of the Study

### 5.1 Purpose of the Project

After monsoon floods 2010, large number of families was left homeless under the open sky without any proper set up to be used as their shelter to protect themselves and their families. In response to the above mentioned moon soon floods 2010, the International Federation of Red Cross and Red Crescent Societies (IFRC), on behalf of the Pakistan Red Crescent Society (PRCS) launched the Monsoon Floods Appeal for CHF 130 million for 24 months in August 2010; to assist 130,000 families (910,000 persons) with relief and early recovery in 3 of the most affected provinces, Khyber Pakhtunkhwa (KP), Punjab and Sindh.

*May Allah forbid the time to  
be fall – My repentance!!!!*

Sabo Mai

*It was doom!!!!*

Allah Wasai

FGD participant in Kot Addu

When the emergency response phase neared completion and efforts turned towards early recovery, the report of the Transitional Planning Assistance Team (TPAT) highlighted the critical importance of integrated approaches in recovery programming for the Pakistan flood response, Vulnerability and Capacity Assessments (VCA) were conducted across the three most-affected provinces: KP, Punjab and Sindh to identify the greatest needs and gaps of flood-affected populations, assessing the capacity of PRCS to implement recovery interventions across a range of sectors and supporting the development of community action plans.

Based on recommendations from PRCS provincial branches, 15 districts were identified as the most vulnerable. Accordingly two Union Councils (UCs) per district were selected for a VCA.

The shelter project is the sectoral component of the PRCS/IFRC Integrated Recovery Programme, complementing programming at village level with other sectors such as WatSan, livelihoods, Disaster Risk Reduction and health. The Owner-driven cash-grant support programme was introduced to ensure accountability to both beneficiaries and donors, and to measure the overall performance of the shelter program and its contribution to the resilience of the targeted communities.

The main objective of the Recovery Shelter Project was to assist 40,000 flood affected families of Sindh and Punjab to restore their homes through provision of conditional cash grants, shelter tool kit, training and technical support. Targets were reduced to 11,500 in a revised appeal in November 2011, and further to 5,000 families in August 2012.

Two districts of Punjab namely Muzaffargarh and Layyah and two districts of Sindh namely KSK and Shikarpur were initially selected for shelter component assistance. KP was not part for this component.

### 5.2 Thatta Pilot Project

The shelter pilot project was tested in Thatta. Pilot testing was decided in November, 2010 and was tested during January-March, 2011 period (source Thatta pilot project final report page 10). Original design of the project which was launched here was traditional as it was a *Katcha* structure. The design used local material, was environmental friendly but as the design was based on *Katcha* structure, therefore, had serious repercussions in terms of providing resistance for future natural disaster i.e. heavy floods and rains. The design was rejected at the very early stage by PRCS-Sindh chapter. A new design was prepared, presented and agreed by all the stakeholders. The new design was based on the experiments which has the power to resist natural disaster e.g. unusual heavy rains and floods. As

---

opposed to *Katcha* structure, the new design was totally based on burnt bricks, cements sand mortars, iron guarder and tile roofs.

Beneficiaries (men and women, Punjab and Sindh) were pleased with the new design. They had never witnessed this life style as since many centuries these beneficiaries were living in *Katcha* houses where animal also used to live along with their family members. Living in a *Packa* house without any fear of rainwater seeping in is a unique experience for them.

Pilot testing is an essential part of the whole design. However, the critical factor in testing any design is that you test it in the same environment, in the same area to record the bottlenecks and improve the design not only in terms of structural flaws but also testing the system & procedure for handling a massive construction project.

Nonetheless, pilot testing was conducted at such a place where project had no intention to work. Thatta was selected keeping in view its closeness from Karachi which gives easy access to the implementers to test their design. Although, along with new design, cash transfer mechanism was briefly tested but this decision should have been avoided at the very first place. Next time when a new design needs to be tested, it should be ensured that pilot run is conducted in the same geographical area where scaling up is intended. This would wrinkle out majority of issues in the testing phase and would allow the implementers to scale up their design and product in a better fashion.

### **5.3 Vulnerability and Capacity Assessments – VCA**

VCA started in December, 2010. Most of the field activities were conducted in January, 2011 before the formulation of IRP. As a backbone of the programme, it was supposed to provide impetus to the IRP staff. Due to emergency situation and scarcity of the trained manpower, VCA practitioners were arranged from across Pakistan. Faulty VCA was conducted by those who were given the task. Field verification confirmed that every responsible person blamed faulty VCA as a root cause for major issues IRP faced in its implementation. Highly inflated figures were posted in VCA which restricted the pace of the project at the time of implementation. Four main factors were behind the faulty VCA:

#### **5.3.1 Un-trained/in-experienced Practitioners**

VCA was conducted by the people who were not trained in this field. Although, training sessions were conducted before the start of VCA operations, however, it seems that this training programme could not fill the gaps at the desired level. This resultantly had big impact on the entire design of the programme.

#### **5.3.2 Unfamiliar with the Geography**

VCA was conducted by the individuals who were gathered from across Pakistan specially, KP. These people lacked first-hand information regarding geography of the project area. Resultantly, they were not in a position to add value to the area to gather accurate information.

#### **5.3.3 Unfavourable Conditions**

VCA was conducted when flood water was still standing. Access to the affected area was more or less not possible. This factor mostly affected the performance of the practitioners.

#### **5.3.4 Non-availability of the Habitants**

Heavy floods had forced the habitants of the area to flee. Most of the residents had not returned to their original position when VCA was conducted. This factor also had another major effect on the authenticity of the VCA.

---

#### 5.4 Owner Driven Cash Grant System

Shelter and shelter-latrine programme was based on the owner driven cash grant system. According to the prescribed mechanism, selected beneficiary was paid in instalments after meeting an agreed milestone. Seed money was paid to start the process. Total amount of 130,000 PKR (100,000 PKR for Shelter and 30,000 PKR for latrine) as Conditional Cash transfer was provided to the family in five instalments:

*We could have get ourselves kicked other way*

An FGD participant in Kot Addu

- o First instalment of 40,000 PKR (40%) for the construction of the foundations
- o Second instalment of 50,000 PKR (50%) after completion of walls and roof (super structure)
- o Third instalment of 10,000 PKR for the completion of the one room shelter
- o Fourth instalment of 20,000 PKR for construction of latrine
- o Fifth instalment of 10,000 PKR for the completion of the latrine

The first three instalments are for construction of shelter and fourth and fifth instalment was for construction of latrine. The package was required to support the construction of a one room shelter and separate latrine. The amount was to cover part or all the construction of a brick plinth foundation and brick wall and tiled roof with steel girders and T-iron. It was envisaged that some salvaged materials such as bricks would be reused where available.

The above method was slightly modified in Punjab where surplus WatSan material was provided for construction of shelter-latrine. PKR 10,000 was reduced from the beneficiaries' payment. All beneficiaries in Punjab (591) were treated in this way.

Owner driven cash grant system is not new in Pakistan. This phenomenon was tested and applied by ERRA at a large scale after 2005 earthquake in northern areas of Pakistan. IRP applied the same principal in their selected districts for construction of shelter and latrine. There is no doubt that this was carried out very well. All beneficiaries agreed that this was the best system planned for reconstruction.

During the field visit, beneficiaries (men and women) in Punjab and Sindh were united in raising single voice that if IFRC/PRCS re-starts another shelter programme, they should design the project based on owner driven cash grant approach. The following 3 options were given to the respondents/beneficiaries (men & women) for current/future design of the construction project:

1. Project should have been designed as it is i.e. owner driven cash grant;
2. Instead of providing cash, project should have arranged construction material. This would have reduced some time in terms of cash transfer and would have saved efforts on the part of beneficiaries to arrange construction material;
3. The design should have option to get reconstruction through contractor directly hired by the project

Majority of the beneficiaries (men & women, Punjab and Sindh) supported the current design. On further query, why first option (as provided above) is the best, beneficiaries were in unison that this gives them 'ownership', 'self-pride', 'ease' and 'opportunity' to "design, expand and invest" in their shelter according to their own free will. Obviously, system has worked very well and should be replicated in future when similar projects are launched.

---

## 5.5 Minimum Requirements and Size of the Shelter

The minimum core house size was to be about 15ft by 12ft (internal) = 180 sq ft (about 16.73 sq m).

The Shelter Cluster was endeavour to make sure that the newly built house has the objective of 'building back better' and meets the following criteria:

- Able to resist normal floods
- Able to resist abnormal floods up to an agreed level
- If required - able to resist earthquake up to the required level
- Account for the high temperatures of Sindh and Punjab
- Be culturally acceptable
- Be made of materials which are readily available
- Be constructed using simple techniques

Following minimum standard of construction requirements was required to be fulfilled by the beneficiaries during the construction of one room shelter.

- ☞ Minimum internal dimension of the shelter be 12 x 15
- ☞ 3" screed concrete in bottom of the foundation
- ☞ 18" thick brick work or rubble masonry foundation with 1:5 cement and sand mortar.
- ☞ Minimum thickness of the brick wall should be 9"
- ☞ The wall should be built with burnt brick with cement mortar up to roof level
- ☞ Height of the brick wall should not be less than 8'-0"
- ☞ Tiled roof supported by iron girders with necessary other arrangements.

All beneficiaries (men and women) were pleased from the shelter design. It was a new experiment for them to live in a *Pakka* house.

Beneficiaries and non-beneficiaries (men and women, Punjab and Sindh) confirmed that they will definitely follow the new construction design they learnt from IFRC/PRCS subject to availability of funds. Reason for following this design is safety and security during natural disaster. Devastating floods of 2010 and subsequent rains in 2011 have left lasting imprints on the minds and soul of these inhabitants.



