



Food parcels distribution in Jacobabad Sindh Province (PC: PRCS)

MID-TERM REVIEW REPORT IFRC PAKISTAN MONSOON FLOODS 2022 RESPONSE

Evaluation team:

Niaz Murtaza, Ph.D. (Team Leader)

Rehana Shaikh

Aftab Khan

August 2023

Review commissioned by:

International Federation of Red Cross
and Red Crescent Societies (IFRC)

On behalf of:

Pakistan Red Crescent Society

MID-TERM REVIEW REPORT

IFRC PAKISTAN MONSOON FLOODS 2022 RESPONSE

CONTENTS

LIST OF TABLES AND FIGURES	2
ACRONYMS	3
EXECUTIVE SUMMARY	4
CHAPTER 1: INTRODUCTION	8
1.1 Floods Background	8
1.2 PRCS/IFRC Response	8
CHAPTER 2: REVIEW OVERVIEW	10
2.1 Review Purpose and Questions	10
2.2 Review Methodology	11
CHAPTER 3: REVIEW FINDINGS	15
3.1 Relevance	15
3.2 Effectiveness	22
3.3 Efficiency	27
3.4 Operational Systems	29
3.5 Coordination	36
3.6 Impact and Sustainability: Outstanding Needs	37
3.7 Lesson Learnt	42
3.8 Challenges	44
CHAPTER 4: CONCLUSIONS AND RECOMMENDATIONS	45
4.1 Conclusions	45
4.2 Recommendations	48
ANNEXURES	50
1. List of KIIs Conducted	50
2. List of Villages Visited	51
3. List of Documents Reviewed	51
4. Review Framework	52
5. Post Distribution Monitoring Findings	54
6. Case Studies	55
7. Review Team	56

LIST OF TABLES AND FIGURES

TABLE 1: Damage, Loss and Needs	8
TABLE 2: Overview of IFRC and PRCS Response	9
TABLE 3: Details of KIIs Conducted	12
TABLE 4: Household Adults Interviewed during Evaluation	12
TABLE 5: Breakdown of Household Survey Respondents by Services Received	13
TABLE 6: Lessons from Past Evaluations-Pakistan Floods	43
FIGURE 1: Relevance	17
FIGURE 2: Complaint Mechanisms	20
FIGURE 3: Overall Effectiveness	22
FIGURE 4: Sectoral Effectiveness	24
FIGURE 5: Project Efficiency	27
FIGURE 6: Impact	38
FIGURE 7: Average Satisfaction on Relevance, Effectiveness and Efficiency	45

ACRONYMS

ALNAP	Active Learning Network for Accountability & Performance in Humanitarian Action
BCP	Business Continuity Planning
BHUs	Basic Health Units
CBOs	Community-based organizations
CCA	Climate Change Adaptation
CEA	Community Engagement and Accountability
CHF	Swiss Franc (Swiss Currency)
CNIC	Computerized National Identity Card
D.I. Khan	Dera Ismail Khan
DAPS	Dignity, Access, Participation, and Safety
DG Khan	Dera Ghazi Khan
DREF	Disaster Response Emergency Fund
DRR	Disaster Risk Reduction
ERUs	Emergency Response Units
FGDs	Focused Group Discussions
FSPs	Financial Service Providers
GHS&SCM-AP	Global Humanitarian Services and Supply Chain Management, Asia Pacific
GRC	German Red Cross
HH	Household
HR	Human Resources
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IT	Information Technology
KIIs	Key Informant Interviews
KP/ KPK	Khyber Pakhtunkhwa
M&E	Monitoring and Evaluation
MEAL	Monitoring, Evaluation, Accountability, and Learning
MHM	Menstrual Hygiene Management
MoU	Memorandum of Understanding
MTR	Mid-Term Review
NDMA	National Disaster Management Authority
NFI	Non-Food Items
NGO	Non-Governmental Organization
NRC	Norwegian Red Cross
OECD-DAC	Organization for Economic Co-operation and Development-Development Assistance Committee
PGI	Protection, Gender, and Inclusion
PMER	Planning, Monitoring, Evaluation, and Reporting
PNS	Participating National Societies
PRCS	Pakistan Red Crescent Society
PWDs	People with Disabilities
SADDD	Sex, Age, Disability, Disaggregated Data
SIMS	Surge Information Management Support

TORs	Terms of Reference
TRCS	Turkish Red Crescent Society
WASH	Water, Sanitation and Hygiene

EXECUTIVE SUMMARY

Introduction

In June 2022, Pakistan was hit with devastating flash flooding and landslides. According to Pakistan Floods 2022 Post-Disaster Needs Assessment Report, October 2022, nearly 33 million people, more than 15% of Pakistan's 220 million population, have been affected. Contaminated water supplies, poor living conditions, and inaccessible healthcare are also giving rise to a public health crisis on a massive scale. According to the United Nations, some 20.6 million people need humanitarian assistance. Over 1,739 people have died and 12,867 have been injured. The majority were in the provinces of Balochistan, Sindh, and Khyber Pakhtunkhwa (KP). Preliminary assessments reveal that due to the floods, the national poverty rate will increase by 3.7 to 4.0 percentage points, pushing between 8.4 and 9.1 million people into poverty¹. It is calculated that the total amount of losses due to the crisis would exceed \$30 billion.

Pakistan Red Crescent Society (PRCS) and International Federation of Red Cross and Red Crescent Societies (IFRC) launched a Disaster Response Emergency Fund (DREF) operation in July 2022, expanding the operation with a second allocation request in August 2022. As the situation continued to aggravate, IFRC launched an IFRC Secretariat Emergency Appeal of Swiss Franc (CHF) 25 million to expand PRCS response to reach over 320,000 people in 34 flood-hit districts across the country over the period of 16 months. In early October 2022, IFRC revised its Emergency Appeal to CHF 40 million (IFRC Secretariat) and CHF 55 million (Federation-wide), aiming to reach over one million people affected by the floods. PRCS through Federation-wide support has reached over 0.5 million people through immediate response assistance in Sindh, Balochistan, Khyber Pakhtunkhwa, Punjab and Gilgit Baltistan as of March 2023.

Methodology

The purpose of this mid-term review (MTR) was to assess the relevance, efficiency (including support units work), effectiveness and coordination of the International Federation of Red Cross and Red Crescent Societies Federation-wide response to the Pakistan Monsoon Floods 2022, to inform the continued response as well as future global emergency relief operations. The MTR focused on the Federation-wide response including the collaboration with in-country Partner National Societies (German RC, Norwegian RC and Turkish RC), from the onset of the floods in July until the time the evaluators collected data, using the Organization for Economic Cooperation and Development's Development Assistance Committee (OECD-DAC) criteria. The review team conducted Key Informant Interviews (KIIs) with over 20 key stakeholders, held more than 30 Focus Group Discussions (FGDs) in villages and undertook a household survey with 525 respondents, divided almost equally between males and females.

Findings

¹ PAKISTAN FLOODS 2022 Post-Disaster Needs Assessment: Planning Commission, Ministry of Planning Development & Special Initiatives, Pakistan

The Federation-wide Monsoon Floods 2022 response was a well-conceived and implemented one, which scores well on almost all key OECD-DAC criteria. Overall, people assisted across the provinces were fully or partially satisfied on the project's relevance, effectiveness and efficiency as shown by the figures below.

Relevance: The project aimed to thoroughly assess, identify and provide for the most essential needs of the targeted communities. The community leaders and volunteers were engaged in design and implementation to some extent, but more organized effort is required in the recovery phase. Overall, 91% of men and 58% of women were satisfied with their participation before the start of project implementation. In Sindh (79%) and Punjab (100%), women's satisfaction with their participation was better than in Balochistan (13%) and KP (40%). In Balochistan and KP, women were often not consulted due to existing culture and dominance of local elites and male members of the communities. The need assessment and distribution process has been improved after making it digital and linking it with the token system. However, review data shows that there is a need to make it more transparent for women communities particularly in Balochistan. The selection criteria were subjective in some cases and were not in any order of priority or weightage. There were some issues with the access of women to complaint mechanisms, including the use of single method in some places, lack of awareness about the methods and illiteracy.

Effectiveness: There was high satisfaction expressed in the household survey on project effectiveness, such as delivering services as promised (85% among men and 69% among women) and the balance between the needs of men and women (99% among men and 98% among women). However, 63% of men and 100% of women in Punjab and 77% of women in KP felt that the needs of children were not met well, with 73% of men and 100% of women in Punjab felt so about the needs of persons with disabilities. Satisfaction with sectoral services was very high in terms of their congruence with local cultural factors, adequacy and quality. The only exception was the adequacy of cash grants where a large minority of persons (40% felt that they were not adequate. The Kobo system was also helpful in improving the distribution mechanism by producing tokens on the app for the beneficiaries. A few gaps were as follows: i) not providing specific services for PWDs, children etc., ii) Low quantity of services, especially for larger families; iii) the interference of influential people in service delivery, especially in Balochistan.

Efficiency and support units: The IFRC and PRCS operational units provided critical support for program implementation. However, delays were reported in critical PRCS support units in procurement, hiring, administration and disbursements. Frequent top leadership transitions and inappropriate appointments, large numbers of vacant top positions, policies and systems in program and support functions are outdated and manual; internal coordination, communication and collaboration across national, provincial and district levels and external stakeholders needs improvement; there is an absence of regular NDRT training and refreshers and revival of NDRT pool and per diems for volunteers are very low.

Coordination: A wide range of internal coordination structures were created at the global, regional and national levels to enhance internal coordination across the federation, which largely worked effectively. But there is the need for reactivating L1 and L2 meetings to improve coordination further in line with movement goals of reducing wastage and competition within movement members. External coordination at the national level was done with a wide variety of governmental, UN and other stakeholders. This coordination is effective. However, there is a need to improve coordination with district authorities in Sindh and Balochistan.

Impact and unmet needs: The response helped develop strong community cohesion and health and hygiene needs seems to have reduced somewhat. All the relief items fulfilled their most essential needs and were extremely useful. However, there are still large unmet needs in the areas of food security, nutrition, health, protection, safety and security, economic status and linkages with other agencies. The federation has developed a comprehensive recovery plan covering almost all of these needs, which got delayed due to huge relief needs in communities. However, it would be inadvisable to start it until the coming monsoon period is over as rains may affect any work started now. There is thus the need to extend the duration of the recovery phase. Meanwhile, the federation and PRCS must be on stand-by for new floods and have federation-wide response plans ready in case the floods are large. Since federation and PRCS are already working at the ground level, this ground-level capacity must be used to closely monitor the situation to look out for early signs of a crisis and help communities immediately.

Challenges and facilitative factors: The key factors responsible for the project's success were consultations with communities, coordination with the district administrations, timely and equitable distribution of relief items and continuous monitoring. The challenges included limited resources for a large, affected population; lack of awareness on part of the people assisted; dearth of data at the village level; government visa and permit issues; security and logistical challenges in some areas which reduced access; limited PRCS operational and programme capacities; inadequate funding by donors and weak national and provincial-level coordination of the response by the government and UN. The volunteers remain the backbone of PRCS and need regular capacity building and training in relief operations. However, their per diems are currently highly inadequate.

Recommendations:

Based on the findings and conclusions of this review, the following summary recommendations are provided to the federation to help improve future work (more details are given in the Recommendations chapter):

Relevance

- 1) To enhance transparency, reduce conflict and help in targeting the most vulnerable persons, develop a clear ranking and weightage among the targeting and selection criteria for people assisted with a greater emphasis on using objective and easily measurable

criteria such as household size and female-headed households. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**

- 2) Increase the consultation and participation of affected persons, especially women, and reduce the influence of local elites by strengthening village committees and increasing the number of women volunteers. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**
- 3) Keep track of new emerging needs in communities through rapid assessments, communication with village committees and volunteers and address these needs to the extent possible through additional fundraising or coordination with other agencies. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**
- 4) Improve the CEA system by using multiple feedback methods, making the system more accessible to women and other weaker groups and documenting and disseminating complaint summaries and disposal. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**

Effectiveness

- 5) Provide more targeted services for children PWDs and other vulnerable groups such as PWD-accessible water and sanitation services. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**
- 6) Strengthen monitoring of the project activities particularly in the context of gender and social inclusion; arrange more monitoring visits of Protection, Gender and Inclusion (PGI) staff to communities and strengthen volunteers' capacity in this area. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**
- 7) As the new monsoon season has started, be on stand-by for new floods and have federation-wide response plans ready for immediate delivery of life-saving activities like food, water and temporary shelter. **Key stakeholder-PRCS; Supported by IFRC; Priority: High**
- 8) Based on the unmet needs mentioned in the last chapter, there is a need for a comprehensive recovery phase plan that includes the critical services identified by communities; Use provision of cash grants and cash-for-work as assistance in the recovery phase. **Key stakeholder-PRCS; Supported by IFRC; Priority: High.**

Efficiency

- 9) Develop a comprehensive capacity-building plan for PRCS that help it manage its frequent top leadership transitions, help build its capacities, policies and systems in program and support functions, many of which are outdated and manual; improve internal coordination,

communication, and collaboration across national, provincial and district levels and external stakeholders; and help increase the per diems for volunteers. **Key stakeholder-IFRC; Supported by PNSs; Priority: High.**

- 10) Since the federation plays a critical role during larger emergencies, develop a federation-wide emergency preparedness and contingency plan that includes multiple levels of crises, the key response areas and the role of different federation members. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**

Coordination

- 11) Strengthen internal coordination within the movement by re-activating L1 and L2 level coordination meetings and develop a clear agenda for increasing collaboration and reducing wastage within the movement, e.g., by having common reporting requirements from all partners societies for PRCS. **Key stakeholder: PRCS; Supported by IFRC; Priority: Medium.**

CHAPTER 1: INTRODUCTION

1.1 FLOODS BACKGROUND

In June 2022, Pakistan was hit with extreme monsoon rainfall, leading to devastating flash flooding and landslides. According to the Pakistan Floods 2022 Post-Disaster Needs Assessment Report (PDNA) October 2022, nearly 33 million people (more than 15% of Pakistan's 220 million population) have been affected as the heavy rains, flooding and landslides destroyed homes, critical infrastructure, and livelihoods. Contaminated water supplies, poor living conditions, and inaccessible healthcare also raised a public health crisis on a massive scale. According to the government, some 20.6 million people need humanitarian assistance. Over 1,739 people have died and 12,867 have been injured. The majority were in the provinces of Balochistan, Sindh, and Khyber Pakhtunkhwa (KP). Out of the 25 poorest districts in the country, 19 were declared calamity affected. Preliminary assessments reveal that due to the floods, the national poverty rate will increase by 3.7-4.0 percentage points, pushing between 8.4 and 9.1 million people into poverty². It is calculated that the total amount of losses due to the crisis would exceed \$30 billion.

Table 1: Damage, Loss and Needs (in Million dollars)³.

	Damage	Loss	Needs
Balochistan	1,625	2,516	2,286
Khyber-Pakhtunkhwa (KP)	935	658	780
Punjab	515	566	746
Sindh	9,068	11,376	7,860
Cross-Provincial	2,731	67	4,540
Special Regions	32	49	48
Grand Total	14,906	15,233	16,261

The monsoon floods have compounded existing socioeconomic vulnerabilities and hardships. The priority needs of the affected persons relate to emergency shelter, food, water, sanitation, hygiene, protection and health care. People also need support in recovering their livelihoods lost due to the floods.

1.2 PRCS/IFRC RESPONSE

Pakistan Red Crescent Society (PRCS) with its first responder capacity has been responding to the floods since its onset in July 2022. As an auxiliary to the government, PRCS is also engaged

² PAKISTAN FLOODS 2022 Post-Disaster Needs Assessment: Planning Commission, Ministry of Planning Development & Special Initiatives, Pakistan

³ Ibid

in the government coordination mechanism to ensure that the PRCS response operation is developed in coordination with the government, complementing and contributing directly to the government's response plan led by the National Disaster Management Authority (NDMA). PRCS launched a Disaster Response Emergency Fund (DREF) operation at the end of July 2022, expanding the operation with a second allocation request in August 2022. As the situation continued to aggravate, IFRC launched an IFRC Secretariat Emergency Appeal of CHF 25 million to expand PRCS response to reach over 320,000 people in 34 flood-hit districts across the country over 16 months. This included a third DREF allocation to the total DREF loan to CHF one million. In early October 2022, IFRC revised its Emergency Appeal to CHF 40 million (IFRC Secretariat) and CHF 55 million (Federation-wide), aiming to reach over million people affected by the floods. PRCS through Federation-wide support has reached over 600,000 people through immediate response assistance in Sindh, Balochistan, Khyber Pakhtunkhwa, Punjab and Gilgit Baltistan by February 2023 as follows:

Table 2: Overview of IFRC and PRCS Response

Sectors	Main Activities in Relief Phase	People reached as of 2/2023
Shelter & Non-Food Items	-Family tents and tarpaulins -Essential household items -Winterization kits and blankets	283,052
Food	-Hot meals and food parcels	285,544
WASH	-Water treatment plants -Installation or rehabilitation of solarized water pumps, filtration plants, hand pumps and boreholes -Water filters for households -Hygiene promotion activities -Hygiene/dignity kits -Emergency/permanent latrines -Solid waste segregation bins	226,434
Health	-34 mobile health units and static health clinics for maternal and child health services and first aid -Lifesaving medicines and supplies -Long-lasting insecticide-treated nets -Dengue rapid test kits -Awareness sessions on health promotion/mental health	203,632
Cash/Voucher	-Multipurpose cash assistance	4,767

MOVEMENT-WIDE MONTHLY REPORT, Pakistan Monsoon Floods Response 22 February 2023.



Relief items distributed by PRCS in Thatta, Sindh (Photo: Review team)



Latrine constructed by PRCS in Larkana, Sindh (Photo: Review team)

CHAPTER 2: REVIEW OVERVIEW

2.1 REVIEW PURPOSE AND QUESTIONS

Purpose: The purpose of this mid-term review (MTR) was to assess the relevance, efficiency and effectiveness of the Federation-wide response to the Pakistan Monsoon Floods 2022, to inform the continued response as well as future global emergency relief operations. The primary audiences for this MTR are the Pakistan Red Crescent Society, IFRC Pakistan Country Delegation, Asia Pacific Regional Office (APRO), Secretariat in Geneva, Movement partners and volunteers and communities involved in the response. The secondary audience are donors and the government as well as other local and international humanitarian actors.

The MTR focused on the Federation-wide response including the collaboration with in-country Partner National Societies (German RC, Norwegian RC and Turkish RC), from the onset of the floods in July until the present. The MTR terms of reference also included to develop a checklist, encompassing key phases of response from initial assessment, planning to reporting, to guide outcomes of similar operations in the future. It is expected that this checklist will help ensure consistency and completeness in conducting a federation-wide response. The MTR aimed to address the following criteria and key questions:

2.1.1 Relevance

1. Is the assistance provided by the National Society with the support of IFRC and participating National Societies relevant to the needs of the affected population including both women and men, and is of a quality and scale that meets Red Cross Red Crescent commitments and expectations?
2. To what extent were the interventions and targeting of people assisted people assisted based on assessed and expressed needs, risks, vulnerabilities and capacities of the communities, including those who are the most vulnerable or marginalized?
3. How relevant were the plans and strategies developed for the response, and what adjustments or improvements are needed to address gaps in the response at this time?

2.1.2 Efficiency and Effectiveness

4. To what extent is an effective management structure in place within the National Society, IFRC, and participating National Societies providing direction, clarity and well-communicated decision-making for the operation?
5. What organizational systems strengths can we build on, and what weaknesses need to be addressed immediately (HR⁴, staff care, Information Technology (IT), supply chain, finance, admin, security, etc.)?
6. How well are the monitoring and learning processes along with information management systems used in the response and can they be improved?

⁴ Human Resources.

7. To what extent has the response demonstrated learning from previous/similar responses?
8. Has resourcing for the response been timely and adequate? What could be done differently to improve visibility and resource mobilization for this operation?
9. How timely and effective was the mobilization of global tools including rapid response and Emergency Response Units (ERUs)? How well did the IFRC surge capacity build on local capacities and support the response operation?

2.1.3 Coordination

10. What have been the good practices, challenges and lessons learned in coordination, communication and collaboration for the response operation from initial assessment, and planning to service delivery: Within the National Society; Within IFRC Secretariat, including country, region and Geneva; Within the Movement, among the host National Society, participating National Societies, International Committee of Red Cross (ICRC) and IFRC; Between the Movement and external stakeholders including the government, military and other humanitarian actors.

In addition, IFRC also requested a brief review of the progress on impact and sustainability, which are usually not reviewed in detail in the relief phases of major emergencies as the focus is on saving lives and meeting immediate needs.

2.2 REVIEW METHODOLOGY

2.2.1 Review Principles

The review was guided by the following principles and standards:

- IFRC Seven Fundamental Principles: Humanity, impartiality, neutrality, independence, voluntary service and unity.
- The Red Cross and Red Crescent Fundamental Principles, Code of Conduct, IFRC's Strategy 2030
- IFRC Framework for Evaluation: Criteria (Relevance, Appropriateness, Efficiency, Effectiveness, Coordination), Standards (Utility, feasibility, ethics/legality, impartiality/independence, Transparency, Accuracy, Participation and Collaboration) and Processes.