**A Beneficiary constructing his boundary wall**

Photo was taken on 29 May 2013 at K. B. Allah Baksh, U.C. Raheemabad, Tehsil Khanpur, District Shikarpur

---

Shelter size was not followed in Punjab. Majority of the beneficiaries confirmed that they went for extended size. In addition to that height of the roof was also raised to reduce some heat. As an average shelter size has been raised up to 3 feet (from designed 12 x 15 to 12 x 18) and height of the ceiling has been raised from 8 to 10 or even 11 feet. This is a good example of flexibility which comes through owner-driven cash grant mechanism.



**Much larger shelter size of a beneficiary**

**Photo was taken on 27 May 2013 at Village Ghair Mustakil Darmyani U.C. Hanjrai, Tehsil Kot Addu, District Muzaffargarh**

Unlike Punjab, IRP staff in Sindh did not allow the beneficiaries to go for the change. Majority of the beneficiaries (men and women) confirmed that measurement of their shelter is as per original design. The only changed

allowed by the IRP staff was to raise their ceiling which was confirmed by all beneficiaries. This showed difference in approach in two chapters of the same component.

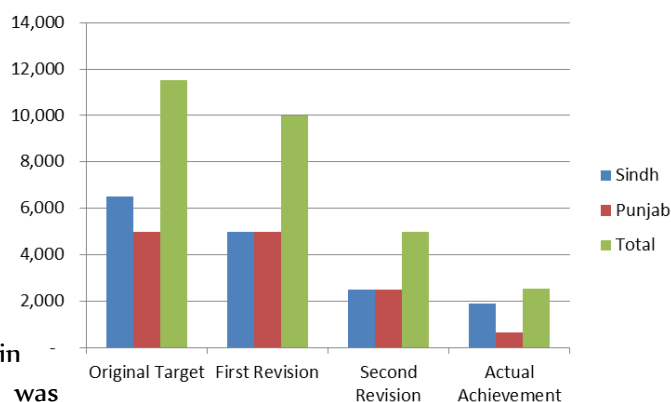
Despite the fact that the new design gives beneficiaries (men and women, Punjab and Sindh) safety and security, they were not pleased with the shelter design in toto. Their argument was that size of the shelter provided to them was too small. It seems that family size had no consideration while designing the shelter. Similarly, roof height is another factor. It is too close. One can easily get hurt from a running fan.

Environmental factors were also not kept in mind while designing the project. The selected districts (Muzaffargarh, KSK, Shikarpur) for shelter fall in the extreme weather conditions. Temperature was hovering around 50°C during the field investigation. These shelters become a boiling oven due to its size, height and type of construction material used. IFRC/PRCS should take this issue into the 'shelter cluster' how to resolve this dilemma. Shelter, on the one hand, should be strong enough to provide resistance during heavy rains and floods but, on the other hand, also needs to be environment friendly so that the residents could live there in extreme hot weather. Some experiments are badly needed as part of development preparedness to come out with environment friendly design.

## 5.6 Shelter Target

Original Target for construction of shelter, in phase-I, was 11,500 in two provinces. This target was required to be revised keeping in view the revised construction design after Thatta pilot. With the new design, cost of the shelter increased by roughly PKR 30,000.

Target for shelter were revised downward to bring in line with the enhanced cost. The revised target was 10,000 (5,000 for each province). However, target was further revised by 50% as variety of factors slowed down the construction pace. Final target fixed for this purpose was 5,000 (2,500 for each province). Even this could not be achieved by the project. Actually achieved target is almost 50% of the final target i.e. 2,534 (1,890 Sindh, 644 Punjab).



There are several factors which hindered the pace of the project. Main factors are (i) faulty VCA (ii) slow re-verification process (iii) problems faced at the GPO/PO for transfer of money (iv) hiring of inexperienced/untrained manpower by PRCS (v) shortage of manpower and (vi) transparency issues encountered in Layyah (where the operation was suspended). This also had spill over effect in the activities at Muzaffargarh.

There is another type of disadvantage at community level in not able to attain targets. Because of IFRC/PRCS name, other actors, especially in Punjab, turned their faces away. They thought that these communities don't need support from any other corner because of the presence of a heavy weight. This had a double blow effect on the communities. Neither IRP was able to achieve its shelter target nor any other actor thought appropriate to indulge in such activities where IRP was operational. Communities had no respite from any corner.

## 5.7 Standard Operating Procedures – SOPs

SOPs were developed for guiding, controlling and monitoring the project activities. This is a normal activity in any project. However, SOPs, as a normal procedure are taken as a 'live document' with a clear 'ownership'. SOP produced by the IRP was not treated as a 'live document' and remained without any clear 'ownership'. Although, technically speaking, Programme Coordinator (PC) was the owner of this document but SOP was not updated on regular intervals. With the same token, no further clarity on the scope and functions of IRP staff was provided with each update.

## 5.8 Establishment of Village Committees

Villages committees were required to be established as part of one of the very first activity in order to steer the process. Field verification confirmed that VCs were established. In Punjab, transparency issues aroused at the very beginning of the project and it was found that VCs got themselves involved in corrupt practices. Resultantly, VCs were disbanded in Punjab as they became part of the problem. Project staff had to perform their work/activities without VCs presence. Although VCs were disbanded in Punjab, but no alternative mechanism was brought forward by the IRP management to manage this

---

change. Similarly, no additional staffing was provided to IRP Punjab to handle this situation. SOP was also not updated keeping in view the peculiar situation of Punjab.

Village Committees remained present in the Sindh province. Their role and functions could not be identified during field verification beyond the fact that they acted as (i) initial gate opener for IRP staff (ii) provided initial list of possible beneficiaries (iii) identification of beneficiaries at the time of payment at PO, and (iv) helping the beneficiaries in joint procurement.

During interaction with VCs members, it was revealed that they were not involved in the decision making process i.e. selection, training and monitoring of construction activities at beneficiaries level. IRP Sindh point of view was that this was not done in order to avoid their undue influence. VCs members were told that all the decision was being made in Islamabad. This was against the basic principal of the transparency, community development and working together.

No female VCs were identified during field investigation. This is despite the fact that it was repeatedly requested to meet FVCs. It seems that either FVCs were not formed altogether or they remained ineffective and dormant.

The only useful aspect of the VC members was identification of genuine beneficiary at the PO level so that payment is released to the authentic individuals.

### **5.9 Beneficiary Selection Criteria – BSC**

SOP has clearly defined beneficiary selection criteria. This was communicated to the VCs only once during first meeting. BS criteria were not shared in black and white either in Punjab or Sindh. Neither BSC was displayed at any place in and around the village. This is despite the fact that communication boards were erected to fulfil the communication needs of the project.

BSC was even translated in Sindhi language but was never circulated. No single VC member or beneficiary (men and women) could confirm that they ever received this document from IRP.

Going beyond circulation of BSC, enquiries were made if the VC members, beneficiaries and non-beneficiaries (men and women) were aware the selection process. No one shook his/her head in affirmative. This seems to be a bigger challenge than distribution of BS criteria. Community members (male and female; beneficiaries and non-beneficiaries) had no idea why they were selected or not selected for provision of shelter. There was a clear lack of communication between the flood affected communities and implementing partners.

The other factor that was not clear to the beneficiaries about the selection criteria for latrine. There are some beneficiaries who got both the support i.e. shelter and latrine (latrine was either provided by shelter component or WatSan component). Significant number of beneficiaries' complaint that they neither receive latrine from shelter nor from WatSan. No meaningful explanation was provided by the IRP staff.

### **5.10 Beneficiary Pledge Agreements – BPA**

During the field operations, it was confirmed that Beneficiary Pledge Agreements was signed with all the intended beneficiaries. There was a complaint from non-beneficiaries of Punjab that although they did sign the BPA but they were not selected as a final beneficiary. It is very much clear that transparency

---

issues which smeared the Punjab operations had forced the project management to discontinue the operations. Only genuine beneficiaries were finally selected for shelter support after applying proper filter mechanism.

### 5.11 Shelter and Latrine designs

IRP was an integrated programme. An integrated programme is supposed to integrate internally before operations are launched on the ground. Latrine was provided by the shelter and WatSan components. Roof was designed differently in both the components. This created confusion at the beneficiary and specially masons level as at time they were engaged for both type of construction. Masons who erected latrine under one component tried to replicate the same for other component. This did not work. If one IRP components signed off the construction work as they found it according to their design and instruction the other was annoyed because beneficiaries/masons were not following their prescribed design.

It is recommended that in future all components of the project should work in harmony in order to avoid this type of confusion. One design should work for all the components without failure.

### 5.12 IRP Design vs Other Actors

IRP was not the only project in the selected districts to provide shelter. Before IRP, other actors too provided shelter. UN-Habitat, UNDP, Insaf Foundation, Hussani Foundation, was amongst the major actors. Quality of construction provided by IRP was un-matched. These actors were active in providing shelter prior to launching of IRP. Previous actors provided shelters which ranged from *Katcha* to semi-*Pakka*. IRP changed the entire composition of the construction in terms of quality and effectiveness.

Other actors used traditional material for construction of shelter i.e. clay was used along with bricks. Heavy rains of 2011 and 2012 damaged these houses badly in Sindh.

IRP design was very much liked by the communities simply because use of cement and bricks has provided them a shelter which can withstand heavy rains. Communities have vowed not to allow other actors to follow their traditional design. During IRP operations, other actors also tried to re-enter the area. Communities disallowed them because they were not ready to give *Pakka* shelter. It was told to them in plain words that they would only be allowed to work in their areas when they plan to provide them *Pakka* shelter. These communities have seen enough devastation and are not ready to experiment the same once again.



Disintegrating roof of a shelter provided by other actor  
Photo was taken on 29 May 2013 at U.C. Raheemabad, Tehsil  
Khanpur, District Shikarpur

---

### **5.13 Shelter Grants: Was this enough?**

PKR 130,000 was provided for construction of shelter and latrine. Out of this amount PKR 100,000 was provided for construction of shelter and PKR 30,000 (or PKR 20,000 in case of latrine construction material was provided although the value of latrine material was roughly PKR 15,000 or higher) was provided for construction of latrine. No beneficiary (men, women, Punjab & Sindh) made any complaint about the money provided to them (with or without the material) for construction of latrine. This amount seems to be enough for construction of latrine. However, majority of the beneficiaries were complaining about the money provided to them for shelter. This was, according to them, simply not enough. Several factors contributed towards additional money requirement for the construction of shelter. The main reasons are:

- Design of was not followed. Bigger shelters were built by the beneficiaries than recommended;
- PKR devalued since the original calculation. Buying power of the beneficiaries were reduced;
- Cost of construction shot up since original design. This included cost of construction material and labour;

With the change of project design, cash grant support was increased from PKR 75,000 to PKR 100,000 for shelter component but this amount was not revisited to match the depreciation and devaluation of currency and rising cost of construction material/services.

Beneficiaries (men and women, Punjab & Sindh) were asked to explain how they managed to meet the additional cost of construction keeping in view their low income and extreme poverty. Majority of the beneficiaries had (i) sold their livestock, (ii) went for agricultural labour (iii) took interest-free loan from their friends/relatives to meet additional cost. They were in any case happy and pleased that they now own a house which is far better than they used to live and has the capacity to protect them in their hours of need.

### **5.14 Shelter training and tool kit**

All the beneficiaries were required to be trained on safe construction training. All beneficiaries (men & women, Punjab & Sindh) confirmed that they received this training prior to construction of their shelters without exception. Information/material which elaborated about the safe construction was also provided to all the beneficiaries. In addition to that shelter tool kit was also provided to them.

Despite the criticism raised in the MTR (source MTR Item 1.1.2 Tools page 15-16), beneficiaries seem to be pleased what they got in terms of tool kit. There was no complaint either in the form of quality or the usefulness of the provided tool kit. These kits were used for construction. Beneficiaries also found other usage for these tool kits particularly for the rope. Most of the tool kit was kept in safe custody for their future usage. However, keeping in view the changed shelter design, it is recommended that tool kit should be reviewed and updated as per the different phases of response i.e. separate tool kit for emergency shelter than permanent shelter.

### **5.15 Construction Materials and Services – Quality and Availability**

An important aspect of the owner driven cash grant mechanism was that owner were responsible for making arrangements for (a) construction material and (b) hiring of skilled labours. Availability of construction material and services along with their quality was checked with the beneficiaries.

---

### **5.15.1 Construction Materials – Quality and Availability**

Construction material was easily available. Male beneficiaries did not find any problem in the procurement of their desired material. Although, market for construction material was not close to their villages (distance in the range of 15-20 Kms), however, beneficiaries went in small groups to buy in bulk. This had two advantages:

One: due to bulk purchase, their negotiating powers were increased, and;

Two: less transportation cost as cost of transportation of their purchased items were equally distributed among the group members.

Female beneficiaries also did not report any difficulties in arranging the construction material as male members of their household (or extended family members) managed this process. Their construction material was also purchased in bulk in small groups.

Men and women (Punjab & Sindh) beneficiaries were quite content with the quality of construction material available in the market and its availability. Quality material was available in abundance.

### **5.15.2 Skilled Labours – Quality and Availability**

Similar to the construction material, arrangement of skilled labour was also the responsibility of the beneficiary as part of the owner driven cash grant mechanism. Men and Women (Punjab & Sindh) beneficiaries confirmed that they had no bigger issue in finding the good quality of mason. Most of the masons were either from their own village or from nearby villages. Mostly of the masons had gained their experience while working in the nearby towns or cities. In addition to that UN-Habitat had also arranged extensive training to the masons in Sindh.

Masons who worked at the beneficiary level were previously known to the villagers. Female beneficiaries also felt at ease due to this connection.

Un-skilled labour was supposed to be accomplished by the beneficiaries. Question was raised in male and female FGDs about the possibility/practice of women beneficiaries working at their construction site. Culturally, participants reported that this is out of question in the Pakistani society that a woman will perform such a job in the presence of a complete stranger or even known person who is not a relative, therefore, it is not surprising that no female beneficiary worked along with skilled labour. What is surprising that even male beneficiaries (Punjab & Sindh) were not forthcoming in doing the un-skilled jobs. Beneficiaries, despite repeated questions did not provide an exclusive answer to this effect. Male beneficiaries preferred to work on other assignments (agriculture labour or working in the cities) rather than working for themselves. Probably, it was more productive to work elsewhere rather than working as an un-skilled labour at their under constructive shelter.

### **5.16 Certificate of Completion**

SOP explicitly explains that certificate of completion would be awarded to each beneficiary once the construction work is completed according to the standards and procedures lay down. This policy was not followed in letter and spirit. While no certificate of completion was issued to the beneficiaries of Punjab, there were some confirmations at the Sindh level. It was not even clear to the IRP field staff if they would manage to issue certificates to all the beneficiaries (men & women; Punjab & Sindh) before closure of their operations at the end of June. HQs however confirmed that it was decided to provide completion certificate to beneficiaries in batches in a proper handing over ceremony. The handing over

---

ceremony didn't take place due to delays in programme and time constraints. Certificates were finally distributed individually. All the beneficiaries received certificate of completions in the month of June 2013.

### **5.17 Cash Grant Installments**

Beneficiaries were provided cash grants in instalments as per the following procedures:

First Instalment	With the signing of BPA
Second Instalment	With completion of foundation
Third Instalment	With completion of super structure
Fourth Instalment	With site clearance for latrine
Fifth Instalment	With the completion of latrine roof

It was envisaged at the time of inception of the project that cash transfer process will take 7 weeks for the complete project cycle. This did not happen. In some cases it took several months to realise payment only for one instalment. However, beneficiaries (men & women: Punjab and Sindh) were not complaining about this fact. In their opinion, they received payment in time as no issue of delayed payment arouse from their side.

### **5.18 Cash Transfer Request**

Cash Transfer Request or CTR was based on mainly 2 factors. Both are mentioned below:

#### **5.18.1 Field Visit Report**

FTR or Field Visit Report was prepared by the shelter volunteers. Shelter volunteers were in touch with the beneficiaries round the clock. It served two purposes (1) to guide and monitor the beneficiaries about taking the right steps for construction and removal of anomalies when found and (2) prepare FTR. Once an FTR determines that the beneficiary has achieved its one milestone then the process of CTR kicks off.

#### **5.18.2 Cash Transfer Request**

CTR is a request which is prepared by the Shelter Manager with complete details of beneficiary along with the amount due to be paid. The request was then sent to IFRC in Islamabad either through NHQ (in case of Punjab) or through PRCS-Sindh chapter (in case of Sindh). Upon receiving approval from NHQ/PRCS-Sindh, IFRC used to process the request through GPO Islamabad. GPO was then required to ensure distribution of money to the beneficiaries through their respective GPOs/POs.

#### **5.18.3 Financial Control through MIS**

Software was specially designed and developed to control payment process and avoid leakages. This system could not be used in practice despite attempt for its redesigning and brining it close to reality. Not a single CTR was processed with a controlled mechanism provided by this software. Usage of this software was badly hampered due to lack of trained manpower at the field level. It was required to enter site photographs with GPS reading. Cameras were not handled properly hence MIS kept rejecting data/entries. Despite making entire payment to the beneficiaries, not a single batch has been entered in to the system.

### 5.19 Role of POs

IFRC/PRCS had signed a MoU with the GPO Islamabad for timely distribution of cash grant to their respective beneficiaries spread over three districts of Pakistan. Original calculation and subsequent agreement with GPO stipulated that the disbursement would be made in 7 days could not materialise as there was not a single instance where GPOs/POs could manage to meet their commitments. Actual disbursement ranged between 2 weeks to 2 months. There were several factors which hampered their operations:



Payment is being made to a Beneficiary at the Post Office  
Photo was taken on 27 May 2013 at P.O. Daira Deen Panah, District  
Muzaffargarh

A: Initially, as a normal post office operation, payment was

arranged to be made by the post man at the doorstep of the beneficiary. This proved to be very difficult operation as the process was painfully slow. There were also reports related to transparency of the whole system as beneficiaries did not trust *Dakia*. Payments were not made in time and there were reports that full amount was not received. System had to be changed and it was changed;

B: In the revised system, role of *Dakia* was minimised. Beneficiaries were required to go to their respective designated post offices for collection of their instalment. VC member was required to be present at the post office for verification/identification of beneficiaries. *Dakia* & Post Master performed their jobs in the presence of IRP representatives. This was a much improved method to bring transparency in the system.

Notwithstanding the fact that system of payment was changed positively, several inherent issues related to the system could not be rectified. These are:

- i. Low capacity of the PO to handle large amounts;
- ii. Extremely poor infrastructure at the post office;
- iii. Extremely poor relationship between PO and authorised bank (to withdraw money as per daily requirement)

The above factors had a large impact on the extremely slow IRP progress. Out of the box solutions should have been thought to reduce the impact. One small change i.e. payment through GPO instead of PO could have changed the entire spectrum of the cash transfer mechanism. GPOs as opposed to POs (i) have more capacity to handle large amounts (ii) do not face issues in drawing required cash from their designated bank branch (iii) have more security in handling large cash amounts and on top of all (iv) consume much less time for transfer of money.