2.2.2 Review Stages

The Review process consisted of the following main stages:

Stage 1: Preparation and planning-May 11-26

The review team held meetings with the concerned IFRC/PRCS staff to finalize review questions while making sure that these questions are operationally clear, and data is available to answer them. It also did an initial review of relevant documents, including project plans, internal monitoring/mission reports, case stories, yearly plan of operation, operational reports, progress

reports, strategic framework, output/outcome indicators, etc. The complete list of documents reviewed is provided in Appendix 3. It conducted informative interviews with key project staff. The Review team also discussed other key issues with the client during this phase, such as logistics and produced an inception report for review by IFRC/PRCS. Once the approach and instruments were finalized based upon feedback by IFRC/PRCS, the team finalized the detailed fieldwork plan, conducted orientation and training of enumerators, and translated the survey and FGD tools into local language i.e., Urdu.

Stage 2: Data Collection

Following the approval of the inception report, the Review team started collecting data through focus group discussions and household survey in communities and key informant interviews with key stakeholders and further review of documents. The Review team applied a mixed-methods approach using qualitative and quantitative techniques to collect data from multiple sources to ensure multiple levels of triangulation.

Key Informant Interviews-May 27-June 12

The KIIs collected data on relevance, effectiveness, efficiency, impact, sustainability, operational issues, challenges, good practices, gaps, lessons and recommendations. The KIIs allowed an in-depth probing of issues with 35 key staff and external stakeholders (as against 33 given in inception report) as follows:

Table 3: Details of KIIs Conducted

IFRC-10	PRCS-15	Regional Office-2	Partner National Societies-3	External-5

The complete list key internal and external stakeholders interviewed is given in Appendix 1.

Focus Group Discussion-May 29-June 4

FGDs were conducted with people assisted in selected field locations covering people assisted from different tehsils, project phases, gender, and other key dimensions. One male and one female FGDs was conducted separately in each district (total 24 FGDs divided equally gender-wise) integrating the most vulnerable respondents, i.e., transgender, PWDs, minorities, lower casts etc. The evaluation team engaged actively with field staff and community leaders to ensure diverse representation in FGDs and survey. Each FGD included 15-20 participants to collect information about the relevance, effectiveness, efficiency, impact and sustainability of the project through open ended questions. The FGD and household survey tools were translated into Urdu. The districts (25% of total IFRC districts) for the field work were selected based on the extent of damage from floods in the district, PRCS presence and logistical aspects, with the most severely affected districts in each province selected. The evaluation team also conducted one FGD with male and female volunteers in each province.

Household Survey- May 29-June 4

The household survey focused on relevance, effectiveness, efficiency, impact, and sustainability, and used closed-ended questions focused on “what and when.” The household survey sample size based on a 95% confidence level and 5% margin of error (to ensure representativeness and generalizability) assuming 350,000 people reached at the time the review was conducted (50,000 households) was 470 household heads (50% women) integrating the most vulnerable respondents, i.e., transgender, PWDs, minorities, lower casts etc. In the end, a total of 525 persons were interviewed. The sample was divided into provinces, districts and sectors and the relevant strata like gender, villages, tehsils etc. The form was filled digitally using Kobo tool. The target population included men and women heads who received assistance:

Table 4: Household Adults Interviewed during Survey

Province	District	HH ⁵ Covered	Male Respondent	Female Respondent	Total Population	PWDs (Living in HHs Covered)
Sindh	5	200	100	100	1,326	48
	Dadu	40	20	20		
	Khairpur	40	20	20		
	Thatta	40	20	20		
	Larkana	40	20	20		
Jacobabad	40	20	20			
KP	3	120	60	60	721	16
	TANK	40	20	20		
	Charsadda	40	20	20		
	D.I Khan	40	20	20		
Balochistan	3	125	65	60	1086	28
	Naseerabad	40	25	15		
	Jaffarabad	45	20	25		
	Sohbatpur	40	20	20		
Punjab	2	80	40	40	939	29
	D.G Khan	40	20	20		
	Rajanpur	40	20	20		
Total		525	265	260	4,072	121

⁵ Households.

Table 5: Breakdown of Household Survey Respondents by Services Received

Shelter	NFIs ⁶	Winter Kits	Water	Sanit-ation	Hygiene Sessions	Hygiene Kits	Dignity Kit	Health	Cash	Food	DRR Work
157	204	187	222	51	337	269	81	363	35	245	26
30%	39%	36%	42%	10%	64%	51%	31%	70%	7%	47%	5%

The list of villages visited is given in Appendix 2.

Stage 3: Data analysis and report writing --June 5-12.

For quantitative analysis, the household survey and quantitative data from secondary documents was used. For qualitative analysis, KII and FGD information and that from IFRC/PRCS documents was used. Following the fieldwork, the Review Team initiated data analysis and provided regular feedback/briefs to IFRC/PRCS. For analysis of primary qualitative data, the Review team employed a structured approach and triangulated facts and findings systematically in order to assess the information provided by different groups of stakeholders and arrive at robust findings and defensible conclusions. The Review team:

- Summarized KII and FGD notes and coded them according to themes relevant to the Review.
- Prepared tally sheets identifying the themes that emerged in the document review, FGDs and key informant interviews to facilitate systematic and rigorous data analysis.
- Compared responses of different stakeholder groups with each other and information provided in project documents to triangulate as effectively as possible.
- Compared information provided by project staff with information provided by the respondents (people assisted) and address factual discrepancies as well as differences across stakeholder groups.
- Analyzed the quantitative data by preparing crosstabs and frequency distributions from the household survey, which was processed and analyzed using Excel.
- Disaggregated all qualitative and quantitative data collected through the review by sex and location.
- Applied standard protocols to ensure data quality, including adequate training of enumerators, cross-checking in data entry and rechecking by Team Leader. Enumerators were hired locally.

The evaluators took steps to ensure that the Review respects and protects the rights and welfare of the people and communities involved and to ensure that the Review is technically accurate and dependable, is conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. The Review team also adhered to the IFRC/PRCS Code of Conduct. The team took every reasonable available measure to ensure the greatest possible reliability and validity of the Review findings and conclusions. A high Review quality was ensured through the following means:

⁶ Non-Food Items.

- Development of methodology in collaboration with and approval of IFRC/PRCS staff
- Adequate training of all team members on Review purposes, methodology, ethical, data collection etc.
- Triangulation of information from multiple primary and secondary sources
- Use of rigorous data collection and analysis tools
- Adequate feedback from IFRC/PRCS on findings

2.2.3 Ethical considerations were ensured through the following means:

- Maintaining the privacy and confidentiality of all respondents by not quoting them without permission
- Obtaining informed consent from all interviewees and not interviewing those who can't give it
- Ensuring the confidentiality and protection of all data collected.
- Avoiding sharing results in ways which may harm respondents.

2.2.4 Key challenges

- To ensure smooth future emergency response reviews, it is important for IFRC and PRCS to have clear understanding and communication about review requirements and funding as required by the appeal procedures.
- Some documents requested by the review team in the inception report were not made available. Thus, the team could not do in-depth analysis of some internal processes like coordination (based on a review of meeting minutes), support functions and timeliness (based on the flow of supplies and funds by month).
- In some provinces, e.g., Punjab, it proved hard for PRCS and the review team to arrange meetings with government officials due to their busy schedules.
- Some key staff suggested by IFRC for KIIs did not respond to requests for interviews.



Community meeting with women on project issues in Khairpur, Sindh (Photo: Review team).

CHAPTER 3: REVIEW FINDINGS

This chapter provides the main findings of this evaluation. The findings are presented along the evaluation criteria as identified in the evaluation Terms of Reference (TORs). The criteria include relevance, effectiveness, efficiency, operational systems, impact, sustainability, and coordination. The TORs questions are all covered but re-arranged in different sections to ensure a more logical and well-connected analysis, as follows:

1. Is the assistance provided by the National Society with the support of IFRC and participating National Societies relevant to the needs of the affected population including both women and men, and is of a quality and scale that meets Red Cross Red Crescent commitments and expectations?	Relevance Effectiveness Efficiency
2. To what extent were the interventions and targeting of people assisted based on assessed and expressed needs, risks, vulnerabilities and capacities of the communities, including those who are the most vulnerable or marginalized?	Relevance
3. How relevant were the plans and strategies developed for the response, and what adjustments or improvements are needed to address gaps in the response at this time?	Relevance
4. To what extent is an effective management structure in place within the National Society, IFRC, and participating National Societies providing direction, clarity and well-communicated decision-making for the operation?	Coordination
5. What organizational systems strengths can we build on, and what weaknesses need to be addressed immediately?	Operational systems
6. How well are the monitoring and learning processes along with information management systems used in the response and can they be improved?	Relevance, operational syst.
7. To what extent has the response demonstrated learning from previous/similar responses?	Operational systems
8. Has resourcing been timely and adequate? What could be done differently to improve visibility and resource mobilization for this operation?	Operational systems
9. How timely and effective was the mobilization of global tools including rapid response and ERUs? How well did the IFRC surge capacity build on local capacities and support the response operation?	Operational systems
10. What have been the good practices, challenges and lessons learned in coordination, communication and collaboration for the	Coordination

response operation from initial assessment, and planning to service delivery	
--	--

3.1 RELEVANCE

3.1.1 Needs assessments:

The federation took comprehensive steps to ensure that the response was relevant to the needs of the affected persons. The provision of information and two-way engagement with the affected population was key during the response operation. Response activities were aligned with the expectations, needs and concerns of affected communities identified in the assessments, according to PRCS staff. Teams were immediately deployed in KP and Balochistan to conduct emergency need assessments in Karak, Tank, (KP) Quetta, Pishin and Killa Saifullah (Balochistan). The teams conducted meetings with local authorities, stakeholders and community elders; visited the affected areas; and conducted Focus Group Discussions (FGDs) with the affected communities. According to the staff in Balochistan, it was difficult to conduct household assessments for the first two weeks due to rain and water. The formal need assessment was conducted when communities started coming back to their villages or the teams got access to the communities. In Sindh, needs initially were identified through meetings with the communities. With the establishment of the 'Emergency Response Unit' by IFRC, the system of need assessment became more formalized. Initially, it was paper based, but then digital KOBOTOOL software was developed to assess the needs. The detailed assessment reports were not available to the review team.

The assessments highlighted water, livelihoods, cash, health, hygiene, food and shelter as the most pressing needs. Based on these assessments, a multi-sectoral relief phase plan was developed covering food, NFI, shelter, health, water, sanitation, cash and Disaster Risk Reduction (DRR). Many of the services such as water and health undertook blanket coverage of communities while only the most vulnerable families were selected for food and other services. Community involvement started from day one in the response operations. During the assessments, discussions were also held with affected community elders on selection criteria before registration started. The selection criteria were communicated to the communities and the district authorities by the teams to help people understand the selection process and prevent any potential challenges raised by people that were not helped. The criteria for the selection of the most vulnerable families included: Households with fully damaged houses; Women headed HHs; HH with affected livelihoods; HHs with pregnant and lactating women, infant family members, and people with disabilities; Households that have not received sufficient assistance from the government or other organizations; People displaced by the floods and staying with host families or in tents; Those who lack relevant resources to cope with basic humanitarian needs on their own. These criteria represent a mix of pre-floods demographic factors, such as female-headed households. and flood impact ones, such as damaged houses and livelihoods and displaced status. Most criteria are objective and specific, except for a few. For some, data collection is easy, but for others hard, such as relevant coping

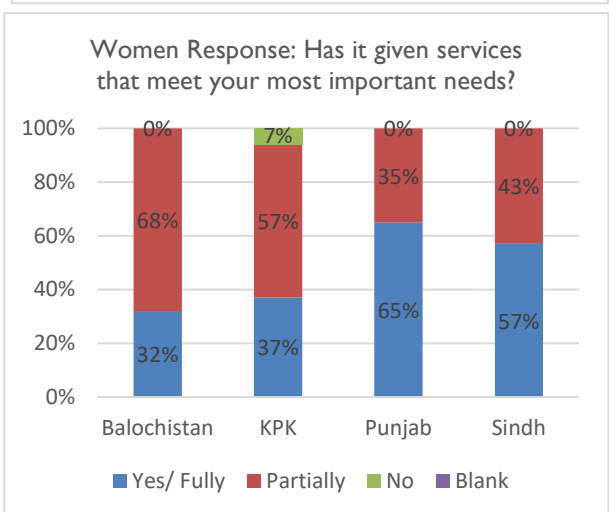
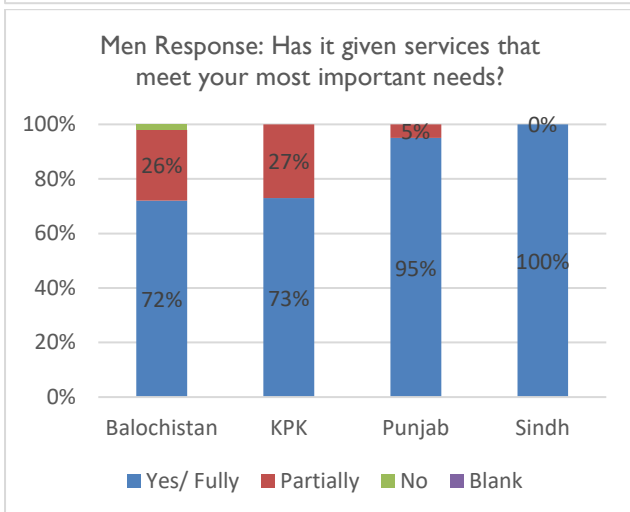
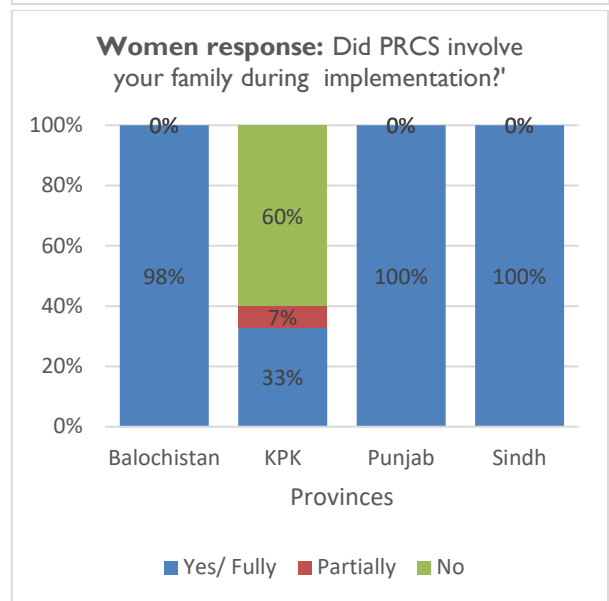
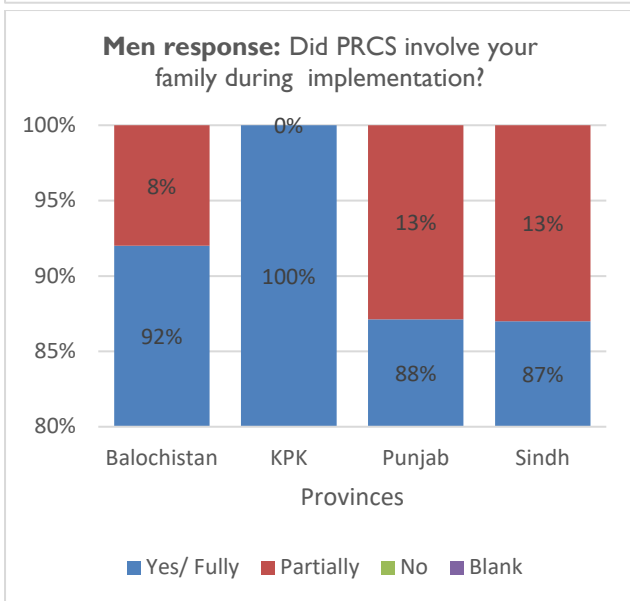
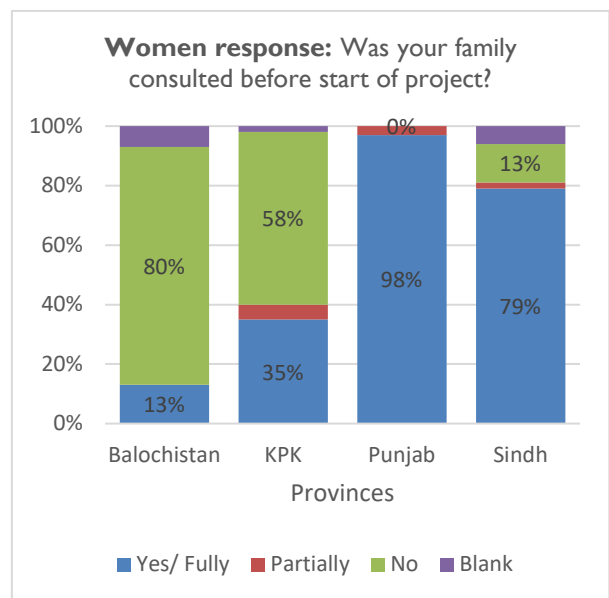
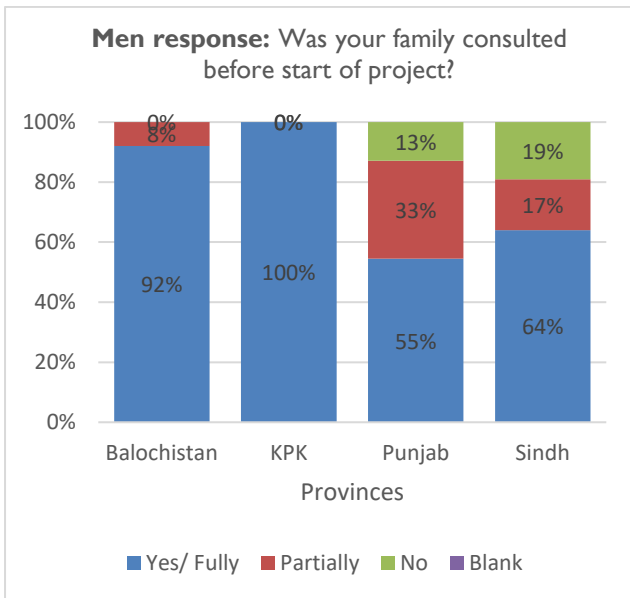
resources. Thus, there is a need to rank order them by importance and focus more on objective ones, especially those for which information can be easily and objectively collected.