---

### 5.20 Visibility:

Notwithstanding having satisfied beneficiaries and constructing above 2,500 shelters, visibility of IFRC/PRCS was very low. Communities (beneficiaries and non-beneficiaries) were aware about *Hilal-e-Ahmar*, but no signboard, identification signs were found in and around communities. Visibility was totally missing from the project area. In contrast to IRP, other actors with minor contribution in that area had erected their sign boards which clearly displayed who were providing funding to the communities and for what purpose.

### 5.21 Exist Strategy:

Properly designed, well-articulated exist strategy is an essential ingredient. A programme “exit” refers to the withdrawal of all externally provided program resources from an entire program area. A programme Exit Strategy is a plan describing how the programme intends to withdraw its resources while ensuring that achievement of the program goals (relief or development) is not jeopardized. The goal of an Exit Strategy is to ensure the sustainability of impacts after a program ends. It could also be defined in a broader sense as a programme’s ‘sustainability strategy’, which could be accomplished through staggered graduation from specific project areas, simultaneous withdrawal from the entire program area, or transitioning to associated programming in selected areas.

How Can Exit Strategies Help?	
✓	Exit Strategies can protect and improve a community's resilience in disasters.
✓	Exit strategies can help to empower beneficiaries with assets.
✓	Exit strategies, when planned and implemented correctly, can be a springboard for sustainable development

IRP staff exist strategy was limited to providing NS contact details. Well-designed exit strategy was required to ensure sustainability. One need to remember that the purpose of an exit strategy is not to hasten the exit- Exit is not valuable for its own sake ---- but to improve the chance of sustainable outcomes for the program.

---

## 6. Reasons for Not Achieving Targets

In this chapter, we will discuss some of the factors which affected the performance of the IRP. The factors have been divided into 3 levels (a) Organisational Level (b) Management Level and (c) IRP (PRCS) Level

### 6.1 Organisational Level

- Capacity of NS in term of hiring and retaining of trained and experienced staff to handle large scale development projects is not at desirable level. Late hiring of in-experienced staff shows that NS needs capacity building in this area;
- Low attention on DRR/DRM activities during non-emergency period. Permanent DMOs are not operating at the District level. Network with the local organisation is not present. Branches are not fully functional;
- Frequent HR changes at NHQ (top management)
- Lack of will at PRCS level to make decision(s) at the right time (e.g. (i) late hiring of staff and (ii) it took considerable time to restart project activities in Punjab once operation was suspended due to transparency issues)
- Ad-hoc HR policies (no continuation, no institutional memory)

### 6.2 Management Level

- No prior experience of handling mega development (recovery) projects (IFRC/PRCS)
- Frequent changes at the top level (PC & Shelter Coordinator)
- No effective monitoring mainly by IFRC to ensure that results are achieved as per its stated objectives (initial and revised). Regular monitoring (internally or outsourced) highlights the trends in relationship to project indicators, output and outcome. It seems that this was not properly done to raise the alarms at the right time with the right individuals;
- SOPs were not pre-tested and updated on regular intervals
- POs and out of box solutions were not sought for. Two options came out as a result of the discussion. One: Release money only through GPOs instead of POs. This could have positive impact on the project activities. Two: Distribution of funds through bank account. IRP could have opened a bank account in local banks. Crossed cheques could be issued to beneficiaries. This would have avoided the entire struggle IRP staff could do to release payment to the right beneficiary at the right time.

### 6.3 IRP (PRCS) Level

- Faulty Vulnerability and Capacity Assessment
- Delayed and inexperienced Staff Hiring. Number of HR required to handle this mega project was not hired. Project was handled with very limited staff. It was humanly not possible for them to remain present at all the sights due to the nature of terrain and geographical spread of the area. Secondly, the staff hired for the project had no or very limited knowledge of such mega construction. Thirdly, much more time was consumed in hiring the staff. They should have hired immediately after the completion of relief phase. 430 staff was approved by IFRC/NHQ to be hired but only 280 as hired by the NS.

- 
- Re-verification process was too slow
  - Capacity of the VCs were not fully utilised
  - FVC not formed/remained dormant/not stimulated
  - Volunteers were the backbone of the project but were (a) hired as Daily Paid Labours (DPL) (b) fired at the whims
  - No Female Shelter Volunteer in Sindh
  - Less Community Mobilisers were hired

---

## 7. Recommendation

1. VCA should be conducted by highly experienced field staff (being the backbone of the design of programme). Internal and external resources should be checked before its operation;
2. PRCS should consider hiring trained/experienced manpower for the implementation of development projects;
3. PC and Key project staff members should be hired for the entire life of the project. This would enhance productivity and accountability;
4. Pilot testing, if required, should be done within the geographical boundaries of the project;
5. Prototype of the SOP should be tested in the field. SOP must remain a live document with clear “ownership”;
6. Out of the box solutions for cash grant transfer should be explored (GPO, Banks);
7. Rigorous Activity Based Monitoring (ABM) mechanism should remain at place all the time. Internal and external Third Party Monitoring (TPM) options should be checked for this purpose;
8. There should be clear line of communication between project staff of two provinces for lessons learnt and experience sharing;
9. Local staff should be hired to minimise administrative and management issues. Options should be explored to hire staff members from the same district. Maximum effort should be exercised not to hire staff members from the same village to avoid un-necessary community pressure for favours;
10. Strength of project staff should be realistic keeping in view the objective, scope and terrain. IRP field staff was over-burdened and had to work very long hours. Operation cost could have controlled with the right staff strength and could have allowed to achieve targets in the allocated timeframe;
11. Decision making process should be straight forward and less time consuming. Three examples are quoted here (1) hiring of field staff, (2) conduction of VCA and (3) organisation of re-verification. These process took much more longer time;
12. There needs to be a well-defined inception and exit strategies (staff should be trained what needs to said to the communities before seeking entry and marching out from the area);
13. Communities are still looking for help. It is still not out of place to consider launching a specific (shelter + latrine) project with a sole purpose to reach out at the poor of the poorest;
14. Future shelter designs of the project should be environmental friendly. The current design lacks the capacity to provide resistance in the extreme weather conditions. This issue should be raised in Shelter Cluster for designing and testing of heat resistant, weather friendly shelters.
15. As part of thinking green environment, beneficiaries and non-beneficiaries should be encouraged to plant indigenous and such trees which can withstand the climate;
16. Community mobilisation is a tedious and costly job as it needs uninterrupted presence at the grass root level. NS should establish linkages with Rural Support Programmes (RSPs)



- 
- throughout the country. This would avoid reinvention of wheels and develop synergies between the development partners;
17. There is a need for strong and meaningful communication between PRCS-provincial chapters and NHQ. Special steering committee should be established at the very beginning to steer, monitor, provide guidance and approve all important approvals. This would avoid delays, confusion and ensure that stated objectives are achieved within the agreed timeframe.
  18. One of the main criteria applied for the sustainability of any organisation is upon the quality of trained and experienced manpower. PRCS does not have permanent staff. Ad-hoc recruitment, without carrier planning, results at high turnout. Experience has shown that lessons learnt, knowledge management, institutional memory, scaling up good practices become victim of this policy. It is understood that a humanitarian organisation cannot possibly retain pool of army on regular basis. Two actions are therefore suggested for improvement:
    - a. This is strongly suggested that PRCS must consider to appoint bear minimum core staff (top to bottom; all cadres) on permanent basis with carrier planning;
    - b. Better HR package be provided to project staff including trainings and possibility of re-engagement at a later date
  19. PRCS needs continuous support in terms of training and capacity building. It is recommended that Training Need Assessment (TNA) is conducted for each chapter. Depending on the outcome of the TNA, groups should be formed for target oriented training programmes. This would need rigours monitoring at different stages of the training and development calendar
  20. PRCS/IFRC need to design and implement proper visibility within the project area
  21. Well-thought-out exit strategy is essential in a project which is design to deal in the disaster areas. This should be an essential part of all the future projects

---

## Annex-A: Terms of Reference

### International Federation of Red Cross and Red Crescent Societies

#### Terms of Reference 'Owner-Driven Cash-Grant Shelter Support', Integrated Recovery Program, Pakistan Floods 2010 Operation

### Background

In response to the worst floods to hit Pakistan in recent history, affecting 20 million persons of Pakistan's 170 million population, spreading to all seven provinces of the country - Baluchistan, Punjab, Khyber Pakhtunkhwa (KP), the Federal Administered Tribal Areas (FATA), Azad Jammu and Kashmir (AJ&K), Gilgit Baltistan (GB) and Sindh. The floods damaged/ destroyed homes, roads and bridges, crops and public infrastructure, with 1,985 deaths, 2,946 injured and 1.744,471 houses damaged (NDMA Nov 2010).

The International Federation of Red Cross and Red Crescent Societies (IFRC), on behalf of the Pakistan Red Crescent Society (PRCS) launched the Monsoon Floods Appeal for CHF 130 million for 24 months in August 2010; to assist 130,000 families (910,000 persons) with relief and early recovery in 3 of the most affected provinces, Khyber Pakhtunkhwa (KP), Punjab and Sindh. An Integrated Recovery Programme (IRP) was approved in March 2011 to respond to the continued multi-sector needs, with the appeal and budget revised in August 2012 to CHF 92.6 million with an extended timeframe till the end of July 2013. The total budget for the shelter component was approximately CHF 11.5 million, with the programme implemented in the provinces of Punjab and Sindh.