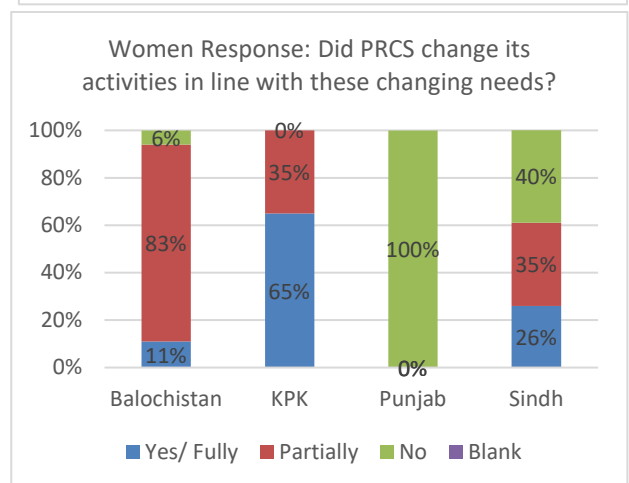
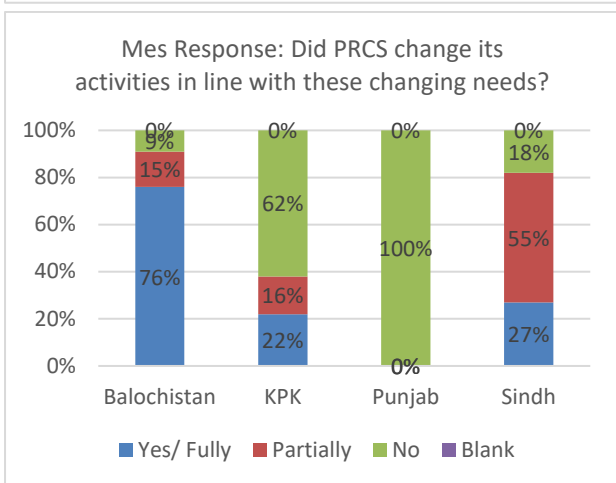
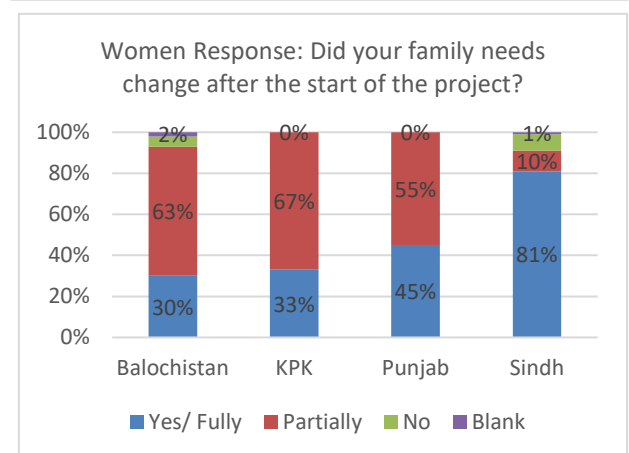
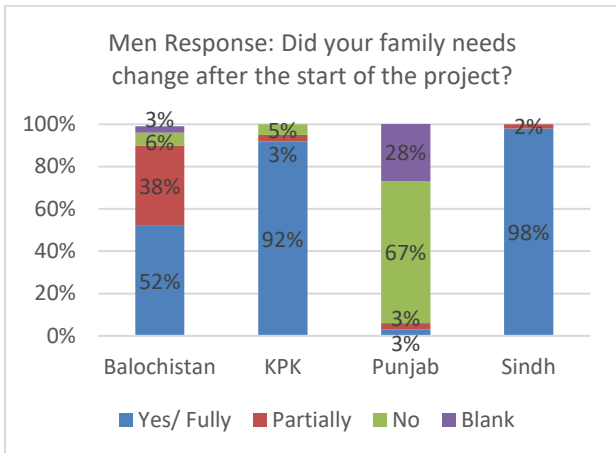
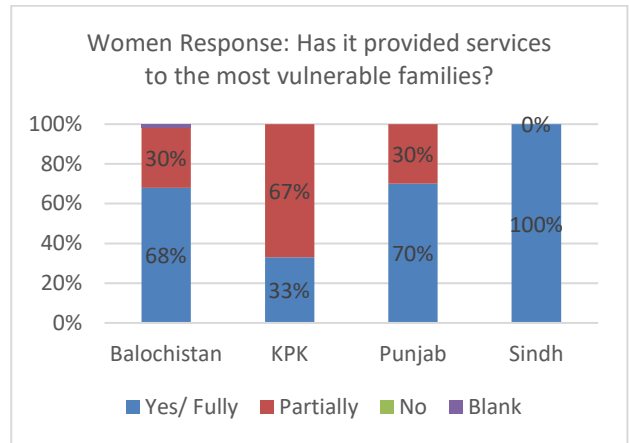
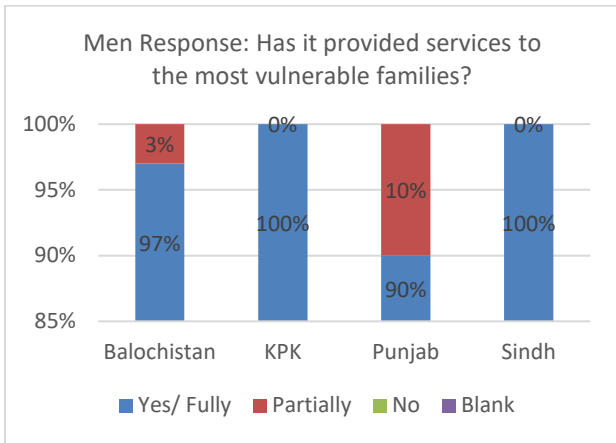
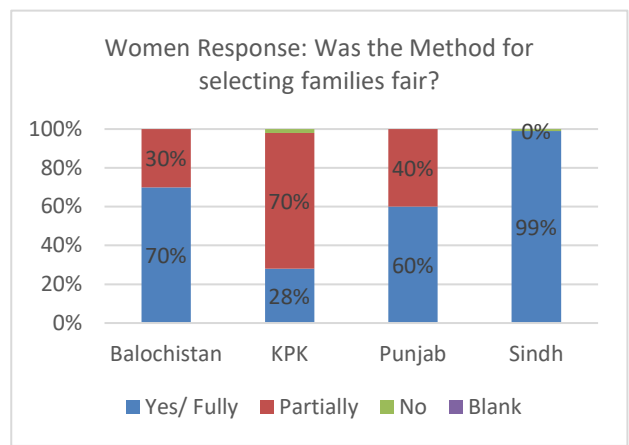
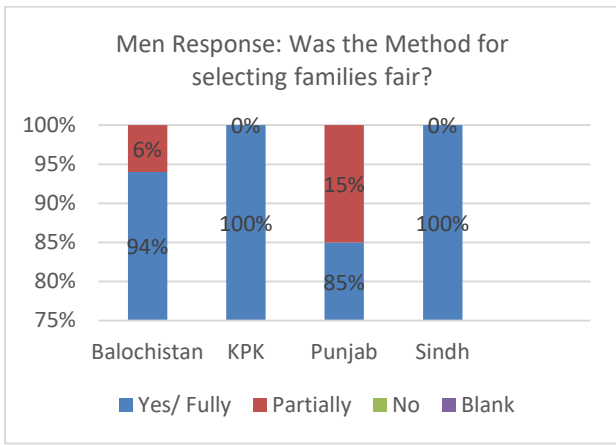
The household surveys reveal a high degree of satisfaction with relevance and participation issues across genders and provinces. High level of dissatisfaction (more than 50% dissatisfied) existed only on a few issues: i) among women in KP and Balochistan on consultation before the start of the response, ii) consultation during implementation among KP women and iii) on the issue of the response making changes based on changes in community needs among men in KP and Punjab and women in Punjab (Figure 1). Focus Group Discussions (FGDs) with both male and female people assisted people assisted in Khyber Pakhtunkhwa (KP) province and Punjab province indicate that needs assessment in the affected villages was conducted by the respective district administrations. However, Pakistan Red Crescent Society (PRCS) staff along with its team of volunteers consulted the village elders and confirmed the most essential needs before implementation of the project. The relief items fulfilled the affected communities' most essential needs; and the project ensured and prioritized inclusion of the most vulnerable households, according to FGD discussions.

3.1.2 Community Participation:

FGDs in Sindh and Balochistan also revealed strong relevance too. Overall, PRCS teams engaged communities in design and implementation in both Sindh and Balochistan provinces. However, the engagement of the communities was more evident in Sindh. In Sindh province, the majority of community members, including men and women, informed that the teams consisting of male and female members visited the villages, informed them about the planned interventions, and consulted them to identify their needs. The volunteer system of PRCS in Sindh province is strong. Apart from the registered volunteers at district level, the local male community focal persons at village level were designated to help the staff and helped volunteers in conducting different tasks i.e., organizing meetings and consultations, medical camps and distributing relief items etc.

Figure 1: Relevance





In most of the villages, the community focal persons informed that their association with the PRCS is old, and they worked with it during the flood 2010 and other programs as well. Women in Sindh were also active in participating in the meetings and attending health and hygiene sessions and participating in decision making to some extent. The evaluation team enquired from women whether PRCS teams consulted them in determining the locations for installation of handpumps. They replied that 'yes, women team consulted them, and we gave our opinion about the points of handpumps which were accessible to majority of the women. Similarly, locations of medical camps were at central places where it was easy for women from different villages to access them. However, women in Balochistan were less consulted directly by the PRCS teams. Majority of the women in all the villages visited by the team raised the concern that they were not directly consulted or provided relief goods. The response teams consulted men, local influentials and political representatives. The volunteers said that in the initial phase, PRCS in Balochistan had to take into confidence the local political influential persons to get access to the communities. This prevented them from meeting women directly. The evaluation team also noticed that in one village of Jafferabad the whole process of identification of needs, disbursement and consultation with communities was predominantly controlled by the local landlords and their staff members.

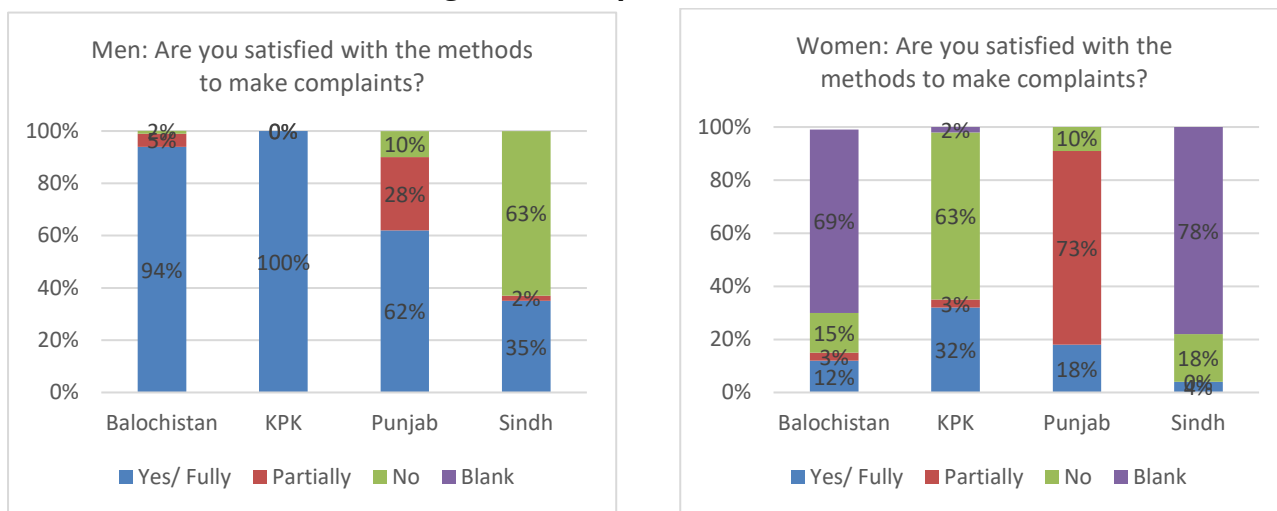
The KIIs with PRCS and government staff show that the emergency response focused on the worst affected geographical areas and the affected population. The selection of the areas was done in consultation with the deputy commissioners of the respective districts. In Sindh, PRCS work in 18 districts out of 23 affected districts according to the provincial staff. This was possible due to the operating system already being in place. The Deputy Commissioner in each district is also the Chairperson of PRCS according to the staff. Therefore, they already work in close coordination with the government. The villages visited by the evaluation team were highly damaged in all provinces. The basic infrastructure of village i.e., roads, schools, Basic Health Units (BHUs), water points and houses were still in bad shape. Government and people have still not restored them after almost a year of floods. The relief package did not specifically focus on the needs of elderly, children or PWDs but all the items provided were relevant to the needs of vulnerable groups, as mentioned by them in FGDs. However, medical camps did focus on children and mothers in particular. The medical teams included male and female doctors. The project did not keep track of the changing needs of affected communities; however, minor changes were adopted in coordination with the PRCS head office.

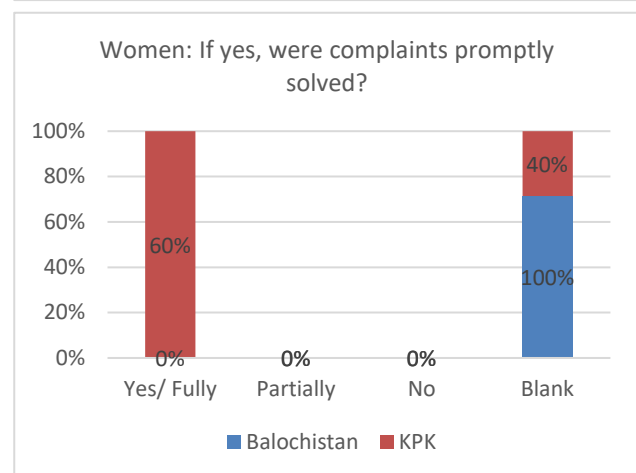
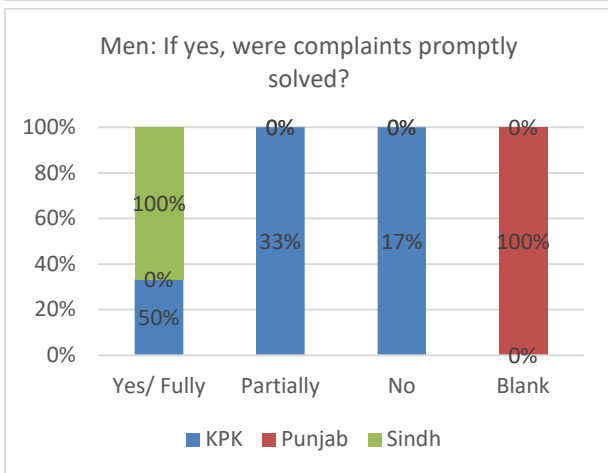
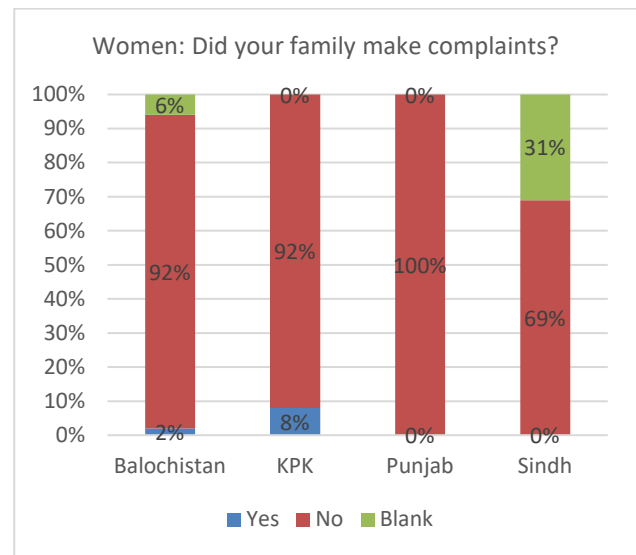
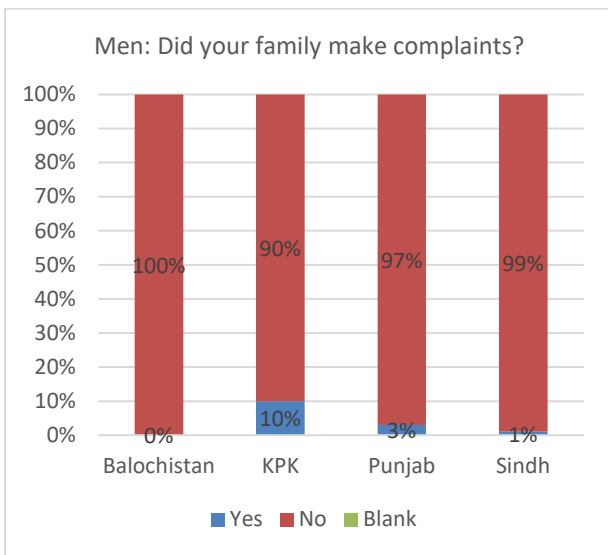
3.1.3 Complaint Mechanisms

There was general satisfaction with the available complaint mechanisms and the redressal of complaints except among men in Sindh and women in KP (Figure 2). PRCS aimed to mainstream the Movement-wide commitments and minimum actions for Community Engagement and Accountability (CEA) as a process and approach to engage vulnerable communities during assessment, planning, implementation, MTRs and evaluations etc. to ensure that communities are at the center of programs, projects. However, this aim was not fully met due to the absence

of a full-time CEA person within PRCS nationally. Thus, there is a need to enhance capacity for CEA within PRCS. However, PRCS staff and volunteers engaged in the response were oriented on CEA, establishing a basic understanding to use the feedback and accountability mechanism during the response operations. Likewise, transparency and accountability were ensured through visible and open communication with the affected population. The project staff prepares a summary of complaints on regular basis. However, detailed registers showing the proportion of different types of complaints made and how quickly they were managed were not available at the national level. According to IFRC CEA staff, most complaints related to lack of inclusion in household services beneficiary lists and complaints. The PRCS established facilitation desks at the distribution points and placed a banner indicating the complaint numbers. The district staff clarified that they received complaints and people used the number displayed on the distribution points. The major complaint in Sindh was about lack of dignity kits and material related to Menstruation Hygiene Management (MHM) and PRCS was unable to provide them in all the targeted communities. The staff also received complaints from the non-target population as well about their exclusion. The evaluation team identified that some communities including men and women were unaware of any complaint mechanisms and therefore they did not register any complaints. However, informal communication between communities and PRCS staff and volunteers took place in some villages, particularly in Sindh province.

Figure 2: Complaint Mechanisms





(Not Applicable for men in Balochistan and women in Sindh and Punjab as no complaints reported by them in earlier question)

Male community members said that they raised their concerns with the community focal persons, and they further communicated with PRCS on the given numbers or in the community meetings. For example, in one village in Thatta district, communities said that the material they used for installation of hand pumps was inappropriate according to the geographical conditions. They raised this concern and as a result PRCS staff changed the material. However, women in both provinces were unaware of any complaint mechanisms. In KP, male FGD participants reported that they were provided with a mobile number to file complaints, but they did not have a need to file any complaints. Some female FGD participants in KP reported that they were not informed about the complaint mechanism and therefore did not file any complaints. Male FGD participants in Tank reported that they were provided with a mobile number to file complaints and 4 out of 20 participants reported that they filed complaints, which were related to problems in receiving the cash grant due to their mismatched CNIC numbers and the complaints are being resolved by PRCS. In Punjab, both male and female FGD participants across the two sampled villages of Punjab reported that they were shown a 'complaint box' for dropping in their complaints on a piece of paper; however, they did not file any complaints.

People were usually more satisfied where multiple complaint methods were used. The limited mobile access in some areas limits the efficacy of the telephone helpline as right-holders must travel to public call offices in towns to make complaints, which is difficult for women. The low literacy levels, especially among women, restricts the use of complaint boxes. The regular meetings by agencies during project implementation help overcome these problems. Since informal communication is preferred in Pakistan, people preferred informal means of complaints like meetings. But meetings were often held when people were busy. For many communities, the best timings are early in the morning or late in the afternoons. But those times are not possible for project staff due to security issues and distances. In many villages, the communities contact village committees if they have any problem related to services. However, village committees and volunteers should document complaints properly and communicate them to the agency. The review team found that complaint mechanisms existed. However, some improvements are needed in terms of use of multiple channels of complaints, providing complaint instructions in local languages, summarizing, and analyzing complaints and ensuring adequate use and access by the most marginalized sections of the community like illiterate persons, women, older persons, and persons with disability. Finally, it is also critical to make people aware about the broad range of issues that they can make complaints on, including gender and inclusion, community respect and dignity, technical standards and quality issues so that the complaints are not just focused on delays, inadequacy and non-provision.

3.1.4 Monitoring

To increase protection awareness and the sense of safety among people assisted, enhanced internal awareness and capacity on protection, gender-based violence, safeguarding and inclusion (PGI) for PRCS staff and volunteers engaged in the response was done to ensure the application of PGI lens in implementation. This included ensuring relief distributions are context and culturally appropriate. Application of PGI lens ensured the implementation of all response activities using the Dignity, Access, Participation and Safety (DAPS) framework. PRCS maintains strict standards on do no harm and control of abuse. No complaints were received related to such issues.

The response placed emphasis on encouraging continuous monitoring of the situation, the services being provided and the feedback from people assisted. A robust Monitoring and Evaluation (M&E) plan was developed for the process and monitoring results of the entire operation. This included assessment, surveys, sessions monitoring, post distribution monitoring, lessons learnt workshop, and final operation report. Sex, Age, Disability, Disaggregated Data (SADDD) was collected and analyzed to further understand the impact of the support and identify any additional needs and/or trend for a particular group. The survey findings correspond with those from Post-Distribution Monitoring conducted by the agencies themselves. The monitoring and reporting framework is in the process of being rolled out with tracking of Movement-wide indicators through PRCS. Furthermore, IFRC provided technical support to PRCS in planning and conducting post-distribution monitoring of relief distribution. The Planning, Monitoring, Evaluation, and Reporting (PMER) team also led the planning, training and data collection of

WASH baseline survey in eight districts targeted for WASH and public health interventions in Sindh which reflect some dissatisfaction with the selection and political influence.

Key informant interviews (KIIs) with district administration officials indicate that the IFRC funded flood response operation implemented by PRCS played a crucial role in addressing the most important needs of the flood affected communities. The main strength of PRCS project was its team of local volunteers which assisted in reaching out to the communities particularly the most vulnerable populations and there were no gaps identified in project implementation.