The Owner-driven cash-grant support programme review is an essential to ensure accountability to both beneficiaries and donors, and to measure the overall performance of the shelter program and its contribution to the resilience of the targeted communities.

**Audience** – Pakistan Red Crescent Society, IFRC, Red Cross Red Crescent Partner National Societies (PNS) and other Red Cross and Red Crescent Movement Partners

**Duration** – 26 days Timeframe (26-30 days)

**Location:** Islamabad, with field work in two provinces (Punjab and Sindh)

### PURPOSE AND SCOPE

#### 1.1 Purpose

The review aims to examine the progress against objectives and determine the relevance, and appropriateness, efficiency, effectiveness, impact, coverage, and sustainability/connectivity of the owner-driven cash-grant shelter support program. The review will encompass the identification and consolidation of good practices and lessons of the operation, as well as put forward recommendations and opportunities with the aim of strengthening the shelter components of the PRCS. Learning from this review will be used to improve the design and delivery of future recovery shelter interventions of PRCS as well as inform the wider Red Cross and Red Crescent Movement in Pakistan support.

#### 1.2 Scope

The review will assess to what extent the shelter support has achieved the expected objectives and the Implementation Framework for PRCS/IFRC Flood Recovery Activities of April 2011. It will encompass all geographical areas where recovery activities were undertaken; namely the provinces of Punjab (Muzaffargarh and Layyah districts) and Sindh (KSK and Shikarpur districts). The review will cover

---

technical aspects of the intervention as well as capacity building and institutional strengthening of the PRCS at national and provincial level for future Shelter interventions.

## **2. Evaluation Objectives, Criteria and Key Questions**

### **2.1 Objectives:**

- Examine the extent to which the shelter support program has achieved its objectives and expected results (goal, outcome, outputs) with regards to the strategic guidelines and PRCS-IFRC agreed recovery plans for Punjab and Sindh.
- Review shelter planning processes and field operationalization; the elements, tools and guidelines used, and processes followed, in order to assess their contribution to achieving the recovery objectives and contribution to the delivery of recovery assistance.
- Review technical documents, construction design, standard guidelines, specifications for quality and assess their appropriateness for the target area and groups.
- Examine the efficiency of the owner-driven cash-grant shelter support model implemented and the key findings on positive/ negative impacts, intended/ unintended benefits to the targeted assisted communities.
- Examine the effectiveness and appropriateness of the cash grant procedures and methodologies employed.
- Review the 'safe shelter awareness trainings' provided to both trainers and beneficiaries with the concept of 'build back better.'. Examine the effectiveness, quality and appropriateness of training tools, methodologies, curriculum, IEC materials produced, and the shelter tool kits distributed to beneficiaries.

### **2.2 Evaluation criteria**

#### **2.2.1 Relevance and Appropriateness**

- To what extent were the flood affected communities and targeted beneficiaries involved in planning, design, implementation and monitoring of the owner-driven cash-grant shelter support program? How were cultural preferences of the population considered and included? How were the needs of woman and special groups addressed (including landless, disabled, minorities, etc? What mechanisms were in place to enable beneficiaries and communities to provide feedback to PRCS?
- Did the owner-driven cash-grant shelter support program respond to the priority needs of the flood affected communities targeted? What mechanisms were in place to ensure continued adaptation to changing situation and needs?
- Was the shelter component of the Integrated Recovery Program in line with the PRCS and IFRC Pakistan Strategies?

#### **2.2.2 Effectiveness**

- What systems, tools, guidelines and coordination mechanisms were in place to aid informed decision-making, and how effective was this in optimizing the owner-driven cash-grant program implementation? What were the control measures in place, and how effective were they?
- What indications are there that shelter support within the integrated recovery approach has contributed to and improved the effectiveness of recovery assistance being provided to flood affected households? What additional measures could be put in place, if any?

- 
- How timely was the sequencing in planning and field implementation? How effective was the pilot project in testing implementation methods to facilitate rapid scale up? What challenges has this scale up faced and what lessons do these provide for future operations?

### 2.2.3 Efficiency

- Has the shelter support program met the stated objectives efficiently? (e.g. were inputs used in the best way possible, and in a cost-effective manner). If not, why not? Was the assistance provided adequate, and provided in a timely manner to meet community needs?
- Were appropriate human resources (skills, experience, seniority) available and used efficiently in key areas of management, coordination, technical program design, PMER support, and implementation, from IFRC and PRCS? What mechanisms were in place to review and adapt according to the changing context and needs?
- What factors have influenced/ contributed to the timely implementation of the shelter component, and what factors have hindered the progress?

### 2.2.4 Impact

- To what extent has the owner-driven cash-grant shelter program reached its intended objectives (goal, outcome and outputs). Provide an indication on attribution. How has the support provided to the targeted communities impacted on their well-being and the enhanced resilience of the communities assisted?
- What unanticipated positive or negative consequences have arisen in the operation and why? Identify the main challenges, constraints, and lessons encountered during the implementation of the shelter program, providing recommendations and opportunities
- What important lessons are there which can a) improve future implementation of shelter program in PRCS and b) be shared with the wider RCRC Movement in Pakistan?
- What changes in capacity, capability, understanding and learning have been facilitated and supported within the PRCS as a result of the shelter program? Are these appropriate and how can these be strengthened? Are they sustainable?
- Provide an indication as to the average use of the cash-grants provided to the recipients for the intended shelter program, and the actual usage of the shelter by the targeted beneficiaries as intended.

### 2.2.5 Coherence

- To what extent is the shelter support program in line with or complementary to those of the authorities and other national and international humanitarian actors in the area? To what extent has the coordination with governmental and other cluster coordination platforms been effective and consistent and the different levels of implementation?
- How were the DRR components mainstreamed within the shelter program activities? And are these sustainable?
- To what degree is the shelter program in line with PRCS and IFRC shelter programs guidelines and policies?

### 2.2.6 Coverage

- Was the owner-driven cash-grant shelter support program provided proportionate to the needs in the communities and areas assisted? Include an estimate on inclusion and exclusion errors in assistance coverage provided.

- 
- What strategies and additional mechanisms were applied to ensure inclusion of the most vulnerable groups (including women, other special needs groups, and disabled)?

### 2.2.7 Sustainability/ Connectedness

- What is the estimation of the life-span of the structures provided, given structural quality, ownership and environmental factors?
- To what extent will the experience gained by the PRCS through this shelter program, be sustained?
- Has the program linked or integrated to governmental, social schemes, or other organizational mechanisms for longer-term connectedness?

## 3. Methodology

The review will use a triangulation of the following methodologies:

- i) Desk research and secondary data review of key documents:  
These include assessments, plans, log frames, completed reviews/ evaluations, progress reports, mission reports and other relevant documents prepared by the PRCS and IFRC. In addition, other relevant secondary data produced by other RCRC and external partners involved in the provision of assistance to the flood affected population.
- ii) \* Key informant interviews / group interviews as appropriate, including:
  - \* Key PRCS staff and volunteers, relevant IFRC staff in Islamabad, Karachi, Multan and field, other RCRC partners. Key interviews with stakeholders Islamabad and PRCS provincial and district branches will allow a focus on the internal systems and the management and coordination.
  - \* Key external stakeholders supporting the shelter support process (government, local and international humanitarian agencies).
- iii) Field visits to selected provincial sites to gather information directly from assisted local communities.

## 4. Deliverables (or outputs)

The following outputs are expected from the review team:

**Inception Report:** covering the plan of work for the evaluation with the proposed methodologies, data collection, interview guides, reporting plan, travel and logistic arrangements for the evaluation, etc, based on the Term of Reference.

**Preliminary Findings De-briefing:** to share the broad findings of the review team with PRCS and IFRC staff, including other relevant stakeholders as applicable. The session will provide the opportunity to note feedback on the preliminary findings and recommendations to enrich the substance of the review and note their comments, capture clarifications and suggestions.

**Draft Report:** The results of the review will be presented in a draft report for comments by PRCS and IFRC. The report should focus on delivering clear lessons and recommendations from the operation, supported by information and observations.

**Final Report:** Should be no longer than 30 pages (excluding annexes), including an executive summary of no more than five pages. Additional materials will be provided as annexes to the report. All information and analysis should be gender disaggregated to the maximum extent. The report should be structured in line with the review categories above, presenting its findings, followed by lessons and recommendations for the future. A timeline of events in the operation should also be drawn up to support the report.

---

## 5. Proposed Timeline

The review team will be recruited in April. The review is envisaged to be undertaken during the time-frame of April-June 2013, and to be finalized no later than July 2013.

### Draft outline of schedule:

Time	Task	Location
2 days	Inception Report	Islamabad
3 days	Desk-study	Islamabad
3 days	Key informant Interviews	Islamabad
10 days	Field work	Sindh & Punjab
2 day	PRCS and IFRC de-briefing	Islamabad
3 days	Compilation of draft report	Islamabad
3 days	Final report	Islamabad

## 6. Evaluation Quality & Ethical Standards

The reviewers should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people and the communities of which they are members, and to ensure that the review is technically accurate, reliable, and legitimate, conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the review team should adhere to the evaluation standards and specific, applicable practices outlined in the IFRC Framework for Evaluation:

<http://www.ifrc.org/Global/Publications/monitoring/IFRC-Framework-for-Evaluation.pdf>

The IFRC Evaluation Standards are:

- i) Utility:* Evaluations must be useful and used.
- ii) Feasibility:* Evaluations must be realistic, diplomatic, and managed in a sensible, cost effective manner.
- iii) Ethics & Legality:* Evaluations must be conducted in an ethical and legal manner, with particular regard for the welfare of those involved in and affected by the evaluation.
- iv) Impartiality & Independence:* Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.
- v) Transparency:* Evaluation activities should reflect an attitude of openness and transparency.
- vi) Accuracy:* Evaluations should be technical accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.
- vii) Participation:* Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.
- viii) Collaboration:* Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.