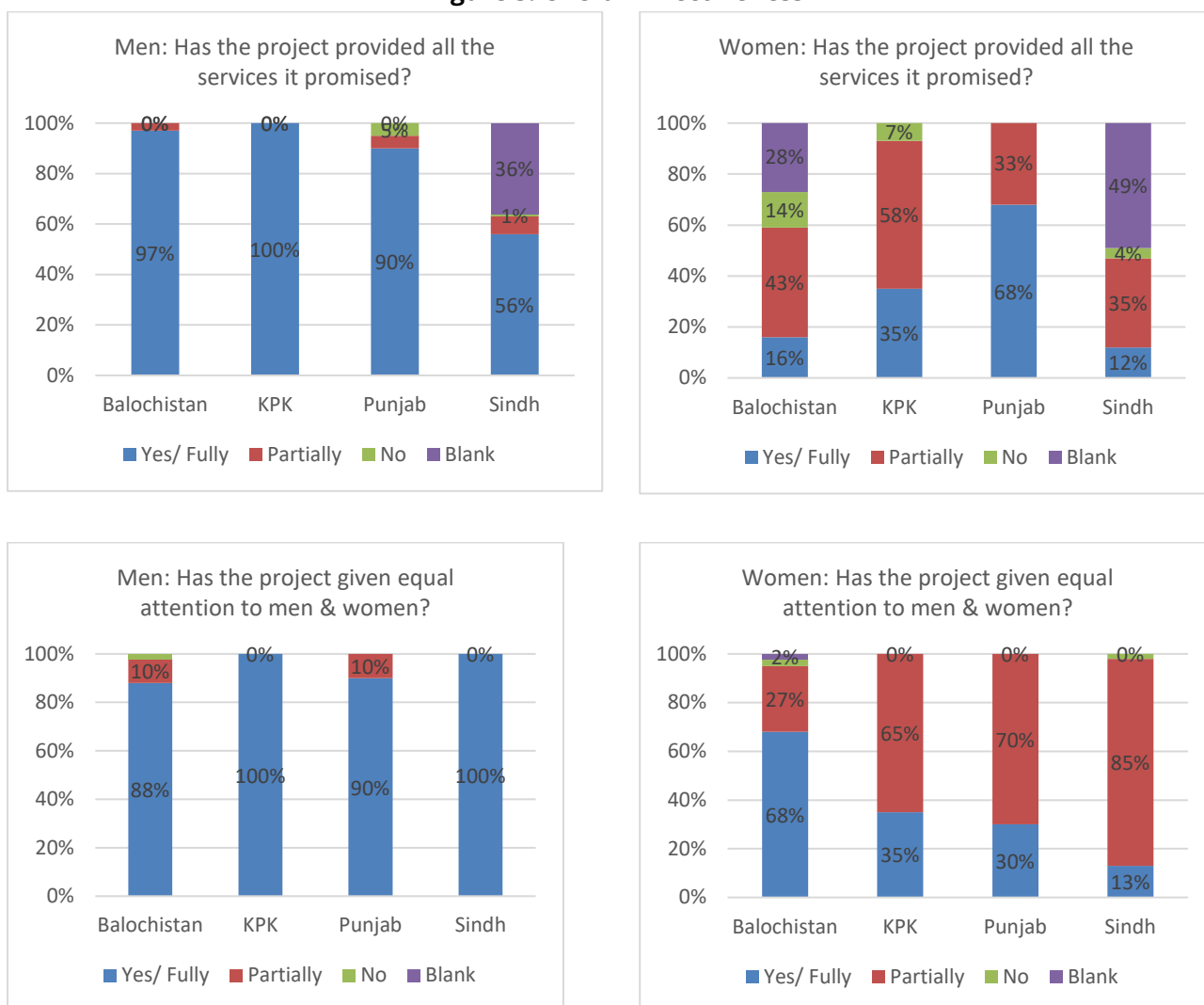
In summary, the overall response performance on relevance and appropriateness was very good. Some of the areas where there is scope to improve performance further are as follows: i) rank ordering selection criteria and focusing on those ones which are more objective; ii) increasing the consultation and participation of people, especially women, adolescent girls and children iii) keeping track of emerging needs and addressing them to the extent that funding is available; iv) strengthening CEA, especially for women, by using multiple methods, and training people on their optimal use.

3.2 EFFECTIVENESS

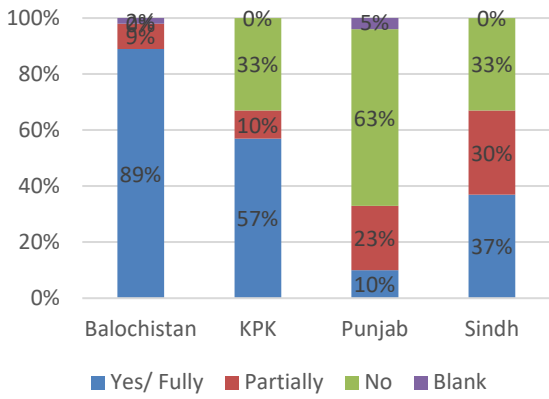
3.2.1 Sectoral Effectiveness

There was high satisfaction expressed by respondents in the household survey on the questions related to effectiveness, such as delivering services as promised and the balance between the needs of men and women (Figure 3). However, a majority of men and women in Punjab and women in KP felt that the needs of children were not met well, with the majority of both men and women in Punjab felt so about the needs of persons with disabilities. Satisfaction with sectoral services was very high in terms of their congruence with local cultural factors, adequacy and quality. The only exception was the adequacy of cash grants where a large minority of persons felt that they were not adequate (Figure 4).

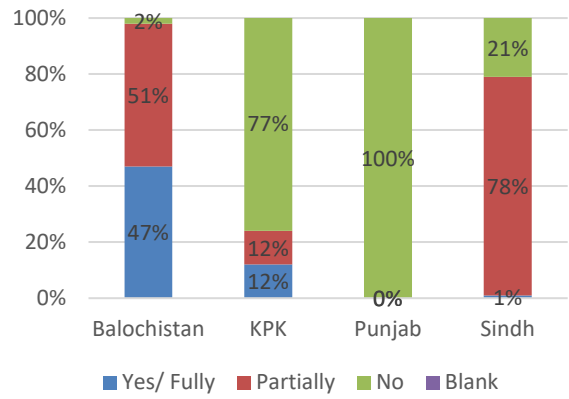
Figure 3: Overall Effectiveness



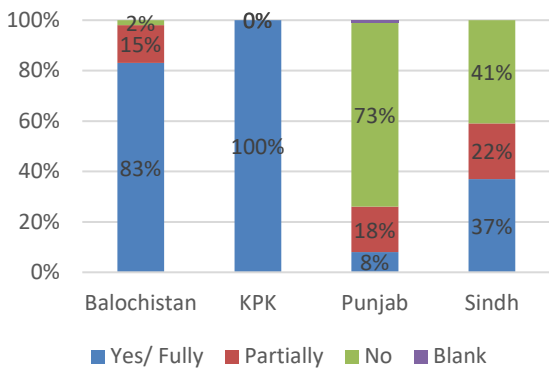
Men: Has the project met the needs of children well?



Women: Has the project met the needs of children well?



Men: Has the project met the needs of persons with disabilities well?



Women: Has the project met the needs of persons with disabilities well?

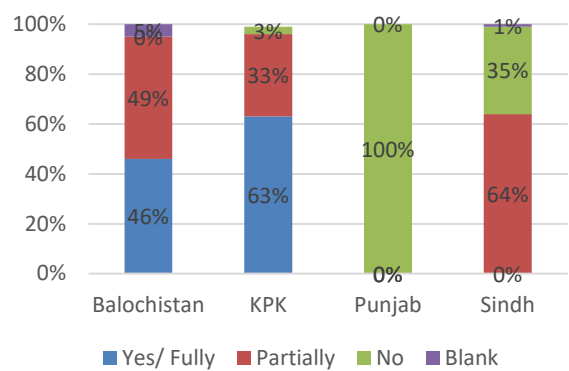
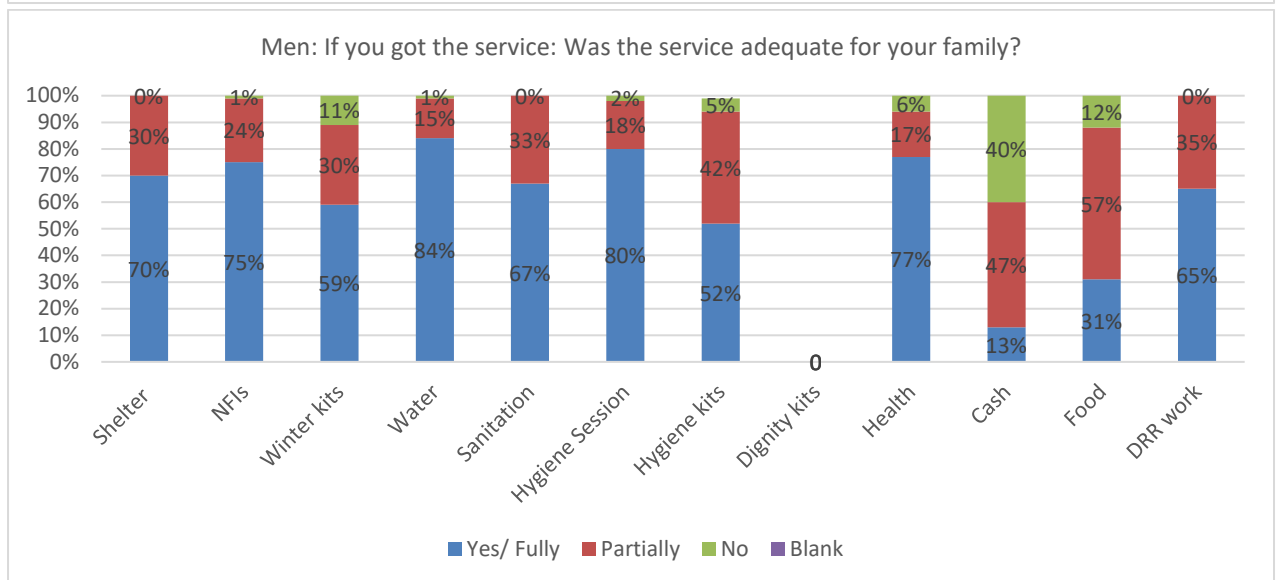
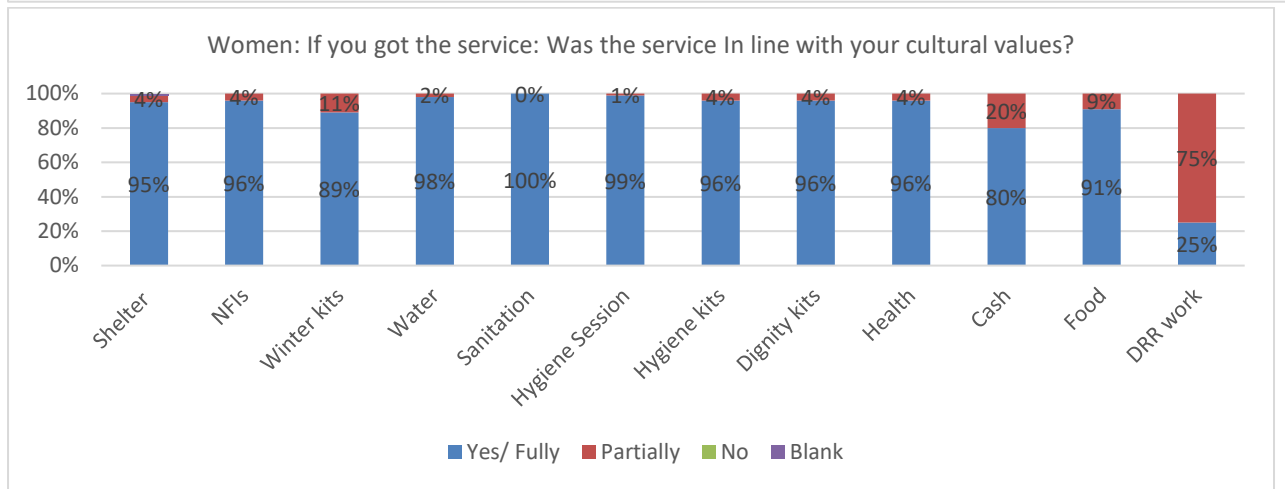
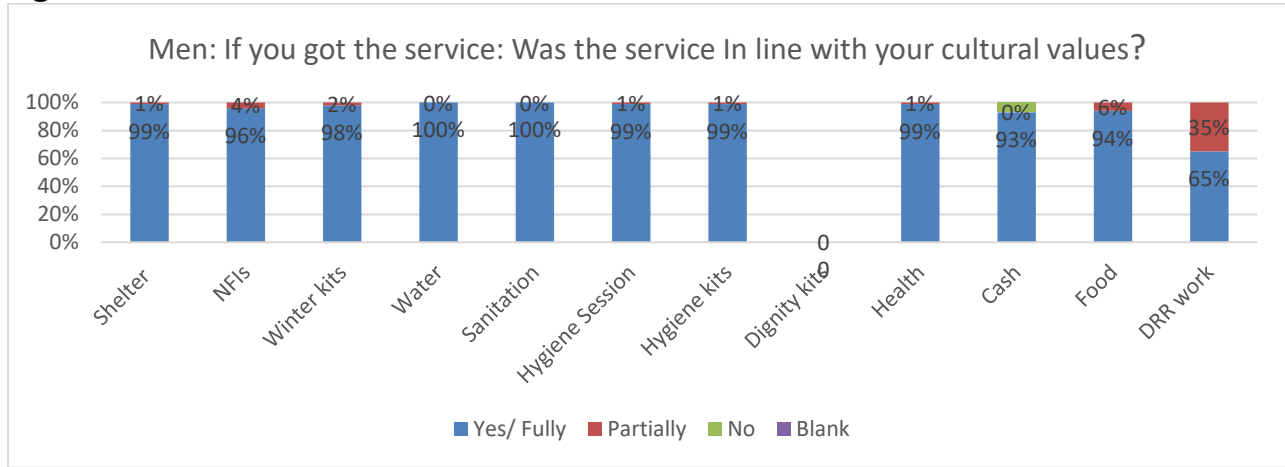
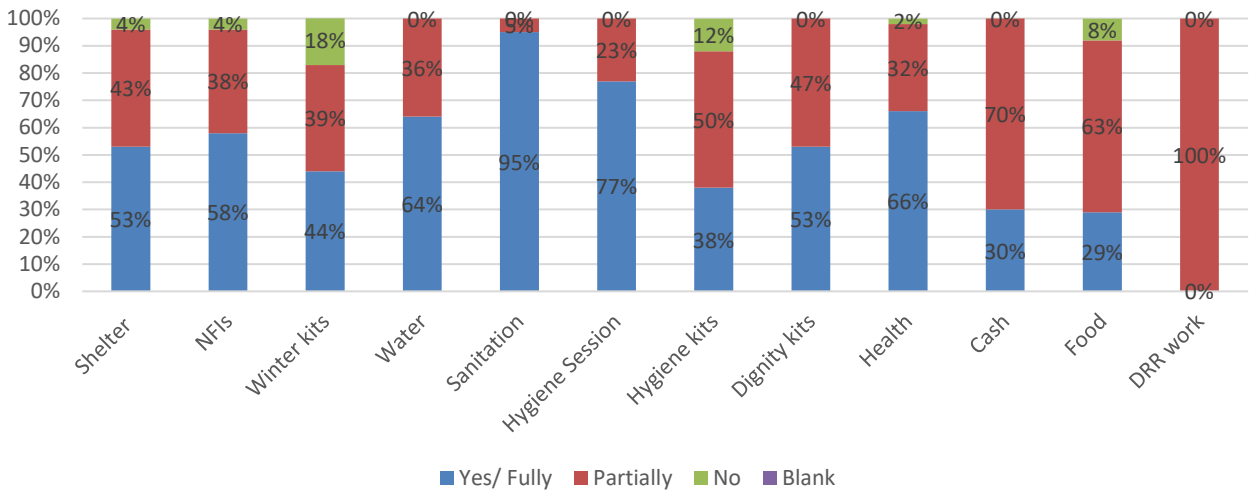


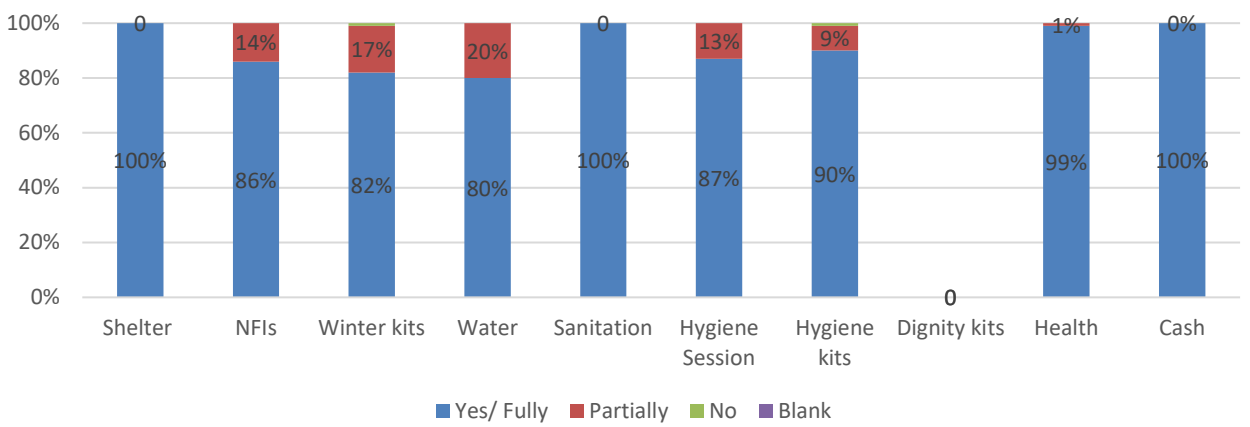
Figure 4: Sectoral Effectiveness



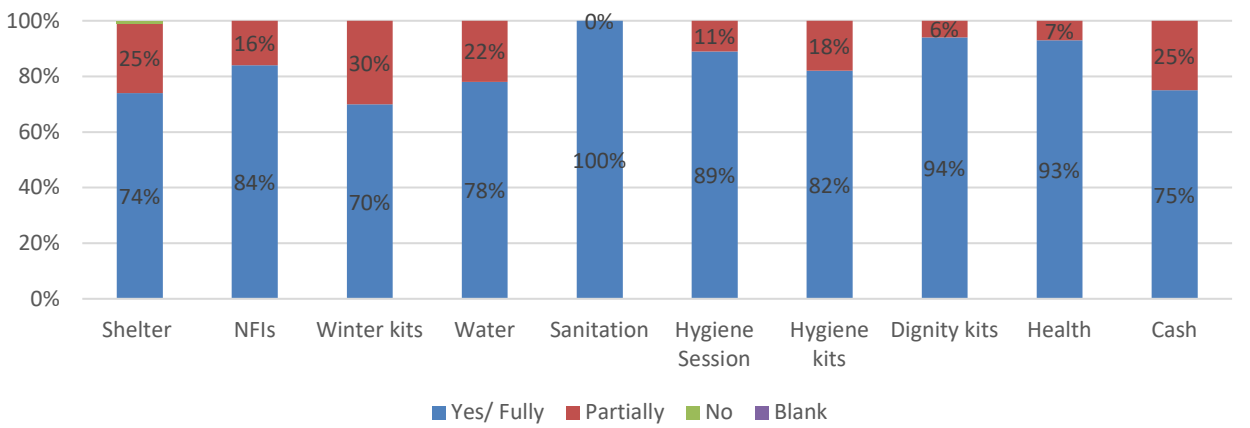
Women: If you got the service: Was the service adequate for your family?



Men: If you got the service: Was the service of good quality?



Women: If you got the service: Was the service of good quality?



3.2.2 Quality and Adequacy

FGDs with both male and female people assisted and volunteers reported that the assistance provided by PRCS was according to the local culture and norms and of good quality, PRCS provided all the items it promised at the time of beneficiary registration, and the communities were engaged in the implementation of the project to the extent of being consulted during needs assessment before implementation of project. Male and female FGD participants in KP and Punjab, who received food packs, reported that the quantity of food packs was sufficient but lasted for only a month while the hygiene kits provided in KP lasted for 3-4 months. The male respondents in Tank reported that the cash grant was not sufficient. All respondents and volunteers across KP and Punjab reported that the assistance did not include anything specific to address the needs of children and persons with disability (PWDs); however, it was equally useful for all members in a household, including men, women, children and PWDs. Male respondents in DIK and Tank informed that the households with PWDs and older people were provided two portions of the relief items. In Sindh and Balochistan, in general, communities were satisfied that the relief was provided to more deserving persons. The evaluation team observed that some families did not receive assistance in the targeted villages because they were not present at the time of assessment. The Kobo system was also helpful in improving the distribution mechanism by producing tokens on the app for the people assisted. Computerized National Identity Cards (CNICs) were used to distribute the material. In case of expired CNICs, an alternate CNIC of any member of the household was used. In general, male members received the relief though for women-headed households, it was given directly to women. Communities in Sindh were satisfied that the relief was provided to more deserving persons. The distribution mechanism in Balochistan was less robust. Local political influential persons in some places dominated the distribution process, and communities raised their concern that they were not directly provided with relief.

KIs with PRCS program staff indicate that the project achieved all its objectives and outcomes; ensured project quality through implementation of established rules, regulations and PRCS technical guidelines on response mechanism, training and capacity building of staff and volunteers, and quality assurance and control in procurement and distribution of assistance. It also ensured gender equity, but no specific capacity building activities were carried out with reference to the people assisted; pre and post distribution monitoring was carried out by the respective district administrations, and PRCS provincial and national offices. The key factors responsible for the project's success were consultations with communities, coordination with the district administrations, timely and equitable distribution of relief items, and continuous monitoring of the situation. The gaps included limited resources for a very large, affected population, lack of awareness and education on part of the people assisted, and dearth of data at the village level. Thus, providing for the needs of the most affected and vulnerable households equitably and without conflict was the main achievement of the units. Adequate support from other support units was ensured with the help of a WhatsApp group, which shared real-time needs and situations from the field. The major challenges mentioned by the staff included disrupted/damaged communications, inundated roads, addressing the scale of humanitarian

needs and damage with limited resources, collection of beneficiary data. KIIs with district administration officials and PRCS operations officials indicate that PRCS achieved its objective of fulfilling the most essential needs of the affected communities immediately after the floods and outcome of preventing the affected communities from disease and hunger. The project's approach and strategy effectively, equitably, and conveniently addressed the most essential needs of the most affected communities when they needed it most. KII with the district administration official in Charsadda indicated that the rice in the food packs was not of good quality. However, the PRCS team said that the items went through proper quality checks.