---

It is also expected that the evaluation will respect the seven Fundamental Principles of the Red Cross and Red Crescent: *1) humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality.*

## **7. Composition of Review Team & Qualifications**

The team will comprise of:

- 1) An experienced, independent shelter specialist (team leader).
- 2) A designated member of the PRCS.
- 3) A IFRC Shelter staff.

### **Team members should have the following skills and experience:**

- Strong background in owner-driven cash-grant shelter support programs
- Familiar with carrying out operational reviews/ evaluations.
- Experience of working at community level, gathering key informant and beneficiary feedback through a variety of methodologies, including gender and other special need and vulnerability groups expertise.
- Experience in facilitating lessons learned meetings/ workshops involving different stakeholders.
- Sensitivity to the RCRC movement's Principles and mandate
- Analytical and communication skills.
- Demonstrated experience in the use of both qualitative and quantitative methodologies.
- Ability to prepare professional, unbiased and accurate reports.
- Relevant international experience will be given preference

---

## Annex-B: Sample Size

Sample area comprised of 3 districts which included 2 Districts of Sindh i.e. KSK and Shikarpur and 1 district of Punjab i.e. Muzaffargarh.

Selected area for qualitative research was as follows:

District	Tehsil	UC	Village
Muzaffargarh	Kot Addu	Hanjrai	Hanjrai Ghair Mustakil Darmyani
Muzaffargarh	Kot Addu	Hanjrai	Hanjrai Ghair Mustakil Gharbi
Shikarpur	Khanpur	Reheemabad	K B Allah Bux
Shikarpur	Khanpur	Reheemabad	Qamar U Din Pahore
Kamber-Shahdadkot	Warah	Gaji Khuhawar	Gaji Khuhawar
Kamber-Shahdadkot	Warah	Gaji Khuhawar	Murad Bhatti
Kamber-Shahdadkot	Qubo Saeed Khan	Qubo Saeed Khan	M. Ameen Brohi \ M.Baqar

First and the foremost criteria observed for the selection of villages was number of beneficiaries. Maximum number of beneficiaries found in one village was given preference to allow wider interaction in a shortest possible time.

Secondly beneficiaries were also divided into two groups i.e. first five batches and last five batches (this was done keeping in view the 10 batches of Sindh province). Both the groups were given representation although the first group is overwhelming dominant due to large number of beneficiaries in this group.

---

## Annex-C: FGD Guidelines for Communities:

1. Do you know about the IFRC/PRCS? Can you provide details about its operations in your area?
2. Since when they are visiting your community? Are you satisfied with their response in flood disaster?
3. Did IFRC/PRCS establish any *Village committee* in this village? What are its functions?
4. What was nature of destruction (completely demolished, partially affected) of your previous shelter (home) and other houses of the village?
5. Have you and other community members completely reconstructed your shelters? If not then where your families are living?
6. Have you signed Beneficiary Pledge Agreements? Do you have Certificate of completion?
7. Was a beneficiary selection criterion transparent? Are you aware why your name was selected or rejected?
8. Are you satisfied with the overall design of the project? Was the process flexible to allow you to build your shelter according to your own requirements?
9. How much cash grant you received from IFRC/PRCS? Do you feel this amount is sufficient to build/reconstruct shelter and latrine? If insufficient, how did you cover the balance? Do you receive this amount in time?
10. Was material of standard quality available in the local market? How you managed to acquire this? Was there any handling fee in buying the quality material?
11. Were you provided with the shelter tool kit along with first installment?
12. Did you face any hurdle in receiving cash installments? Were you satisfied with the service offered by the post office/post man? Do you feel releasing cash grants through money order system was a good decision? If not, what other procedure was to be adopted?
13. Did you receive any training/technical support from IFRC/PRCS? What was the nature of training? Do you feel this training/technical support worked well?
14. Did you receive any IEC materials (brochures, poster and video) on safe construction?
15. What impacts this programme has had on your lives? What worked well? What didn't?

---

## Annex-D: KII Guidelines for IFRC/PRCS Project Staff:

1. How did you form village committees? What was the purpose of establishing these committees? What kinds of local support they are providing at community level? Were members of the committees trained? Are these committees functional?
2. When were the village committees formed? Are these functional now? Did you face any social/cultural problems in community mobilization?
3. What type of liaison you have with the PO? Did the system worked? What are the lessons learnt?
4. What were the criteria of selecting communities? What was the process and criteria for selecting beneficiaries for owner driven shelter cash grants programme?
5. What is total number of program beneficiaries? What was the target? Do you feel this target was enough? Do you feel targets are fully achieved? If not (as it is evident) then what hurdles you faced?
6. Were there more eligible beneficiaries according to the criteria in the targeted villages who were not assisted by IFRC? If so, why not?
7. What is your feeling about shelter design? What feedback you received from the communities? Do you think project design was flexible to cater the needs/requirements of the communities?
8. Did you receive technical trainings on flood resistant techniques and “build back safer” concepts? Did you communicate these techniques to the target beneficiaries?
9. How much trainings were conducted in target communities to improve the understanding of quality of materials and best practice techniques for flood resistant shelter.
10. What are the lessons learnt? Was any *lessons learnt workshop* conducted? What was its objective?
11. Would you recommend scaling up of this programme? Would you recommend doing this programme again?

---

## **Annex-E: KII Guidelines for KII Guidelines for Post Office Staff:**

1. Do you know about the IFRC/PRCS? Can you give details about its work? What do you know about its shelter program?
2. Do you think that money order system is the best and safest way of transferring money?
3. What is mechanism of transferring money for this shelter program? How many days it may take in transferring money? Usually what are the reasons of late delivery? These delays are at what level? Do you face any security threats while handling a large cash amount?
4. Do you feel community is happy with the existing money transferring system? Is community satisfied with service offered by the post office/post man?
5. What impacts this programme had on lives of the general community? What worked well? What didn't?
6. Are there other social welfare programmes running in the area for which similar cash distribution system is used through the PO?
7. Give your suggestions for the program improvement, in case this exercise is repeated in any other area?

---

## **Annex-F: KII Guidelines for Influential of the Area:**

1. Do you know about the IFRC/PRCS? Can you give details about its work? How do you know the project and what was the community perception in the beginning?
2. What do you know about its shelter program? Do you think that this program is beneficial for the vulnerable community?
3. In your view what is community response about this shelter program? Are people happy with its interventions?
4. Why do you think that selection criteria were transparent? In your opinion, were all the eligible persons selected? In your opinion, is there any person in the beneficiary list who does not fall in the eligibility criteria but has still been selected?
5. How can you evaluate its performance? Could it be done in a better way?
6. What impacts this programme had on lives of the general community? What worked well? What didn't?
7. Give your suggestions for the program improvement, in case this exercise is repeated in any other areas?

---

## **Annex-G: Participants of KIIs in Punjab**

- a) Kamran Ali Kashif, Field Manager, IFRC
- b) Rashid Hussain, Senior Technical Shelter Officer, IFRC
- c) M Ubaidullah Khan, Operational Manager, PRCS, IRP
- d) Sharafat Ali Khan, Field Finance Officer, PRCS, IRP
- e) Hafiz Muhammad Ahmed, Team Leader, Shelter PRCS
- f) Asif Anwar, BenCom Officer, PRCS
- g) Beenish Irum, Volunteer, PRCS, Shelter
- h) M Fahim Iqbal, Volunteer, Shelter PRCS
- i) Tehmina Qasim, Volunteer, Shelter PRCS
- j) Altaf Babar, Volunteer, Shelter PRCS
- k) Zahid Muhammad, Post Master, Daira Deen Panah

---

## **Annex-H: Participants of KIIs in Sindh**

- a) Kanwar Waseem, Secretary PRCS Sindh Branch
- b) Agha Nawaz Ali Khan, Chairman, PRCS District Branch
- c) Syed Shafqat Ali, Shelter Manager, PRCS, Sindh Branch
- d) Shafqat Bhutto, BenCom & Accountability Officer, PRCS, Sindh Branch
- e) Ahmed Sikdar , Head of Office, IFRC, Karachi
- f) Mijanur Rehman, Field Delegate, IFRC
- g) Habib ur Rehman Leghari, Senior Tech Officer, Shelter, IFRC
- h) Irshad Shah, President, VC
- i) Mohammad Ameen Barohi, General Secretary, VC
- j) Qadir Baksh, Head Master, President VC
- k) Abdur Rahim Solangi, Senior Post Master, Shikarpur
- l) Abdul Malik Chandio, Post Master, Qubo Saeed Khan, KSK
- m) Ashfaq Ahmad Sohu, Post Master, Naseerabad, KSK
- n) Mujahid Hussain, Post Man, Naseerabad, KSK

## **Annex-I: Participants of KIIs in Islamabad**

- a) Jaap Timmer, Programme Coordinator, IFRC
- b) Basharat Ullah Khan, National Construction & Shelter Coordinator, IFRC
- c) Syed Imtiaz Hussain, Senior Shelter Officer, IFRC
- d) Amjad Sohail, Programme Officer, PRCS, FATA Branch
- e) Qaswar Abbas, Disaster Management Coordinator, IFRC