Thus, overall, the effectiveness of the program approaches and services provided were very good. A few gaps were as follows: i) not providing specific services for PWDs, children and other special need groups to the extent funding is available, ii) low quantum of services, especially for larger families; iii) the ability of influential people to interfere in service delivery, especially in Balochistan.

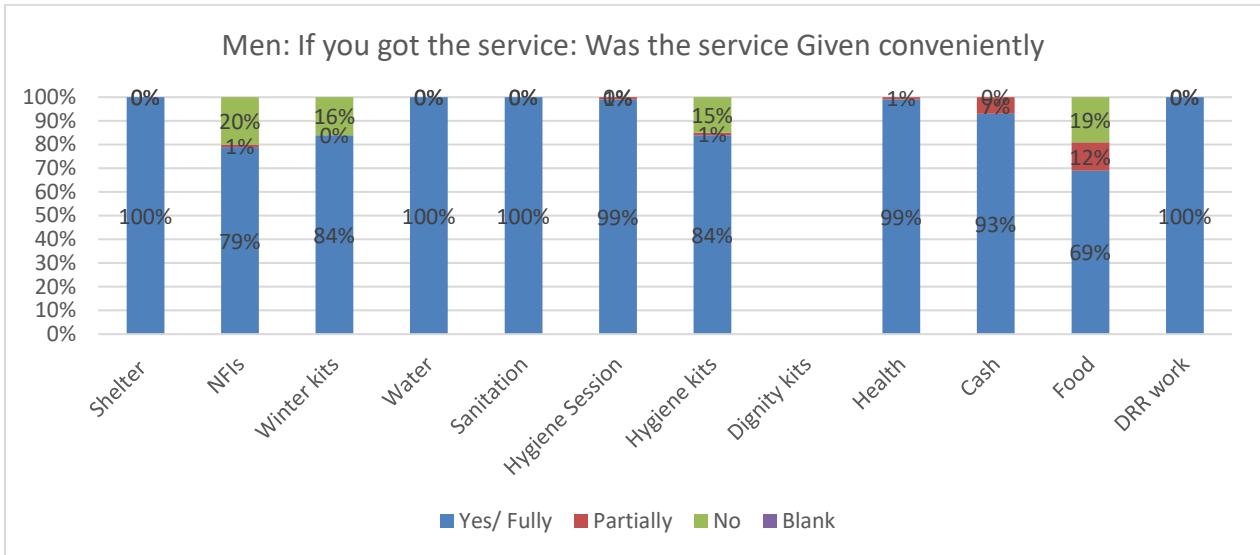
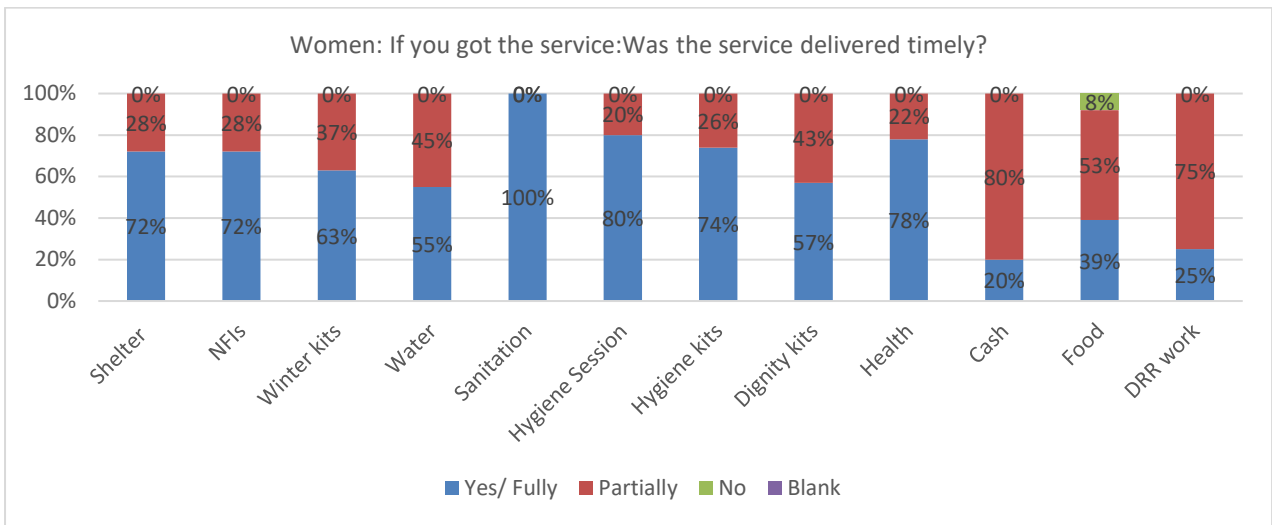
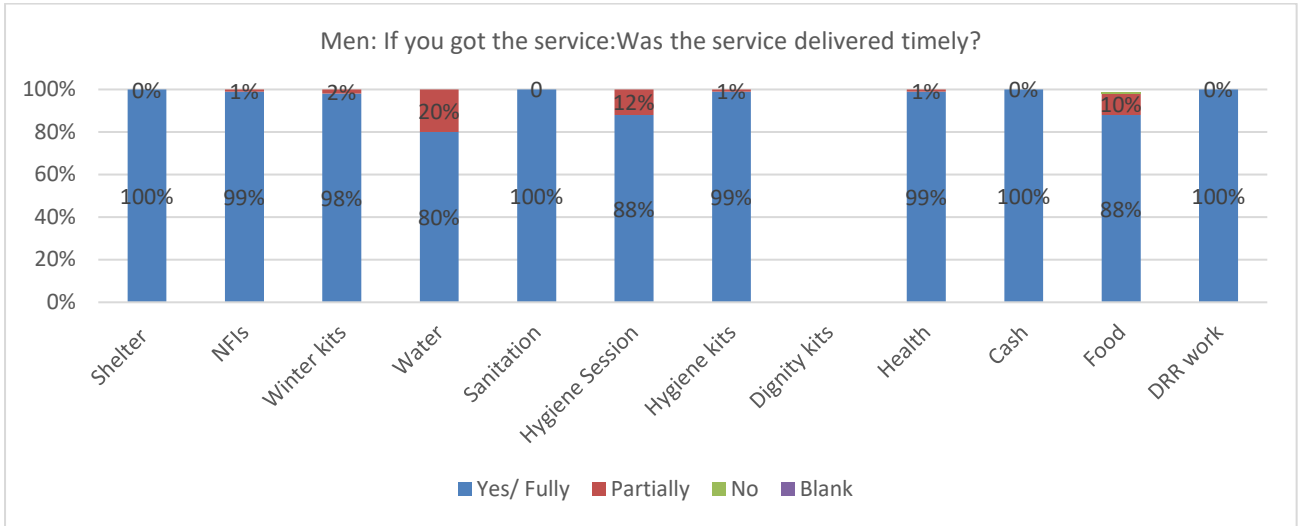
3.3 EFFICIENCY

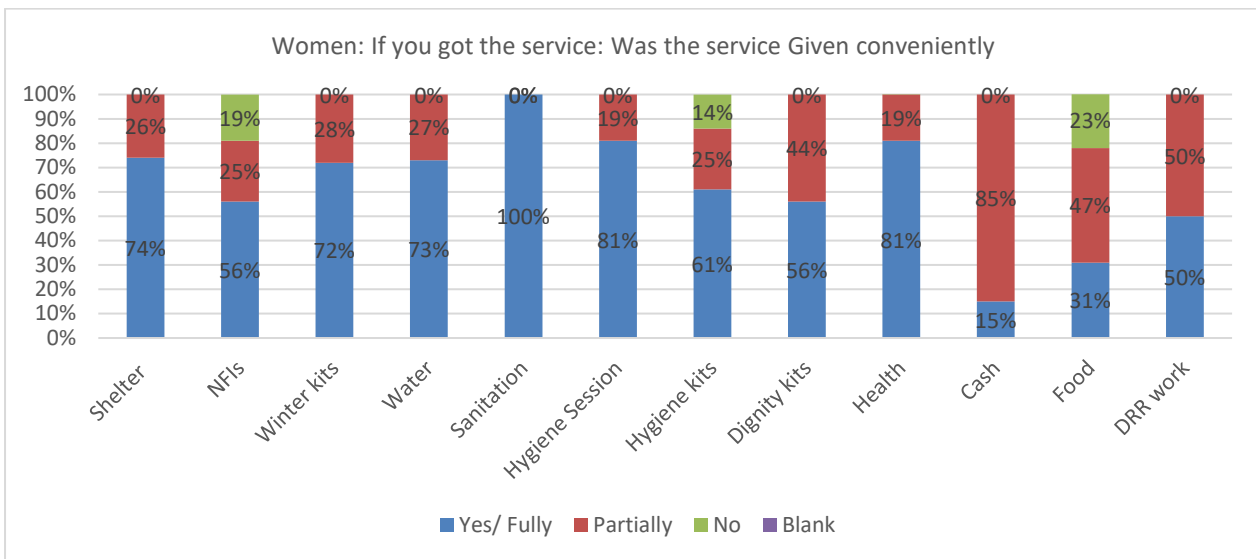
3.3.1 Timeliness and convenience

There was high satisfaction with the timeliness and efficiency of the delivery of services across all genders and provinces in the household survey, as shown in Figure 3. In KP, FGDs with both male and female people assisted and volunteers across the three districts reported that the assistance was provided right after the floods when it was most needed and conveniently enough as tokens were issued to the people assisted at the household level to collect the relief items from designated distribution centers; however, FGD participants in Charsadda reported that the distribution center was 5-6 kilometers away from the village and transporting the bulky and heavy shelters to their village was expensive and a challenge. In Punjab, FGDs with both male and female people assisted and volunteers across the two districts reported that the food packs were provided in April 2023, almost 8 months after the floods. The food was distributed from designated distribution centers, which were located 3-4 kilometers away from the affected villages and it was a challenge to carry the food packs, weighing about 50 kgs, back to the villages. Considering the impact that delay in delivering quick assistance within emergency setting has on affected population, people were kept informed of any possible delays.

Reaching out to the communities Sindh and Balochistan in the first two months on time was difficult due to continuous rain and stagnant water in the affected area. In the first month, PRCS provided food to the communities who were on the roads. The volunteers mobilized the existing resources available to them at the district level and worked in coordination with other organizations. They used boats, local transport and sometimes walked for miles to provide basic relief items to the communities according to Honorary Secretary in Dadu and Larkana district. The communities informed in most of the villages in Sindh and Balochistan that they were provided relief services within 1 -2 months of the disaster depending upon the accessibility situation of the communities as well as availability of relief goods. PRCS initially utilized their own stock available at district and provincial level but then they had to rely on the headquarters to generate funds and provide relief goods. PRCS did not start the program at once in all the districts and similarly all the districts were not provided the same relief package because they were uncertain about the quantity and type of relief goods they will receive, according to the district volunteers.

Figure 5: Project Efficiency





KIIs with district administration and PRCS operations staff indicated that PRCS provided the assistance on time and efficiently; however, in Punjab the PRCS operations official informed that the shelters were provided on time right after the flood, but the food packs were delivered about eight months after the flood during Ramadan in February 2023. PRCS' operational costs were minimal due to its teams of volunteers at the grassroots level. KIIs with PRCS program staff indicate that timely delivery was ensured through better planning and execution of activities through a proactive approach; emphasis on the needs and timelines to be followed by the staff, volunteers, and vendors; use of work breakdown structures in project management; routine monitoring and reporting of activities; collaborative decision-making involving all stakeholders; and efficient project management, resource allocation, and flexibility to deal with obstacles. Since documents about the monthly flow of funds and supplies were not available, a more definitive analysis of timeliness was not possible. However, overall, people assisted were happy with the efficient delivery of services. A few small points with room for improvement include: i) delivering services closer to the villages, especially for women, older persons and PWDs.; ii) checking on the delays in delivery of food aid in Punjab.



A volunteer of Pakistan Red Crescent Society supporting relief distribution in the flood-affected areas. (Photo: PRCS)

3.4 OPERATIONAL SYSTEMS

This high degree of efficiency was achieved through the presence of strong operational support by all the Operations Units of the federation at the global, regional, national and provincial levels: Generally, there was high satisfaction among all stakeholders with the IFRC support units like Logistics. KIIs with PRCS operations staff indicate that the PRCS field operations units were responsible for coordination with the district administrations, identification and registration of people assisted, and distribution of assistance. KIIs with PRCS program officials in KP indicates that in terms of delivery of support systems: decision making management structures of PRCS, IFRC and participating national societies were up to the mark. Rapid response and ERUs were effective and efficient. Local recruitment was mostly limited to volunteers whose welfare is limited due to their inadequate per diems. Resource mobilization was conducted through different PRCS and IFRC financial tools for flood response, such as Disaster Response Emergency Funds (DREF). Supply chain/logistics was efficient through PRCS Movement Preparedness Mechanism. Effective information and communications system was ensured due to the intact communication and information systems at all levels; and effective administration, IT, security and finance was ensured through the intact transparent system at the district, provincial and national levels. However, there were some issues identified with the PRCS systems:

3.4.1 Logistics and supply chain

Logistics activities effectively managed the supply chain, including procurement, fleet, storage and transport to distribution sites in accordance with the operation's requirements, aligning to IFRC's logistics standards, processes and procedures. PRCS had household item stocks in three national and branch warehouses situated at strategic locations around the country. Hygiene kits and Jerry cans were distributed to the affected population from the existing stock. The stock was further replenished locally under the DREF. IFRC Pakistan Procurement department provided technical support to PRCS and the DREF Operation with the required procurements in line with IFRC standard procedures and in close coordination with IFRC Global Humanitarian Services and Supply Chain Management, Asia Pacific (GHS&SCM-AP). The key achievements were as follows:

1. Support local and international procurement for the operation, including the launch of a mobilization table seeking in-kind donations and support for the most needed items and logistics solutions.
2. Train logistics NDRT to build the PRCS logistics team's capacity across the country with technical support from the IFRC regional office.
3. Upgrade the PRCS warehouse in Haripur, including warehouse space optimization, renewal of current and end-of-lifetime warehouse tents (mobile storage units), and refurbishment of the warehouse back-up solar electricity system and backup generator.
4. Installation of a fire alarm and security system at all PRCS warehouses (safety & security).
5. Renew and upgrade the end-of-lifetime IT equipment of the PRCS logistics team.
6. Review and revise the SOPs for PRCS procurement and procurement manuals.

7. Assess, plan, and implement the full digitalization of PRCS' logistics systems including supply chain management, warehousing, transport, fleet, and procurement.
8. Establish provincial level 'Security/Control Rooms' as a pilot project in KP and Balochistan.
9. Conduct an area-specific security risk assessment for any operational area where any IFRC personnel will be deployed; risk mitigation measures are to be identified and implemented.

PRCS had before the floods signed a Memorandum of Understanding (MoU) with leading financial services providers (FSPs), including telecom companies and Government Post Office (GPO). Several vendors are available in the districts and affected areas, including Banks, Post offices and Telecom companies. PRCS has also signed MoUs with leading financial institution which includes Telenor, Jazz Cash, and GPO. All FSPs have tested pilot projects and deemed very efficient and cost-effective. In targeted districts, vendor retailers and franchises are available within the affected zone as well as at district and tehsil levels. If the retailers are informed in advance, collectively they have the capacity and willingness to provide cash to affected families within the agreed timelines and procedure with no liquidity issues at the very grass root level as interviewed during field visits. Moreover, vendors have their outlets/franchises at the very grass root level and are capable of service delivery to the community with easier access.

PRCS Logistics unit challenges included absence of a framework agreement with transporters, which delayed delivery of relief items, and non-existent real-time reporting system. IFRC challenges included dealing with lack of capacity of PRCS staff in fulfilling the required IFRC procurement rules and regulations, which delayed procurement. IFRC lacks the mandate to procure relief items itself, which delays procurement, as PRCS procurement procedures have gaps (e.g., being 20 years old and being largely manual) which cause delays during the approval process. Delays were reported by several IFRC and Partner National Society (PNS) staff as well as some field PRCS staff with the PRCS logistics systems as follows:

- i) Late dispatch of goods from PRCS warehouses which delayed the delivery of goods to people assisted.
- ii) Delays in procurement of critical goods and supplies for the field distributions.

The review team did not have access to the logistics documents to be able to give definitive opinion on these matters. However, since the complaints were from several staff at different levels, it would be advisable for IFRC and PRCS to undertake a joint internal review of these issues.

3.4.2 Communications and Information Management

IFRC supported the PRCS communications team to communicate with external audiences with a focus on the floods and the Red Cross humanitarian action assisting people affected by the disaster. The communications helped generate visibility and support for humanitarian needs and the Red Cross and Red Crescent response. Close collaboration was maintained among the Asia Pacific IFRC regional communications unit, IFRC Country Delegation and the National

Society to ensure a coherent and coordinated communications approach. Written and audio-visual content were produced, along with relevant social media and digital products, as appropriate. The key activities and achievements were as

- There were over thousands of media and social media hits, including top mentions in Al Jazeera, CNN International, Sky News, Bloomberg, Fox Weather, TRT World, AFP, CNA and more.
- Twitter spaces were held with experts from the ground with 615 listeners.
- Several live media interviews with IFRC's Head of Delegation in Pakistan as well as Jenelle Eli, IFRC spokesperson were arranged.
- On Twitter, messages highlighting the IFRC, and the PRCS were seen over 40,000 times.
- The Pakistan floods press release published on IFRC website: ifrc.org on Saturday 27 August had almost 10,000 hits in the space of four days.
- Second Press Release on the Emergency Appeal was released on 1 September 2022.
- Key messages and photo collection collated and disseminated via Newswire.
- Provided support to the PRCS on media relations and content gathering.
- Supported and amplified communications efforts of the PRCS globally through the production and distribution of high-quality and dynamic resources, content for social media and hard-hitting media, and advocacy messages.
- Used the IFRC's global and regional platforms to promote the emergency appeal.
- Ensured coordinated communications between Movement components at all levels, to speak and act with one unified voice to build trust, uphold reputations, and position National Societies as leading actors.

IFRC does not have a dedicated communications person currently (after the first three months) and this function is conducted by PRCS. The PRCS Media and Communications department had eight staff, but three positions at the field level were slashed due to lack of funds. Moreover, during the 2022 flood response, PRCS Media and Communications staff were temporarily relocated and deployed to support field operations for beneficiary identification, registration and distribution activities in Sindh, Balochistan and KP (without being trained in response operations and dealing with unruly crowds without security during food distributions in Balochistan), which hampered their core work.

IFRC IM (including SIMS – Surge Information Management Support) provided support to PRCS, sectoral teams and partners, with respect to data collection, data management and data visualization. This included working with CEA to roll out an enhanced community feedback process. IM and SIMS also developed forms and dashboards for PMER and assessment including WASH baseline survey, post-distribution monitoring, indicator tracking and others. In addition, support has been provided to PRCS IT regarding collaboration tools and licenses. IM continues to provide ongoing support to the relief team in the absence of a Relief ERU IM on the second/third rotation (who were unable to deploy due to visa constraints). In-person IM support to Relief ERU and PRCS Sindh for distributions was followed by handing over the day-to-day duties to the newly recruited PRCS Sindh PMER Officer. Ongoing remote support is being provided for

relief distribution, particularly for exit survey progression and monitoring, to improve program quality and accountability. Over 12 weekly Federation-wide Situation Reports were published since the beginning of the flood response to demonstrate the collective impact of Red Cross Red Crescent members with in-country presence.

3.4.3 Staff issues: Human Resources, Security and Administration

The key roles played by the Human Resources units included:

1. Coordinate rapid response personnel for the operation.
2. Provide the PRCS with HR support through recruitment assistance in line with the overall Federation Global HR approach inclusive of the secondment of staff.
3. Provide consistent HR inputs in supporting the operation on HR-related issues to ensure that managers are compliant with Federation policies, processes, and procedures.

To expand capacity, IFRC undertook local recruitment and also had international deployments. For local recruitment, a good practice adopted by the IFRC HR department was to rehire ex-IFRC staff who could join quickly and were familiar with the complex IFRC procedures. Additionally, the following global deployments took place:

Individual staff deployments	33
Program -18	
Support-15	
ERU team deployments	6
Short technical support/monitoring staff visits	9

There was initial indecision about global deployments at PRCS due to leadership changes and slow decision-making. Since IFRC is not officially registered with the government, it is reliant on PRCS on invitation letters for visa, which were often delayed. Subsequently, there were delays in issuance of visas by the government in several cases. Due to visa and travel permit constraints, some deployed were unable to visit the field areas quickly but provided support in provincial offices. The key benefits reported by PRCS branch staff from the deployments were as follows:

- Application of high global technical standards in program design and implementation
- Beefing up of the management capacity of local teams
- Transfer of knowledge from deployed staff to local PRCS staff
- Rapid and efficient service delivery.