## Annex-J: Participants of FGDs in Punjab

### J1: Female FGD Conducted at Village Ghair Mustakil Gharbi, UC Hanjrai

Sunday, 26 May 2013

S. No.	Participants Name	Village Name	Marital Status	Family Members	Beneficiary Status	Shelter Rooms	Remarks
1	Hafeez Bibi	Basti Khushhal Wali	Married	5	B	1	
2	Aziz Bibi	Basti Khushhal Wali	Widow	4	B	1	Women Headed Household
3	Noor Mai	Basti Khushhal Wali	Widow	4	B	1	Women Headed Household
4	Fatima Mai	Basti Chah Pir Wali	Widow	8	B	1	Women Headed Household
5	Waziran Mai	Basti Chah Pir Wali	Widow	10	B	1	Women Headed Household
6	Shamim Mai	Basti Chah Pir Wali	Married	10	B	1	Husband was not present at the time of beneficiary selection
7	Shamim Mai	Basti Chah Pir Wali	Married	6	B	1	Husband was not present at the time of beneficiary selection
8	Sabo Mai	Basti Chah Pir Wali	Widow	6	B	1	Women Headed Household
9	Allah Wasai	Basti Chah Pir Wali	Widow	7	B	1	Women Headed Household
10	Naziran Mai	Basti Chah Pir Wali	Widow	7	NB		

---

**J2: Male FGD Conducted at Village Ghair Mustakil Gharbi, UC Hanjrai**

Sunday, 26 May 2013

S. No.	Participants Name	Village Name	Family Members	Beneficiary Status	Shelter Rooms	Remarks
1	Gull Shair Khan	Basti Pir Wali	14	B	3	
2	Nazir Ahmed	Basti Lal Wati	7	B	2	
3	Mohammad Baksh	Basti Basti Pir Wali	10	B	2	
4	Gulab Khan	Basti Khushhal Wali	10	B	2	
5	Saeed Ahmed	Basti Khushhal Wali	5	B	2	
6	Gulam Haider	Basti Pir Wali	7	B	2	
7	Abdur Rashid	Basti Pir Wali	7	B	1	
8	Abdur Sattar	Basti Lal Wanri	5	B	3	

**J3: Male FGD Conducted at Village Ghair Mustakil Darmyani, UC Hanjrai**

Monday, 27 May 2013

S. No.	Participants Name	Village Name	Family Members	Beneficiary Status	Shelter Rooms	Remarks
1	Mujahid Hussain	Basti Machi Wala	7	B	1	
2	Shah Row	Basti Buzdar	13	B	3	
3	Muhammad Hanif	Basti Doon	6	B	2	
4	Ghulam Haider	Basti Dir Khan	13	B	2	
5	Nazir Ahmed	Basti Doon	10	B	3	
6	Abdul Aziz	Basti Dir Khan		16	B	
7	Sadiq Hussain	Basti Buzdar		6	B	

---

## Annex-K: Participants of FGDs in Sindh

### K1: Female FGD Conducted at Village Pir Bax Jeewan, UC Zarkhail

Thursday, 30 May 2013

S. No.	Participants Name	Village Name	Marital Status	Family Members	Beneficiary Status	Shelter Rooms	Remarks
1	Shahol	Village Pir Bax Jeewan	Widow	6	NB	1	Lives in Katcha house
2	Kashmir	Village Pir Bax Jeewan	Married	7	NB	1	Lives in Katcha house
3	Nawab Khatoon	Village Pir Bax Jeewan	Widow	6	NB	1	Lives in Katcha house
4	Hasina	Village Pir Bax Jeewan	Married	6	NB	1	Lives in Katcha house
5	Sharma Khatoon	Village Pir Bax Jeewan	Widow	8	NB	1	Lives in Katcha house
6	Rashida Khatoon	Village Pir Bax Jeewan	Married	10	B	1	
7	Ajeeban	Village Pir Bax Jeewan	Married	6	B	1	
8	Gajan	Village Pir Bax Jeewan	Widow	7	B	1	

**K2: Female FGD Conducted at Village M. Ameen Brohi, UC Qubo Saeed Khan**

Friday, 31 May 2013

S. No.	Participants Name	Village Name	Marital Status	Family Members	Beneficiary Status	Shelter Rooms	Remarks
1	Suddhul Khatoon	M. Ameen Brohi	Widow	7	B	1	
2	Zaib-un-Nisa	M. Ameen Brohi	Widow	8	B	1	
3	Robina Khatoon	M. Ameen Brohi	Widow	8	NB	1	
4	Robina	M. Ameen Brohi	Married	10	B	1	Lives with second wife of her husband
5	Burrah	M. Ameen Brohi	Widow	7	B	1	
6	Dur Naz Khatoon	M. Ameen Brohi	Widow	8	B	2	1 Katcha shelter was provided by SRSO
7	Hakim Zadi	M. Ameen Brohi	Married	10	NB	1	Lives in Katcha house
8	Zaiban Khatoon	M. Ameen Brohi	Widow	3	B	1	Latrine was not provided
9	Bilqeesa	M. Ameen Brohi	Married	9	B		Lives in a damaged house
10	Sadoori Khatoon	M. Ameen Brohi	Married	3	B	1	
11	Haleema Khatoon	M. Ameen Brohi	Married	13	NB	1	Katcha shelter was provided by SRSO
12	Bh gul Khatoon	M. Ameen Brohi	Widow	5	NB	1	Lives in Katcha house
13	Pathani Khatoon	M. Ameen Brohi	Married	4	NB	1	Katcha shelter was provided by SRSO
14	Zuhra Khatoon	M. Ameen Brohi	Widow	8	B	1	
15	Mah Bano	M. Ameen	Married	11	B	2	Her second shelter is

---

		Brohi					damaged
16	Rehmat Khatoon	M. Ameen Brohi	Un-married	6	B	1	Lives with her cousin

---

**K3: Male FGD Conducted at Village K B Allah Bux, UC Reheemabad**

Wednesday, 29 May 2013

S. No.	Participants Name	Village Name	Family Members	Beneficiary Status	Shelter Rooms	Remarks
1	Hussain Bax	K B Allah Bux	10	B	2	2 beneficiaries: Father and son
2	Mir Hasan	K B Allah Bux	30	B	5	
3	Mohamamd Bax	K B Allah Bux	16	NB	-	
4	Lal Bax	K B Allah Bux	8	B	1	
5	Mohammad Yahya	K B Allah Bux	15	B	3	3 beneficiaries: Father and 2 sons without latrine
6	Allah Bax	K B Allah Bux	7	B	1	
7	Jamal Din	K B Allah Bux	16	B	3	3 beneficiaries: Father, son & nephew without latrine
8	Ali Gohar	K B Allah Bux	20	B	3	Latrine was not provided
9	Rajhan Sain	K B Allah Bux	7	B	1	Latrine was not provided
10	Raziq Dino	K B Allah Bux	8	B	1	

---

**K4: Male FGD Conducted at Village Qamar U Din Pahore, UC Reheemabad**

Thursday, 30 May 2013

S. No.	Participants Name	Village Name	Family Members	Beneficiary Status	Shelter Rooms	Remarks
1	Arbeela		13	B	1	Has 2 wives Latrine was not provided
2	Jalal Din		4	B	1	Has 2 wives Latrine was not provided
3	Ata Muhammad		10	B	1	2 beneficiaries: Father and son without latrine
4	Ghulam Akbar		7	B	1	Latrine was not provided
5	Mohammad Ishaq		10	NB	1	Lives in Katcha house
6	Imdad-ul-Lah		4	NB	1	Lives in Katcha house
7	Saheb Khan		5	B	1	Latrine was not provided
8	Noor Muhammad		8	B	1	Latrine was not provided
9	Huzoor Bax		8	B	1	Latrine was not provided

---

**K5: Male FGD Conducted at Village Muraid Bhatti, UC Zarkhail**

Saturday, 01 June 2013

S. No.	Participants Name	Village Name	Family Members	Beneficiary Status	Shelter Rooms	Remarks
1	Mir Muhammad	Muraid Bhatti	12	NB	2	Lives in 2 room Katcha house
2	Jan Muhammad	Muraid Bhatti	6	B	1	
3	Urs Muhammad	Muraid Bhatti	10	B	1	
4	Muhammad Bachal	Muraid Bhatti	14	B	1	Has 2 wives
5	Sabir Hussain	Muraid Bhatti	7	NB	1	He is stammerer
6	Amir Ali	Muraid Bhatti	9	B	1	
7	Khuda Bux	Muraid Bhatti	12	NB	1	Lives in 1 room Katcha house
8	Rajab Ali	Muraid Bhatti	13	B	1	He is stammerer
9	Ahmed	Muraid Bhatti	4	B	1	

**K6: Male FGD Conducted at Village Gaji Khuhawar, UC Gaji Khuhawar**

Saturday, 01 June 2013

S. No.	Participants Name	Village Name	Family Members	Beneficiary Status	Shelter Rooms	Remarks
1	Ayub Ali	Gaji Khuhawar	6	B	1	He is out of job
2	Abdul Qayyum Soomro	Gaji Khuhawar	8	NB	1	Lives in a partially damaged house
3	Aftab Ali Khuhawar	Gaji Khuhawar	6	B	1	Grain merchant
4	Muhammad Bux	Gaji Khuhawar	6	NB	1	Lives in a partially damaged house. Livelihood support was provided
5	Ayaz Ahmed	Gaji Khuhawar	3	B	1	He is out of job
6	Ayaz Ali Bhutto	Gaji Khuhawar	9	NB	1	Un-married. Lives in a partially