The gaps reported with deployments were as follows:

- Deployed staff often did not brief or debrief with the IFRC HR department and went straight to the field, which meant that they often did not know local rules and norms and did not allow a reflection with HR on their experiences.

- There were no deployment reports given to the review team for any of the deployments. Collecting and analyzing the contents of such reports can provide critical insights into areas of improvement and lessons learnt that can help improve both the quality of programming and deployments.
- A small number of deployments were seen to be in areas where sufficient local capacity existed, suggesting the need for a closer review before deploying staff. Such a review should be part of the updating of a Federation-wide emergency preparedness every year.

Both PRCS and IFRC security teams ably supported the development and implementation of the DREF and appeal operation. PRCS and IFRC ensured that all staff and volunteers are briefed on the security situation as well as safety and emergency procedures within the current context of the disaster, prior to departure to the affected areas. The IFRC does not have a presence in the target district, however, the PRCS maintains its presence through its provincial branches. National Society emergency teams have and can be deployed on very short notice while maintaining close coordination with district authorities. PRCS maintained continuous communication with all stakeholders in the area to ensure the security of all Red Cross Red Crescent staff and volunteers. All Red Cross Red Crescent staff and volunteers were encouraged, to complete the IFRC Stay Safe e-learning courses, i.e., Stay Safe Personal Security, Stay Safe Security Management and Stay Safe Volunteer Security online training. The National Society's security framework was applicable throughout the duration of the operation to their staff and volunteers. For personnel under IFRC security's responsibility, including surge support, the existing IFRC country security plan, including security regulations, contingency plans for medical emergencies, relocation and critical incident management were applicable. Any field missions undertaken by IFRC personnel followed the current IFRC travel approval process, current health advisories and business continuity planning (BCP) guidance regarding COVID-19. There were strong rules and regulations on staff welfare and safety to avoid staff burnout, including time outs, duty of care policies, availability of psychosocial support etc. No major security or staff welfare incident was reported.

3.4.4 Resource mobilization: arranging financial resources quickly

The IFRC funding target of 40 million Swiss francs in this appeal is currently **46 per cent covered** as of 7 April 2023, comprising hard pledges and in-kind contributions. The Federation-wide funding target of CHF 55 million (multilateral and bilateral contributions) is 41 per cent covered. The funding came through various PNSs appeals, bilateral donors and private entities. Staff consider this a good achievement considering the competition from Ukraine and Turkey crises. However, some staff felt that this amount could have been increased with greater resource mobilization capacity in IFRC in Pakistan and regionally for getting funding from major donors. Staff directly involved in resource mobilization were not available for KIIs to allow a more in-depth analysis of resource mobilization issues.

3.4.5 Finance

The key activities by Finance were as follows:

1. Financial management support for the operation, including timely financial reporting.
2. Support for finance development systems for provincial and district branches
3. Provide support for financial policies and develop modules on financial management in emergencies (consultant and APRO support).
4. Provide HR support to strengthen finance departments at national, provincial and district levels.
5. Orientation of all staff and volunteers to engage in response to fraud and corruption through available reporting channels.

There were no complaints about IFRC Finance unit. However, delays were reported by both IFRC and PRCS staff in issuance of payments by PRCS finance unit to vendors and even volunteers, who sometimes remained unpaid for weeks and months. Another major issue with PRCS Financial policies is the very low rates of per diems for volunteers, especially given the very high national inflation in recent years. Thus, there is an urgent need to increase volunteer per diems, as volunteers are the backbone of the movement and work in very difficult conditions.

3.4.6 National Society Strengthening

IFRC had developed a strategic framework in 2020 for strengthening PRCS capacity and is currently in the process of developing a strategic plan based on the global IFRC tools for capacity assessments. However, these documents were not available to the review team.

The IFRC Pakistan Country Delegation and the IFRC Asia-Pacific Regional Delegation provided technical support to the PRCS for this flood response. The response aimed to invest in and support the strengthening of the National Society systems and structure at all levels. IFRC, being an international organization, has well established operational systems. Pakistan Red Crescent Society being a partner of IFRC benefited from these systems. IFRC has scaled up its capacity and that of PRCS with technical and coordination profiles through the rapid response system locally and globally and is supporting the PRCS in coordinating a Federation-wide response together with in-country Participating National Societies (PNSs) – the German Red Cross, Norwegian Red Cross and Turkish Red Crescent. IFRC Secretariat and the in-country partner societies are working in a Federation-wide approach, whereby the best-positioned member, with proximity to affected communities and PRCS branches, will lead the implementation support to PRCS in that geographical area. IFRC provides leadership in standardization and consistency in services. Some other partner national societies are also directly supporting the PRCS's response multilaterally and bilaterally outside of the IFRC Secretariat emergency appeal.

The IFRC scaled up its capacity and that of the PRCS through the IFRC rapid response system locally and globally as well as with several technical Emergency Response Units (ERUs) to ensure quality humanitarian programming while allowing humanitarian assistance at scale. According to concerned staff from both IFRC and PRCS, IFRC support helped bridge gaps related to financial management, logistics, HR Management, ICT, Planning, Monitoring, Evaluation and Reporting

(PMER) and volunteer management systems and capacity enhancements within all sectoral interventions. Yet, the review team observed in some places that there was lack of paid management, social sector specialists and female staff to provide technical support. The provincial staff in Sindh informed that Emergency Response Unit (ERU) was formed at provincial level in which expatriate staff guided the local staff particularly in revising the SOPs. One of the major contributions was shifting paper-based need assessment to digital system which enhanced accuracy and efficiency. Technical support was provided to PRCS in developing a “PRCS Floods Response Plan,” in coordination with the partner national societies and ICRC.

Despite this on-gong support, the fact that PRCS is an auxiliary of the government exposes it to the political instability prevalent in Pakistan. Some of the key issues noticed by the review team in national society capacity and functioning were as follows:

- There are frequent changes in the top positions of PRCS with changes in the government and persons without background in disaster management or leadership and management were often appointed based on political considerations in the past. This lack of experience in disaster management and movement ethos and ways of working affected their ability to provide leadership during emergencies.
- The Chairperson changed in September 2022 and the transition to a new one slowed down decision-making in PRCS during the initial months of the 2022 floods disaster but was expedited once the new Chairperson was in place.
- Due to inaction by senior leadership, senior positions within the PRCS management have remained vacant. Thus, the Secretary General position, the key post in the PRCS management structure, has been vacant for 3 years and is being filled on an acting basis. This management and leadership flux resulted in slow decision-making and poor communication and top-down decision-making vis-à-vis the branches, which have much more managerial stability.
- More than 40 regular and funded positions in PRCS were lying vacant which hampered the functioning of the society in all areas until most were filled in December 2022 and January 2023. During the flood response, PRCS assigned flood duty to existing program staff instead of recruiting new ones in many cases. This affected the working of both regular and emergency response.
- The emergency preparedness plan of the PRCS has not been revised in several years which affects rapid response.
- Communication and collaboration across PRCS head office and branches is weak and top-down in many cases.
- PRCS support units like Finance, HR, logistics and administration are slow in fulfilling their duties such as procurement, disbursements and recruitments.
- There is no dedicated CEA and PGI capacity within PRCS.
- Another problem is that while funding flow to PRCS during emergencies are high leading to an expansion of capacities, much of it shrinks as the funding flow reduced after the crisis

is over, forcing it to lay-off many senior positions. Thus, a sustainable funding model is needed to allow it to retain its core capacities.

In addition, emergency preparedness seems insufficient. The team received a PRCS monsoon contingency plan for 2022 which contains many strong measures but also has some gaps. The plan is only about monsoon floods. It is unclear whether similar plans exist for the other major hazards that Pakistan faces, like earthquakes, drought, snowfalls, cyclones and tsunamis. The plan is only for PRCS. Since the federation plays a critical role during larger emergencies, a federation-wide plan may be more appropriate which details out the role of other federation partners during larger emergencies. Many critical components of a strong contingency plan are missing such as:

- Hazards analysis: Identify main hazards for each region, the normal period of their occurrence, local sources of early warning information for each and plan for connecting with them.
- Scenario and response planning: developing three scenarios for each hazard-low, medium and high, and developing resources plans for each level.
- Identifying the role of other federation members at higher levels of responses.
- Vulnerability analysis: Identify community vulnerabilities and needs under each hazard in each region under three scenarios (minimum, medium and maximum level of hazard) based on region and partner staff knowledge.
- Response planning:
 - a. Identify range of response activities for the initial relief phase based on vulnerabilities and needs, Federation global priorities, IFRC/partner capacities and capacities of other agencies operational for each hazard in each region.
 - b. Incorporate technical standards (based on international conventions, govt policies and Federation's own standards) for each sector and activity.
 - c. Develop budgets for three levels of intensity (minimum, medium and maximum) for each hazard for each region.
- Human resource/roles planning: Identify the roles and responsibilities of each current staff during an emergency and the disasters (hazard x intensity level) in which region will need extra staff, their type, length of requirement and their job duties and reporting lines; need for global deployments.
- Funding plan for each level
- Logistical planning: Identify the
 - a) disasters (hazard x intensity level) in which region will need extra logistical capacity,
 - b) local suppliers for each good and services identified in 'Resource Planning'.
 - c) goods/services that need to be purchased through global units.
- Coordination with other agencies/policy work: Identify existing coordination mechanisms at region level, strategy for enhancing Federation engagement (including who attends) and policy focus, especially on education and child protection issues before and during emergency and joint contingency planning
- Communication and information strategy:

In summary, IFRC operations systems worked well but there were major gaps on operations and management systems within PRCS. Thus, it is important for IFRC and PRCS to work collaboratively in the coming months to fill these gaps as part of the on-going national society capacity-building strategic plan development so that the movement emphasis on localization is met.

3.5 COORDINATION

What have been the good practices, challenges and lessons learned in coordination, communication and collaboration for the response operation from initial assessment, and planning to service delivery:

(i) Within the National Society

(ii) Within IFRC Secretariat, including country, region and Geneva

(iii) Within the Movement, among the host National Society, participating National Societies, ICRC and IFRC

(iv) Between the Movement and external stakeholders including the government, military and other humanitarian actors

3.5.1 Internal coordination

Within the National Society: According to the provincial PRCS staff, the coordination among national and provincial offices was mixed during the disaster. Provincial offices were responsible for implementation of the program and a committee operating at the HQ level which met on daily basis and kept close coordination with the provincial offices. The staff at provincial office also had close coordination with volunteers at the district level in the field. However, there were complaints from some branches that NHQ did not keep them up to date about latest developments and took decisions without sufficient consultation with branches.

Within IFRC Secretariat, including country, region and Geneva: IFRC is coordinating a Federation-wide response together with in-country Participating National Societies – the German Red Cross (GRC), Norwegian Red Cross (NRC) and Turkish Red Crescent (TRCS), alongside ICRC and other Movement partners who are also directly supporting efforts by the PRCS. The IFRC Regional Task Force was put in place to coordinate actions and support between the Regional Office and the Country Delegation. The IFRC global Joint Task Force was activated. Daily meetings were organized at the regional level to coordinate the support services and requirements from the Country Delegation. In general, country staff reported a high degree of satisfaction with the global and regional support on fund-raising, supplies and human resources issues. A key gap highlighted by some regional and country staff was the absence of an updated regional contingency emergency preparedness and response plan because of which the procedures and processes for scale-up are often not clear. The plan is currently in the process of being updated.

Daily dialogues took place at the national level between the Country Delegation and PRCS to coordinate the support to affected families. All interviewed staff expressed satisfaction with such coordination meetings at the global and national levels and their ability to resolve issues and enhance effectiveness.

Within the Movement, among the host National Society, participating National Societies, ICRC and IFRC: A membership coordination mechanism has been drafted to ensure a more efficient and coordinated response, avoid duplication, and to strengthen membership coordination that reinforces the role of the PRCS. IFRC produces Federation-wide Situation Reports, demonstrating the collective support of the IFRC membership towards providing humanitarian assistance to the affected population. Regular Movement coordination meetings are supposed to be held on an ongoing basis as per the existing Movement Cooperation Agreement, ensuring a coordinated Movement approach to support the PRCS in preparedness, readiness and response efforts in the flood affected areas. This includes 3 levels. Level 1 meetings are to be held between the heads of IFRC, ICRC and Secretary- General of PRCS. However, these meetings have not been held for several years. Level 2 meetings involve all of the above plus the heads of in-country partner societies, which have also not been held for 2-3 years. Level 3 meetings involve separate sectoral meetings among the members of PRCS and IFRC which happen with some regularity. In the absence of regular L1 and L2 meetings, IFRC initiated an informal coordination mechanism where IFRC, in country PNSs and 2-3 other offshore PNSs joining online held regular weekly meetings to sort out all programmatic issues. However, PNSs also emphasized the need for reactivating L1 and L2 meetings to improve coordination further in line with movement goals of reducing wastage within movement members and enhancing synergy, joint work and information sharing.

3.5.2 External coordination: Between the Movement and external stakeholders including the government, military and other humanitarian actors

The national flood response is led by the government of Pakistan. The IFRC and PRCS are working at different levels with the national, provincial district authorities, UN-led Humanitarian Country Team (HCT), UN agencies, and other stakeholders, to closely coordinate their efforts and avoid duplication. At the national level, PRCS is coordinating with (National Disaster Management Authority (NDMA) as part of the MoU between PRCS and NDMA signed for joint cooperation and collaboration during emergencies. The IFRC is participating in sector coordination meetings ensuring complementarity with the planned response by the UN and other humanitarian actors. For example, IFRC and IOM are working together to support shelter coordination in the country which is helping develop prototypes for shelter assistance in the recovery phase.

KIIs with PRCS staff indicate that effective coordination was ensured with all stakeholders at all levels, including district administrations, disaster management agencies and law enforcement agencies. In all affected provinces, the PRCS teams are coordinating with provincial authorities. At the district level, the PRCS teams conducted meetings with authorities individually. At the

district level, there was also a coordination committee in which all international and national Non-Governmental Organizations (NGOs) working on relief services participated. As per existing rules at the district level, all national and international organizations provide prior information to district office about their activities and most of the time selection of the areas is being done with the consensus of district office. KIIs with district administration officials in KP show that PRCS coordinated well with the respective district administrations and other aid agencies. However, in Sindh and Balochistan, government officials raised the concern that PRCS staff did not provide them with any progress report or beneficiary lists. (Government officials in Punjab were not available for interviews despite efforts by PRCS and the review team). In summary, coordination worked well at the global, regional and national levels except for the absence of L1 and L2 meetings, PRCS NQ and branch issues and with district officials in Sindh and Balochistan.

3.6 IMPACT AND SUSTAINABILITY: OUTSTANDING NEEDS

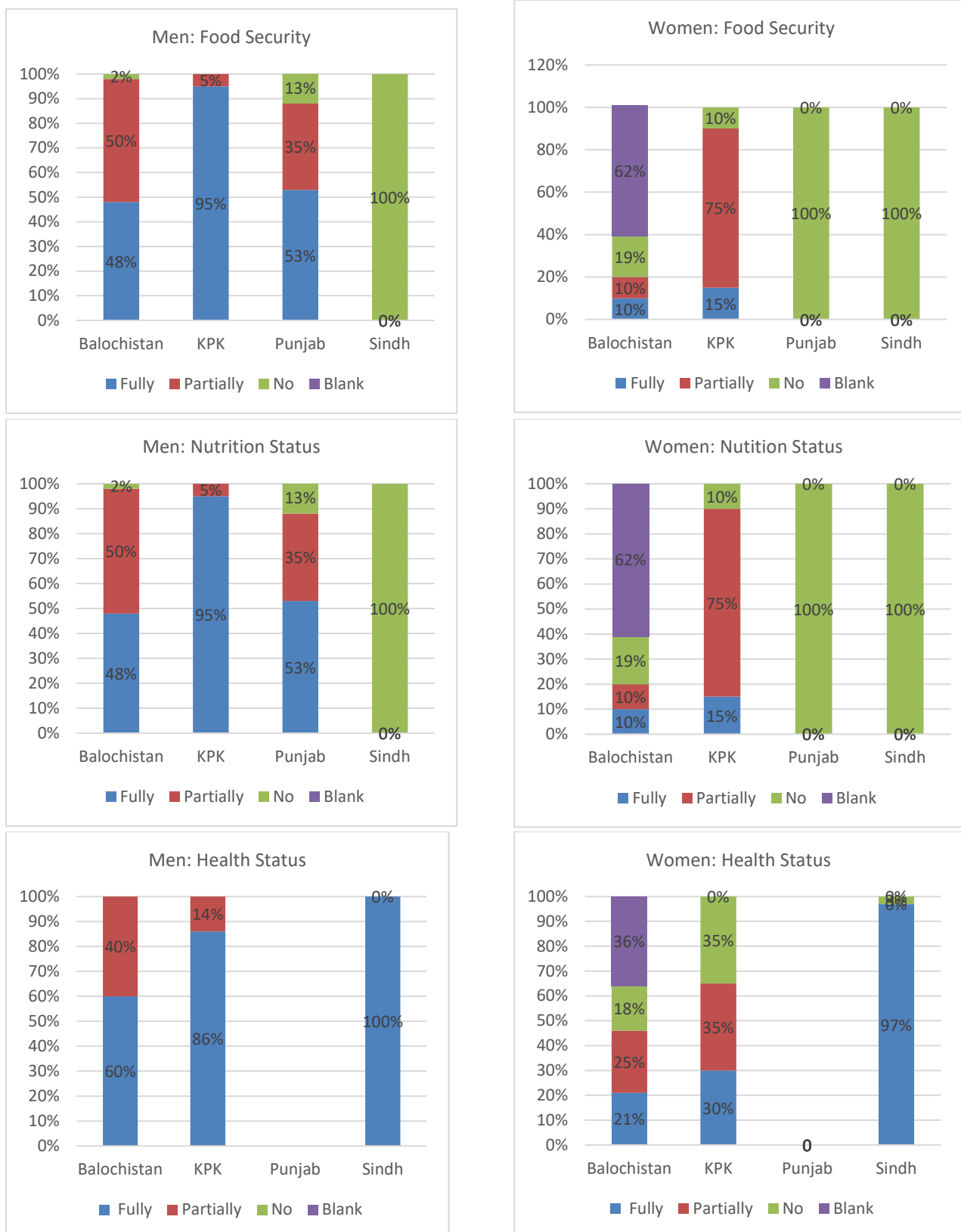
Impact and sustainability are usually not reviewed in early evaluations of major responses given the huge needs and limited aid. Thus, impact or its sustainability were not part of this review TORs either. However, a basic review was requested by IFRC to review the extent to which the federation response helped the people in meeting their needs and analyze the main needs that still remain unmet. Figure 6 reflects huge unmet needs in the areas of food security, nutrition, safety and security, economic status and linkages with other agencies, especially among women in Balochistan and Sindh which were the two most severely affected regions⁷.

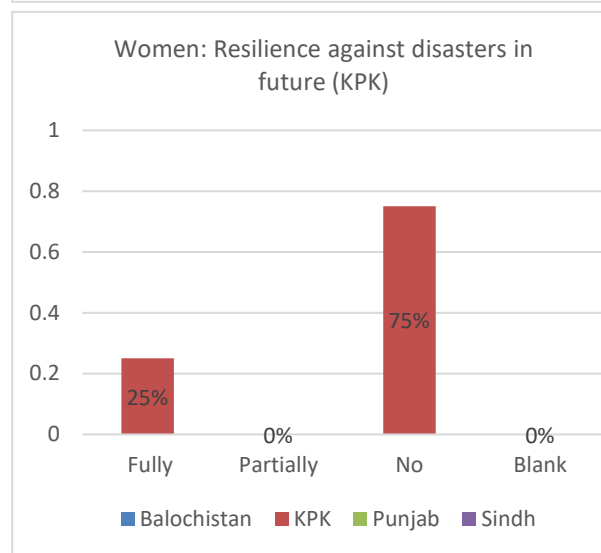
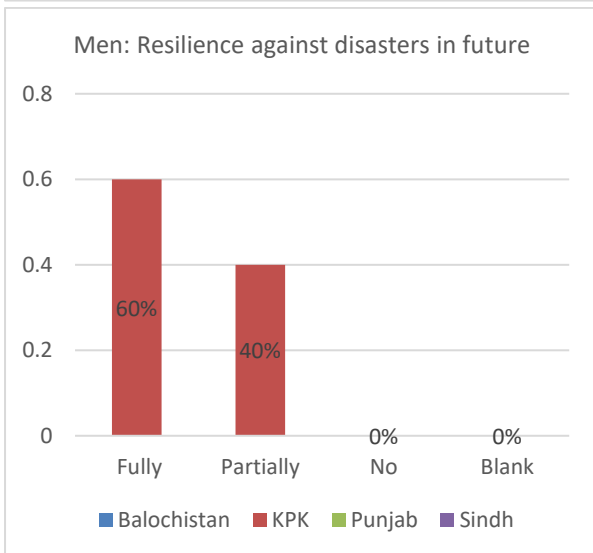
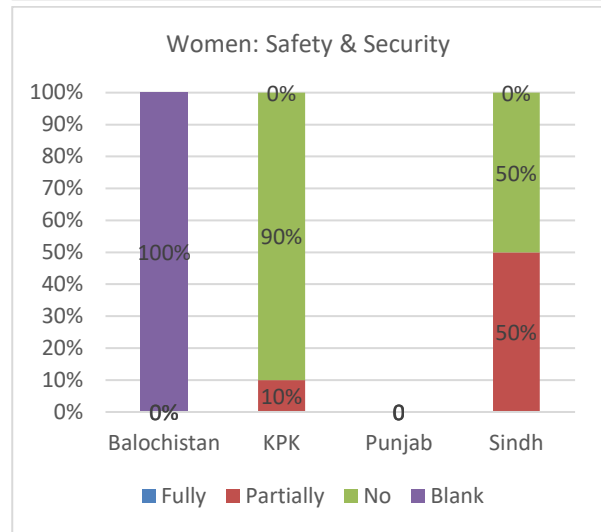
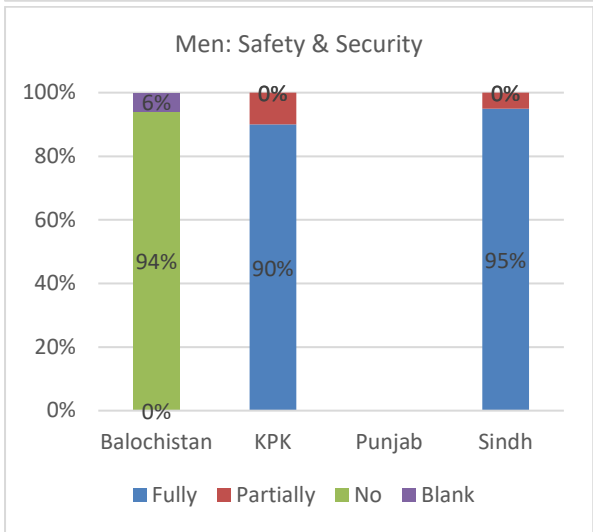
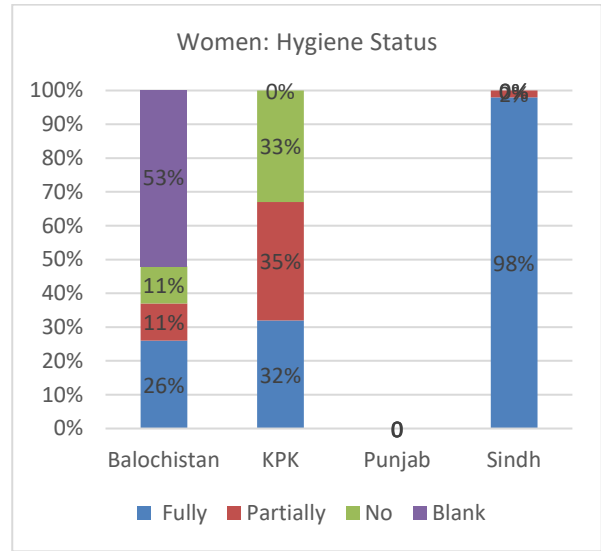
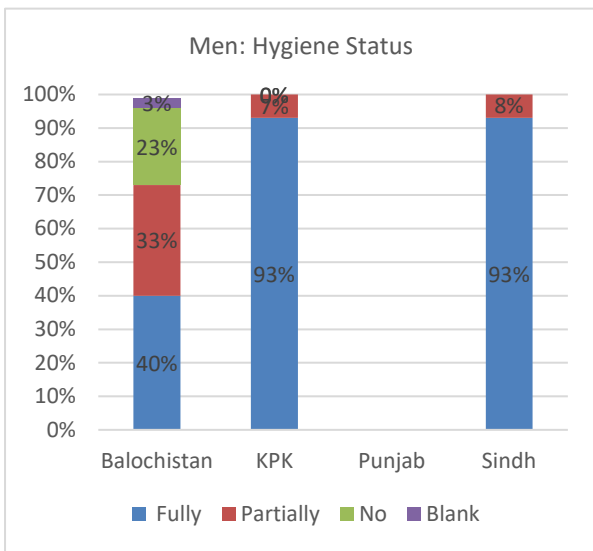
The FGDs show that the weak responses below do not reflect the non-effectiveness of the response but show the huge level of community needs and the paucity of funds due to which much of the needs in all sectors could not be met. The program seems to have helped develop strong community cohesion and health and hygiene needs seems to have reduced somewhat. Both male and female FGD participants in all provinces reported that all the relief items fulfilled their most essential needs and were extremely useful. The buckets enabled carrying water, the hygiene kits kept the entire household clean and promoted health and hygiene, the medicine prevented disease, the food packs prevented hunger, and the cash grants ensured purchase of essential household needs. The sessions on health and hygiene issues have increased awareness among women. Communities seem interested in improving sanitation conditions at the household level. This behavioral change can decrease open defecation among the communities. There is an increase in discussion on community issues (particularly among men), prioritizing of community needs, and greater cooperation and consensus building. Volunteerism at the community level has improved. Men and women were engaged in volunteer work in organizing camps, distributing relief goods and participating in health and hygiene issues. The medical camps also gave relief to most of the people as they received free medicines. Food assistance helped people on daily wages and dependent on agriculture and livestock who had lost their

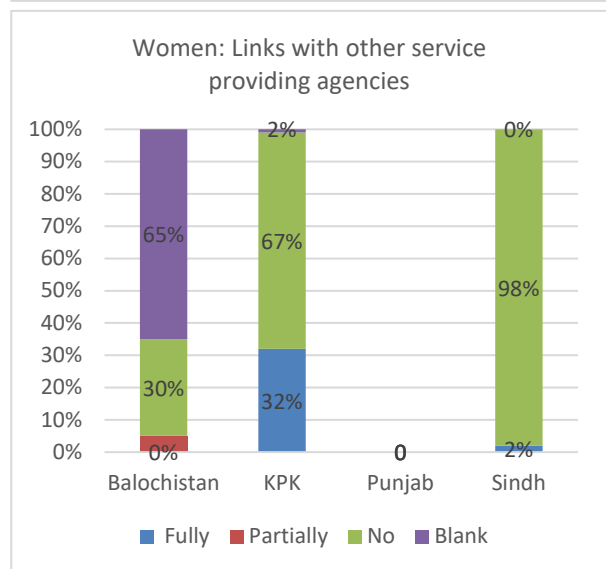
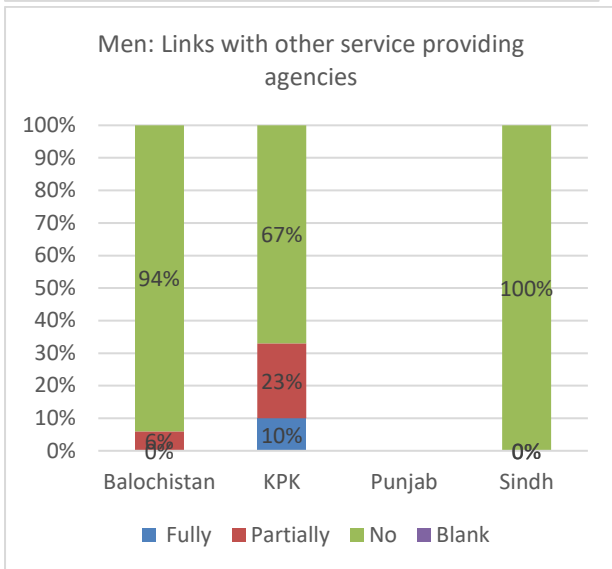
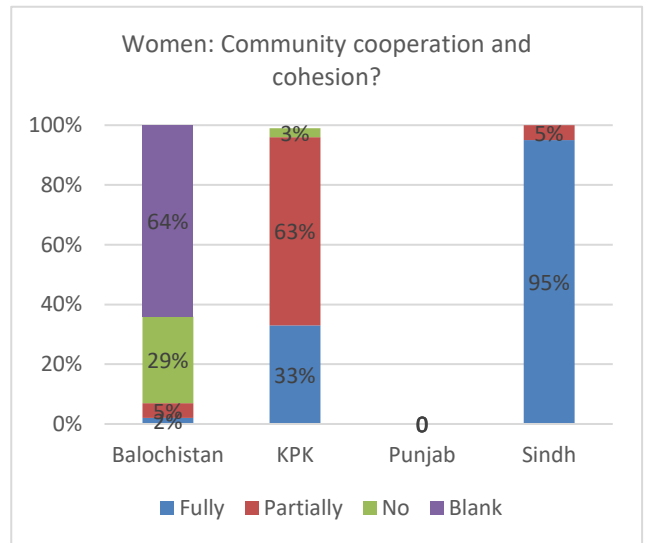
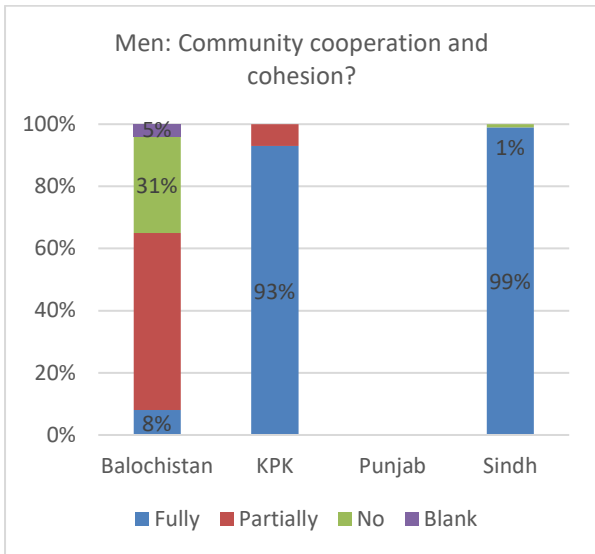
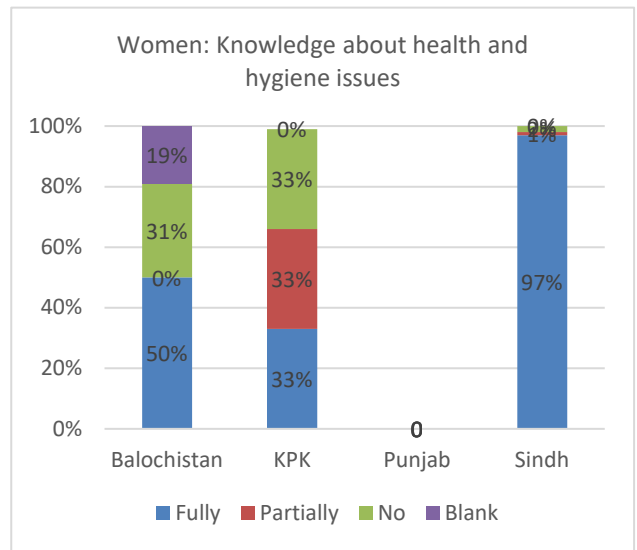
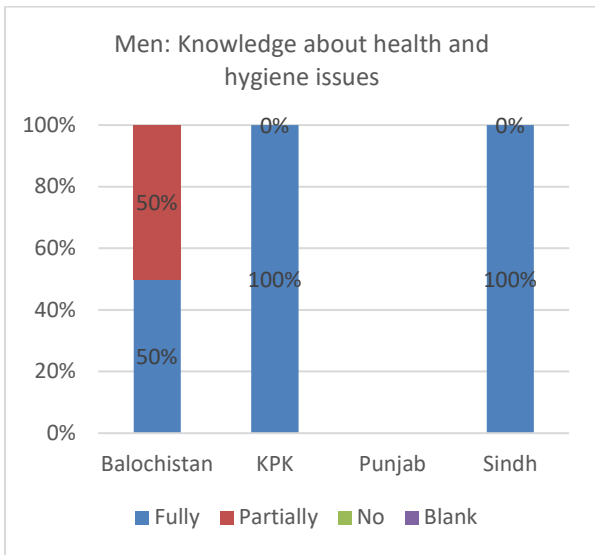
⁷ The results on impact questions reflect the responses of those respondents who received services in that particular sector, e.g., of food aid recipients on food security and nutrition status, health services beneficiaries on health status and so on. In Punjab, response operations only included food aid in the villages visited.

livelihood options to survive at least for a short period. Mental stress was observed to be high among women in Sindh and Balochistan districts.

Figure 6: Impact (Percentage reporting impact)







In terms of sustainability the shelters, buckets and blankets remain in good shape and continue to be useful. The permanent water points and the kitchen sets will continue to be useful in the long run. According to the staff of PRCS in Sindh, it is hard to focus on sustainability of the program during the relief period. However, the recovery phase will concentrate more on

sustainability aspects. PRCS forms community-based organizations (CBOs) to carry out the project activities. PRCS had been building the capacity of local communities in the past. Those CBOs helped PRCS reach out to the communities this time as well. The meetings with the communities highlighted that WASH related services i.e., hand pump installation, latrine construction and health and hygiene awareness, will last for a longer period if properly maintained by the communities. For that purpose, more emphasis during the recovery phase will be required on providing communities with more information, training and organization on the operation and maintenance of this infrastructure.

Both male and female FGD respondents and the volunteers reported that PRCS did not provide any new specific capacity building training and that the assistance did not have any harmful effect on the community. The communities still have large unmet needs to be addressed by agencies in the recovery phase as follows:

- Shelter is still the priority. People are still living in tents which are hot and not appropriate in summer.
- Food is still a priority in far flung areas. Agriculture and livestock losses are huge. There is a need to create opportunities through cash to enhance the incomes of people.
- The political and community representatives suggested long term solutions to improve drainage system in Balochistan and Sindh. There is a need to engage with government stakeholders in this regard for preventing future disasters.
- The communities also suggested long term solutions for safe drinking water. For example, in village Mohammad Dal, district Thatta, there is a water supply pipeline only 6 Kms away. Aid organizations can build water supply system instead of using water filters which is not a sustainable solution.
- There is a need of frequent medical camps in recovery phase as people are still living in difficult circumstances and the risk of maternal and child health issues, skin diseases, malaria and waterborne diseases, particularly among children, still exists.
- Health and hygiene sessions benefited women and raised their awareness about improving sanitation conditions and avoiding open defecation. There is a need to give more attention in this area. There is a great need for WASH facilities in the affected villages, both in households and schools.
- Physical infrastructure particularly in WASH (hand pumps, latrines) often fail to address the needs of PWDs and elderly. There is a need to improve design and include ramps and slabs which facilitate vulnerable groups i.e., pregnant women, elderly and PWDs.
- The communities were not informed in many places on the operation and maintenance of WASH facilities (i.e., filters, hand pumps, latrines etc.) and its maintenance cost. There is a need to provide training and information to the communities in this regard in the recovery phase.
- Community organization among women is weak. Like male community focal persons, PRCS can designate women community focal persons to facilitate women organizations in the villages. Both male and female community focal persons must be trained on community disaster management, protection and gender issues.

- Linkages of communities with other stakeholders are weak. PRCS can provide information about various government and non-government organizations for getting benefit from other programs.
- There is a need to organize more training for volunteers on both technical and psychosocial support to manage the tasks as well as the trauma they face in disasters.

IFRC undertook a recovery assessment recently and is in the process of developing a recovery phase plan based on it. Discussions with IFRC staff and an informal review of parts of the plan show that it includes most of the unmet needs identified above as follows:

- Shelter, housing and settlements
- Livelihoods and Multi-purpose cash
- Health and care
- WASH
- Protection, gender and inclusion, Risk Reduction, climate adaptation, recovery, and CEA.

This is a comprehensive plan which was supposed to be launched several months earlier but got delayed due to the need to extend the relief phase due to huge relief needs in communities. However, now the issue is that the next monsoon is here, and it would be inappropriate to start it until the monsoon period is over as fresh rains may interrupt and destroy the recovery work done. There is thus the need to extend the duration of the recovery phase.

Meanwhile, there is a need to be on stand-by for new floods and have federation-wide response plans ready in case the floods are large, just as the 2011 ones were after the 2010 floods. Since federation staff is already working at the ground level for the current response, a joint contingency plan must be prepared, and the ground-level capacity must be used to closely monitor the situation to look out for early signs of a crisis and help communities accordingly.

3.7 Lessons Learnt

A rapid desk review was conducted by Geneva’s strategic planning and monitoring hub using the IFRC evaluation databank to focus on evaluative initiatives related to past floods in Pakistan. The idea behind this effort was the quick capture of lessons learned that could be vital in preparing and addressing the current floods affecting Pakistan, as well as to serve as part of any desk review for any upcoming evaluative initiatives. Table 12 provides an overview that could help the operation in capitalizing on opportunities, as well as assisting in understanding any potential barriers/challenges in such an operation.

Table 6: Lessons From Past Evaluations-Pakistan Floods, September 2022	
ANALYSIS AND PLANNING	COORDINATION

<ul style="list-style-type: none"> • PRCS should increase involvement of district branches in the provincial level contingency plans. • Improved coordination between PMER & DM teams. • Focus on a demand driven operation • Do Integrated recovery program • Promote gender balance in trainings & deployments. • Include CEA into appeals, assessments and planning • Clarify roles, responsibilities and procedures at all levels (Geneva, region and country office) • Ensure SOPs for selection of people assisted in emergency response interventions are followed • Develop stronger IM and documentation systems. • Use Cash transfer programming when market conditions permit. • Monitor and ensure that all donations (including bilateral) meet IFRC/PRCS standards. • Develop stronger Information and documentation systems. • Align food distributions with agreements made with donors. Policy should be developed • Food distributions should be needs based. • Consider WASH facility in future. • Increase livelihood activities during emergency phase. 	<ul style="list-style-type: none"> • Better relations with district Government, especially on mobile health units. • Better coordination between M&E and disaster management teams in emergency operations. • To ease tensions, it is important that IFRC and ICRC find ways to work within their differences in policies and opinion on appropriate roles and practices in floods operations. • RC/RC Movement undertake further internal inter-agency consultation, followed by • consultations with the UN, to identify acceptable ways to improve coordination with other • humanitarian actors in Pakistan without compromising the Fundamental Principles. • Review the triggers within the IFRC secretariat which allow the support provided to the Shelter Cluster secretariat during such emergencies. • IFRC should promote the need for a minimum hub/field level coordination with agencies such as UN Habitat, to support residual shelter relief operations.
<p>Logistics, Communication and Finance</p> <ul style="list-style-type: none"> • Review PRCS stock strategy to ensure that non quality items are replaced with quality items. • Ensure that NFI list in contingency plans are adapted to what is needed in the 	<p>CAPACITY-BUILDING</p> <ul style="list-style-type: none"> • Regular trainings on management of operations, selection criteria, monitoring, PHAST learning. • Assess the needs assessment capacity of National Societies and the IFRC secretariat in the initial planning and to

<p>geographical zone (local requirements and customs).</p> <ul style="list-style-type: none"> • Raise awareness to highlight issues and position itself as a major player on the humanitarian scene. • Ensure that IFRC standards for quality of food items remain for emergency food procurement. • Important to maintain adequate staffing in procurement in order to not overburden PRCS staff. • Relax logistical and financial policies and procedures to allow for a faster response in emergencies. • Ensure that there is a good understanding by deployed staff of the financial guidelines. 	<p>collect and analyze sufficient information in a timely manner.</p> <ul style="list-style-type: none"> • Provide PRCS Disaster and related staff with refresher trainings (including assessments). • Promote gender balance in PRCS trainings and deployments. • Strengthen logistics department and systems.
--	--

The implementation of lessons from past responses to this response reported by staff included timely activation and deployments of response teams, rapid needs assessment, enhanced coordination with district administration, and conducting lessons learnt workshops to record the humanitarian response/action by the PRCS movement partners.

3.8 Challenges

The key challenges faced by the federation response included the following:

- 1) Limited resources for a large, affected population of nearly 30 million spread across all parts of a very large country with high needs in all life-saving sectors.
- 2) Lack of awareness on part of the people assisted on key issues such as health and hygiene good practices, gender-based violence; child protection; government aid and low literacy levels.
- 3) Dearth of data at the village level available with the government which increased targeting and coverage issues.
- 4) Government visa and permit hassles which delayed the deployment of global staff, import of key goods and permission to work in some areas.
- 5) Security and logistical challenges in some areas which reduced access such as in Balochistan and parts of KP.
- 6) Limited PRCS operational and programme capacities, especially in logistics, CEA, technical sectors and protection and gender issues.
- 7) Inadequate funding by donors due to multiple global crises which meant that availability of funding was relatively lower than in 2010.