---

		ar				damaged house
7	Adda Khan	Gaji Khuhaw ar	7	B	1	

---

## Annex-L: Literature Review

- Draft Standard Operating Procedures for the Integrated Recovery Programme, September, 2011
- Draft Sectoral Programme/ Unit History/ Review Report by Basharat Ullah Khan
- IRP Appeal Revision, Feb 2013, Unit: Shelter
- MoU Between IFRC/PRCS and Pakistan Post for Payment of Cash Grants to the Flood Affected Peoples dated 15<sup>th</sup> June, 2011
- Revised IRP Logframe, April, 2012
- Thatta Pilot Project Final Report, January, 2012
- Beneficiary Pledge Agreement
- Beneficiary Selection Criteria for Shelter Grants
- List of total beneficiaries (Sindh and Punjab)
- Cash grant summary
- Baseline Survey, Integrated Recovery Programme, November, 2011
- Two-year consolidated report, December, 2012
- Emergency appeal operation update: Pakistan Floods, February, 2013
- Revised emergency appeal: Pakistan: Monsoon Flash Floods, August, 2012
- Mid Term Review: PRCS-IFRC 2011 Monsoon Flood Operation (Recovery), March/April, 2012
- Time Frame of Shelter Money Orders Processing
- Implementation Framework for PRCS – IFRC Flood Recovery Activities, 2011 – 2012
- Pakistan Monsoon Floods 2010 Recovery Framework, November 2010

## Annex-M: Work Plan

Activities	May		June				July
	W1	W2	W3	W4	W5	W6	W7
	20	27	3	10	17	24	1
<b>Phase-I: Inception Phase</b>							
Signing of Contract	X						
Brainstorming Meeting with PRCS & IFRC	X						
Identification, Collection and Review of Secondary Data	X						
Inception Report	X						
<b>Phase-II: Primary Data Collection Period</b>							
Interviews with the identified Key Informants	X	X	X				
Field Visits	X	X					
<b>Phase-III: Data Management</b>							
Data Processing				X	X		
Report Writing				X	X		
<b>Deliverables</b>							
Inception Report	X						
Debriefing						X	
Draft Report							X
PRCS & IFRC Feedback on Draft Report							X
Final Report							X

## **Draft Inception Report**

### **End of Project Evaluation**

# **“Owner-Driven Cash-Grant Shelter Support: Integrated Recovery Program Pakistan Floods 2010 Operations”**

---

## 1. Introduction

---

This inception report relates to “*Owner-Driven Cash-Grant Shelter Support: Integrated Recovery Program*

*Pakistan Floods 2010 Operations*”. We have provided complete information about our activities during the entire period of our engagement.

---

## 2. Background of the Assignment

---

In response to the worst floods to hit Pakistan in recent history, affecting 20 million persons of Pakistan’s 170 million population, spreading to all seven provinces of the country - Baluchistan, Punjab, Khyber Pakhtunkhwa (KP), the Federal Administered Tribal Areas (FATA), Azad Jammu and Kashmir (AJ&K), Gilgit Baltistan (GB) and Sindh. The floods damaged/ destroyed homes, roads and bridges, crops and public infrastructure, with 1,985 deaths, 2,946 injured and 1,744,471 houses damaged (NDMA Nov 2010).

The International Federation of Red Cross and Red Crescent Societies (IFRC), on behalf of the Pakistan Red Crescent Society (PRCS) launched the Monsoon Floods Appeal for CHF 130 million for 24 months in August 2010; to assist 130,000 families (910,000 persons) with relief and early recovery in 3 of the most affected provinces, Khyber Pakhtunkhwa (KP), Punjab and Sindh. An Integrated Recovery Programme (IRP) was approved in March 2011 to respond to the continued multi-sector needs, with the appeal and budget revised in August 2012 to CHF 92.6 million with an extended timeframe till the end of July 2013. The total budget for the shelter component was approximately CHF 11.5 million, with the programme implemented in the provinces of Punjab and Sindh.

The Owner-driven cash-grant support program review is an essential to ensure accountability to both beneficiaries and donors, and to measure the overall performance of the shelter program and its contribution to the resilience of the targeted communities.

---

## 3. Objective of the Assignment

---

The objective of this assignment is to assess any change that has occurred in project communities since the baseline survey and the start of the project. Specifically:

- Examine the extent to which the shelter support program has achieved its objectives and expected results (goal, outcome, outputs) with regards to the strategic guidelines and PRCS-IFRC agreed recovery plans for Punjab and Sindh.
- Review shelter planning processes and field operationalization; the elements, tools and guidelines used, and processes followed, in order to assess their contribution to achieving the recovery objectives and contribution to the delivery of recovery assistance.
- Examine the efficiency of the owner-driven cash-grant shelter support model implemented and the key findings on positive/ negative impacts, intended/ unintended benefits to the targeted assisted communities.
- Examine the effectiveness and appropriateness of the cash grant procedures and methodologies employed.
- Review the ‘safe shelter awareness trainings’ provided to both trainers and beneficiaries with the concept of ‘build back better,’. Examine the effectiveness, quality and appropriateness of training tools, methodologies, curriculum, IEC materials produced, and the shelter tool kits distributed to beneficiaries.

---

## 4. Methodology

---

### 4.1 Literature Review

IFRC provided relevant documents for the review to understand the context of the project.

The team leader will review the following documents:

- Final Draft SOPs Cash Grant
- Sectoral Programme/ Unit History/ Review Report
- IRP Appeal Revision, Feb 2013
- MoU with Pakistan Post
- Revised IRP Logframe
- Thatta Pilot Final Report
- Beneficiary Pledge Agreement
- List of Beneficiaries
- Distribution of Cash Grant
- Other documents provided by IFRC

### 4.2: Inception Meeting

The inception meeting was held in IFRC office in Islamabad on Friday 17<sup>th</sup> of May 2013. During the inception meeting Background, Scope and Implementation of the project was discussed. The objectives of the evaluation study were also discussed in the meeting.

### 4.3 Target Area and Sample Size:

Sample area comprises of 3 districts which include 2 Districts of Sindh i.e. KSK and Shikarpur and 1 district of Punjab i.e. Muzaffargarh.

Selected area for data collection is as follows:

District	Tehsil	UC	Village
Muzaffargarh	Kot Addu	Hanjrai	Hanjrai Ghair Mustakil Darmyani
Muzaffargarh	Kot Addu	Hanjrai	Hanjrai Ghair Mustakil Gharbi
Shikarpur	Khanpur	Reheemabad	K B Allah Bux
Shikarpur	Khanpur	Reheemabad	Qamar U Din Pahore
Kamber-Shahdadkot	Warah	Gaji Khuhawar	Gaji Khuhawar
Kamber-Shahdadkot	Warah	Gaji Khuhawar	Murad Bhatti
Kamber-Shahdadkot	Qubo Saeed Khan	Qubo Saeed Khan	M.Ameen Brohi \ M.Baqar

First and foremost criteria observed for the selection of villages is number of beneficiaries. Secondly beneficiaries were also divided into two groups i.e. first five batches and last five batches. Both the groups have been given representation although the first group is overwhelming dominant due to large number of beneficiaries in this group.

---

#### 4.4 Data Collection Process:

Data collection process will entail several mentioned including:

- a. Focus Group Discussion (FGDs);
- b. Key Informant Interview (KIIs);
- c. Observations, and;
- d. Picture taking

##### A. Focus Group Discussion

FGDs will be conducted in each target district. In total 7 FGDs will be conducted from the 3 target districts as detailed below. These FGDs will be conducted at the selected village mentioned above.

District/Area	Focus Group Discussion(FGDs)	Suggested Dates
Muzaffargarh	2	27 May
Shikarpur	2	30 May
Kamber-Shahdadkot	3	31 May
<b>Total</b>	<b>7</b>	

##### B. Key Informant Interviews:

Possible key informants would be following:

- IFRC/PRCS Staff in Islamabad, Multan, Muzaffargarh, Shikarpur and Kamber-Shahdadkot
- Post Office Staff in Muzaffargarh, Shikarpur and Kamber-Shahdadkot
- Influential of the area
- Key external stakeholders supporting the shelter support process (government, local and international humanitarian agencies)

##### C. Observations:

Observations will be made during field period. This will involve checking the reconstruction shelters and toilets. Satisfaction of the beneficiaries in terms of timeliness, appropriateness, quality assurance will be gauge.

##### D. Picture Taking:

Pictures of the reconstructed shelters and toilets will be taken for visual documentation.

#### 4.5 Data Compilation:

Information collected through FGDs, KII and observations will be compiled and merged in the report.

---

## 5. Deliverables

---

### 5.1 Inception Report

An inception report providing detailed activity plan and field work.

### 5.2 Preliminary Findings/Debriefing

After the field visit, Preliminary Findings/Debriefing session will be hold with IFRC Islamabad. Initial findings of the study will be shared.

### 5.3 Draft Report:

Basing on the data findings and observations a draft report will be produced.

### 5.4 Final Report:

After IFRC feedback on the draft report, it will be updated in light of clients' feedback. The final report will be produced at the end of the assignment.

## 6. Time Line of Activities

Activities	May		June				July
	W1	W2	W3	W4	W5	W6	W7
	20	27	3	10	17	24	1
<b>Phase-I: Inception Phase</b>							
Signing of Contract	X						
Brainstorming Meeting with PRCS & IFRC	X						
Identification, Collection and Review of Secondary Data	X						
Inception Report	X						
<b>Phase-II: Primary Data Collection Period</b>							
Interviews with the identified Key Informants	X	X	X				
Field Visits	X	X					
<b>Phase-III: Data Management</b>							
Data Processing				X	X		
Report Writing				X	X		
<b>Deliverables</b>							
Inception Report	X						
Debriefing			X				
Draft Report						X	
PRCS & IFRC Feedback on Draft Report						X	
Final Report							X