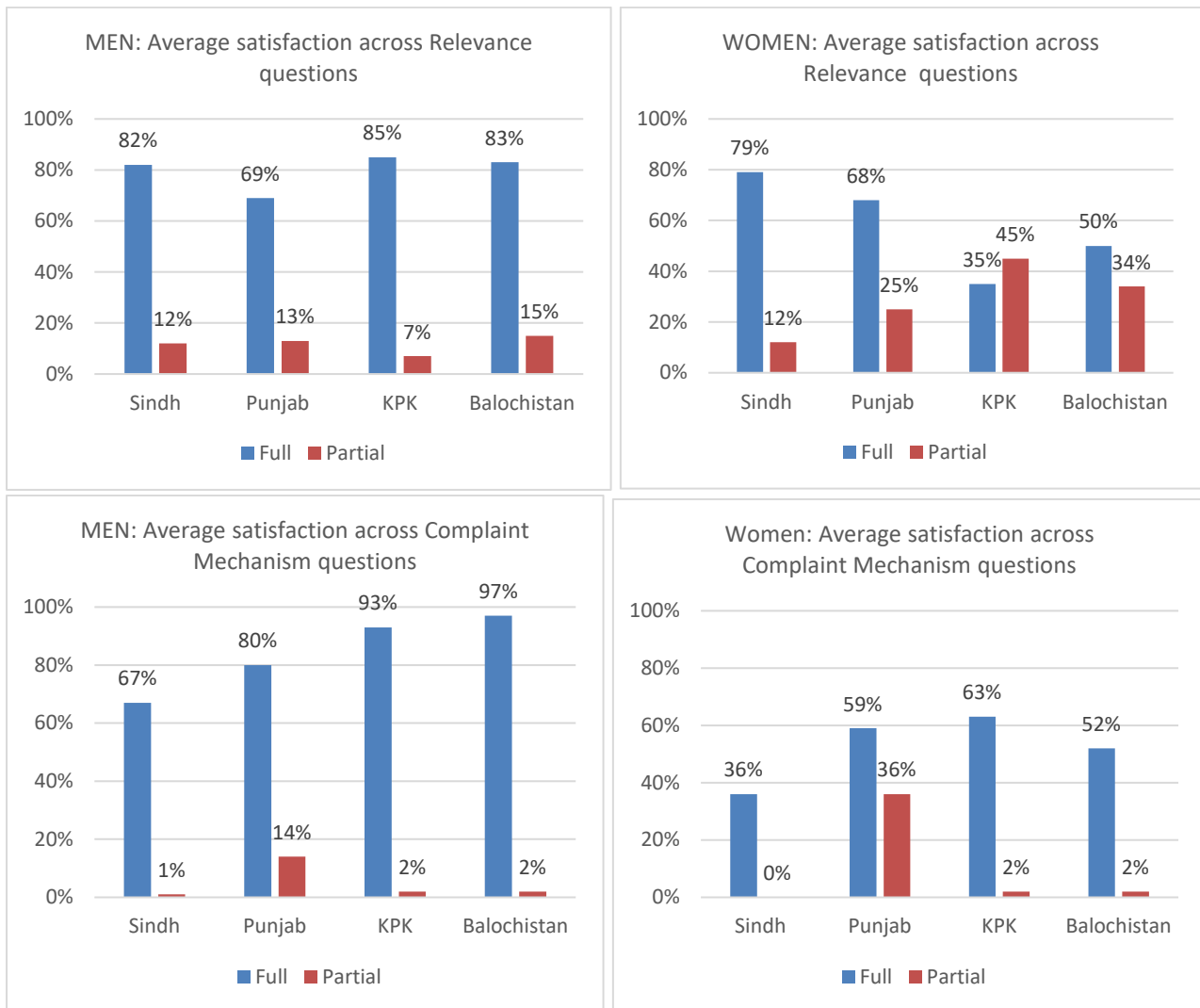
- 8) Weak national and provincial-level coordination of the response by the government and UN given the government decision to not activate sectoral clusters and inadequate initial capacity with UN to help the government in coordinating the response.

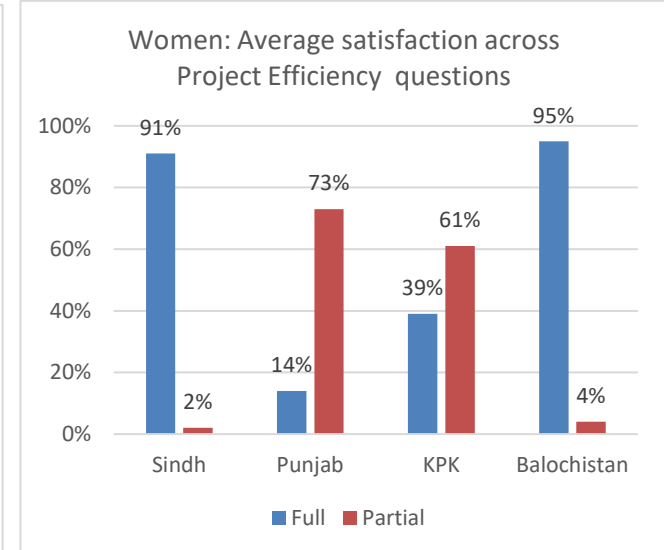
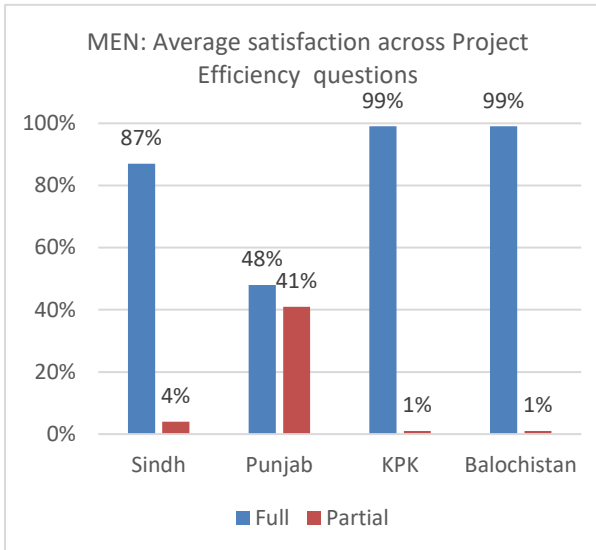
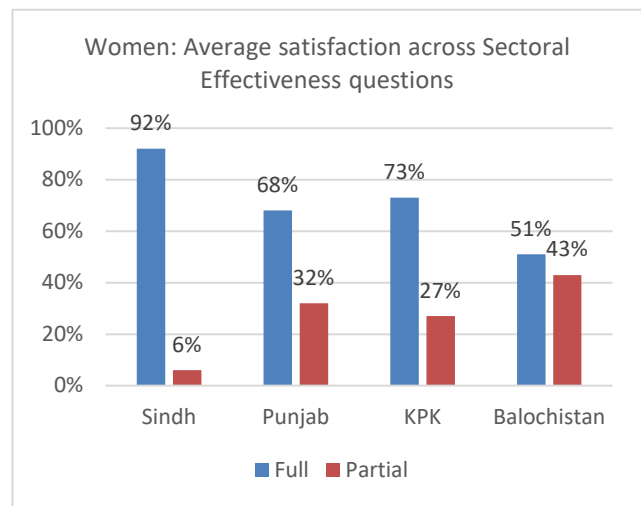
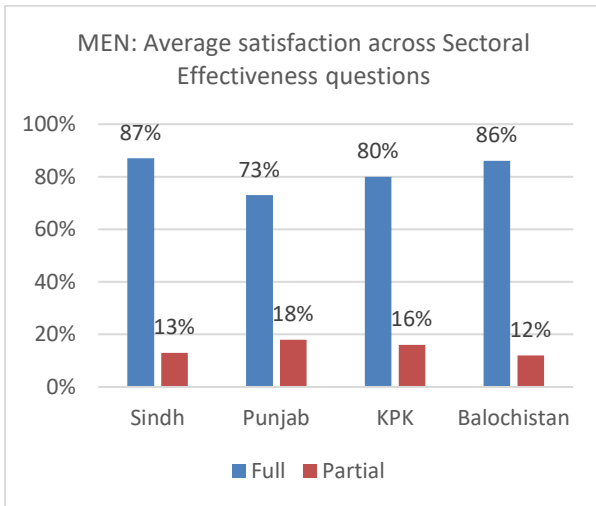
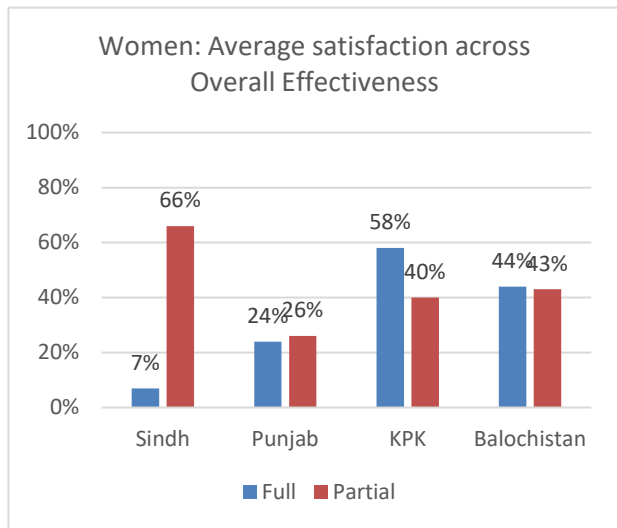
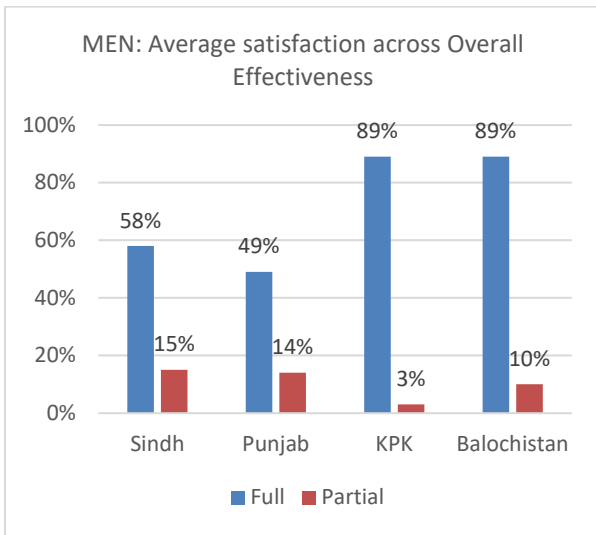
CHAPTER 4: CONCLUSIONS AND RECOMMENDATIONS

4.1 CONCLUSIONS

The IFRC Monsoon Floods 2002 response was a well-conceived and implemented one, which scores well on all key OECD-DAC criteria. The table below provides the average satisfaction levels across all the questions in each of the tables in the main sub-sections presented in the last chapter. Overall, more than 50% of the people assisted across the provinces and genders were fully or partially satisfied on the project's relevance, effectiveness and efficiency (Table 13), except on the issue of complaint mechanisms among women in Sindh.

Figure – 7 Average Satisfaction on Relevance, Effectiveness and Efficiency





The project, with the assistance of village committees, aimed to thoroughly assess, identify and provide for the most essential needs of the targeted communities through a fair a transparent selection criteria and process. All sections of the affected communities, including, elderly, PWDs, children and female-headed households were provided the services, particularly the neediest households. The communities were engaged in design and implementation to some extent, but more organized effort is required in the recovery phase. In Sindh and Punjab, community

participation was better than in Balochistan. In Balochistan and KP, women were often not consulted due to existing culture and dominance of local elites and male members of the communities. The need assessment and distribution process has been improved after making it digital and linking it with the token system. However, there is a need to make it more transparent for women communities particularly in Balochistan. Distribution among women needs to be improved particularly in Balochistan. There were some issues with the access of women to complaint mechanisms. The response helped develop strong community cohesion and health and hygiene needs seems to have reduced somewhat. All the relief items fulfilled their most essential needs and were extremely useful.

However, there are still large unmet needs in the areas of food security, nutrition, health, safety and security, economic status and linkages with other agencies, especially in Balochistan and Sindh which were the two most severely affected regions. The federation has developed a comprehensive recovery plan covering almost all of these needs. It was supposed to be launched several months earlier but got delayed due to huge relief needs in communities. However, it would be inappropriate to start it until the coming monsoon period is over as fresh rains may interrupt and destroy the recovery work done. There is also the need to extend the duration of the recovery phase.

Meanwhile, there is a need to be on stand-by for new floods and have federation-wide response plans ready in case the floods are large. Since federation staff is already working at the ground level for the current response, a joint contingency plan must be prepared, and the ground-level capacity must be used to closely monitor the situation to look out for early signs of a crisis and help communities immediately.

The IFRC and PRCS operational units such as PMER, Communications, Logistics and Finance provided critical support for program implementation. However, delays were reported in critical PRCS support units in procurement, hiring, administration and disbursements. Frequent top leadership transitions and inappropriate appointments, large numbers of vacant top positions, policies and systems in program and support functions are outdated and manual; internal coordination, communication and collaboration across national, provincial and district levels and external stakeholders is weak; there is an absence of regular NDRT training and refreshers and revival of NDRT pool and per diems for volunteers are very low.

A wide range of internal coordination structures were created at the global, regional and national levels to enhance internal coordination across the federation, which largely worked effectively. But there is the need for reactivating L1 and L2 meetings to improve coordination further in line with movement goals of reducing wastage and competition within movement members. External coordination at the national level was done with a wide variety of governmental, UN and other stakeholders, with PRCS leading on coordination with the government and IFRC leading on coordination with other aid agencies. However, there is a need to improve coordination with district authorities in Sindh and Balochistan.

The key factors responsible for the project's relevance and success were consultations with communities, coordination with the district administrations, timely and equitable distribution of relief items, early warning systems, and continuous monitoring. The gaps included limited resources for a large population, lack of awareness among the people assisted, and dearth of data at the village level. The main challenge was collection of beneficiary data as the district administrations did not have updated and complete data at the village level. There was a lack of technical, social and female staff at district level in some cases to implement and monitor the program efficiently. The volunteers remain the backbone of PRCS and need regular capacity building and training in relief operations. There is also a need to increase their per diems from the current inadequate levels.

4.2 RECOMMENDATIONS

Relevance

- 1) To enhance transparency, reduce conflict and help in targeting the most vulnerable persons, develop a clear ranking and weightage among the targeting and selection criteria for people assisted with a greater emphasis on using objective and easily measurable criteria, e.g., size of household, extent of destruction of housing, presence of vulnerable groups like pregnant women, sick persons and small children. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium**

- 2) Increase the consultation and participation of affected persons, especially women, and reduce the influence of local elites by strengthening village committees and volunteers and enduring the presence of women and most vulnerable sections of the community. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium**

- 3) Keep track of new emerging needs in communities through rapid assessments, communication with village committees and volunteers and address these needs to the extent possible given funding constraints directly and by coordinating with other aid agencies for delivering those services. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium**

- 4) Improve the CEA system by using multiple complaint methods, making the system more accessible to women and other weaker groups and documenting and disseminating complaint summaries and disposal; and undertake awareness-raising about program quality and technical standards, safeguarding, human dignity and other ethical values so that the complaints also cover gaps in such issues. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium**

Effectiveness

- 5) Provide more targeted services for children PWDs and other vulnerable groups such as PWD-accessible water and sanitation services, safe spaces for children and women, provide services closer to the villages for such groups, and give greater weightage in the selection criteria to households with such groups. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium**

- 6) Strengthen monitoring of the project activities particularly in the context of gender and social inclusion; arrange more monitoring visits of Protection, Gender and Inclusion (PGI) section particularly where participation of women and other vulnerable groups is challenging; and make training material more inclusive and appropriate for illiterate and semi-literate people, particularly women. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**

- 7) As the new monsoon season has started, be on stand-by for new floods and have federation-wide response plans ready that clearly defines the roles of all federation members. Since federation staff is already working at the ground level for the current response, a joint contingency plan must be prepared, and the ground-level capacity must be used to closely monitor the situation to look out for early signs of a crisis and help communities accordingly. **Key stakeholder-PRCS; Supported by IFRC; Priority: High.**

- 8) Based on the unmet needs mentioned above, there is a need for a comprehensive recovery plan that includes the critical services identified by communities, such as maternal and child health, hygiene promotion (specially to end the practice of open defecation and encourage families to build latrines), rehabilitation of water and sanitation facilities, psychosocial work, protection, GBV, income support through cash grants and capacity-building, and shelter assistance with a major focus on women's needs. The federation has developed a comprehensive recovery plan covering almost all these needs. It was supposed to be launched several months earlier but got delayed due to huge relief needs in communities. However, it would be inappropriate to start it until the coming monsoon period is over as fresh rains may interrupt and destroy the recovery work done. There is the need to extend the duration of the recovery phase and give greater focus to work in Balochistan given the scale of floods there and its historical poverty. **Key stakeholder-PRCS; Supported by IFRC; Priority: High.**

- 9) Where possible, use provision of cash grants and cash-for-work as assistance in the recovery phase for rehabilitation of lost livelihoods, reconstruction of houses and provision of clean drinking water.as cash grants give more leverage to the affected populations in fulfilling their most important and varied needs and are more cost effective in terms reducing procurement, storage and disbursement costs of in-kind assistance. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**

10) Undertake capacity-building of village committees and volunteers on DRR, maintaining village WASH and other infrastructure, resolving conflicts, managing community welfare and linking better with government departments to avail their services for village people. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**

Efficiency

11) Develop a comprehensive capacity-building plan for PRCS that help it manage its frequent top leadership transitions and inappropriate appointments, help fill the large gaps of vacant positions, help build its capacities, policies and systems in program and support functions, many of which are outdated and manual; improve internal coordination, communication and collaboration across national, provincial and district levels and external stakeholders; undertake a more in-depth analysis of PRCS branch capacities to identify the branches that need more capacity support; provide regular NDRT training and refreshers and revival of NDRT pool of about 30 staff and help increase the per diems for volunteers. **Key stakeholder-PRCS; Supported by IFRC; Priority: High**

12) Develop a federation-wide emergency preparedness and contingency plan which details out the role of all federation partners during larger emergencies and includes all critical components of a strong contingency plan such as hazard analysis, scenario planning for three levels of responses, program designs, coordination, operations unit readiness and funding plan. **Key stakeholder-PRCS; Supported by IFRC; Priority: Medium.**

13) Focus on getting legal status for IFRC in Pakistan so that some of the delays in procurement, custom clearance, issuance of visa letters can be reduced and IFRC has the status to undertake representations with the Pakistan government. **Key stakeholder: IFRC; Priority: Medium.**

Coordination

14) Strengthen internal coordination within the movement by re-activating L1 and L2 level coordination meetings and develop a clear agenda for increasing collaboration and reducing wastage within the movement, e.g., development of a uniform funding and reporting format; as currently, each Partner National Society has different formats for submission of funding proposals and reports which is confusing and time-consuming for PRCS. **Key stakeholder: PRCS; Supported by IFRC; Priority: Medium.**

ANNEXURES

1. LIST OF KIIS

Name	Designation	Organization
Peter Ophoff	Head of Country Delegation	IFRC
Eeva Maria Warro	Large Scale Crises Coordinator	IFRC – APRO
Mursidi Unir	PMER Coordinator, Emergency	IFRC – APRO
Akhtar Ali	Risk Management	IFRC – APRO
Abdul Nisar Khan	Operations Manager	IFRC
Manzoor Ali	Program Coordinator	IFRC
Zia Ur Rehman	PMER Manager - Floods	IFRC
Nazar Rehman	WASH Manager - Floods	IFRC
Ateeq Ur Rehman	Health Manager - Floods	IFRC
Kamran Kashif	Field Manager - Floods	IFRC
Arooj Fatima	CEA Officer - Floods	IFRC
Summra Rahman	Manager, Integrated Services	IFRC
Aftab Alam	National Society Development	IFRC
Muhammad Wasif Jan	Cooperation Coordinator	ICRC
Asif Aman Khan	Head of Office	GRC
Carlos Camilo Clavijoolarte	Head of Delegation	TRC
M. Iftikhar	Head of Delegation	NRC
Asima Nasim	DD DM	PRCS-ISLAMABAD
Javed Ahmed	DD PMER	PRCS-ISLAMABAD
Sher Zaman	DD Media & Communications	PRCS ISLAMABAD
Rehan Ali	AD Media & Communications	PRCS ISLAMABAD
Amin Khan	AD Logistics	PRCS ISLAMABAD
Kanwar Waseem	Secretary	PRCS-Sindh
Zubair Samad	Member National Disaster Response Team & Focal Person Charsadda	PRCS KP
Zahid Jameel	District Secretary DIK & Tank	PRCS KP
Ismail Kundi		PRCS KP
Nauman Haider	District Supervisor, Tank	PRCS KP
Javed Ahmed	Regional Field Officer, DGK	PRCS Punjab
Muhammad Sajjad	Operation Manager	PRCS Sindh
Mehmood Babar	Hon. Secretary	PRCS Dadu
Rajab Ali Mashori	Hon. Secretary	PRCS Larkana
Ayoub Khan	Disaster Manager	PRCS Balochistan
Sahil Sikander	Deputy Director	Social Welfare Dept, Balochistan
Farhan Ahmed	Assistant Commissioner, DIK	District Administration DIK, KP
Shah Fahad	Village Council Secretary	Local Government, KP

Dr Zahid khero	Focal Person Disaster Management	DC Office Dadu
Zafar Ali	Focal Person, Disaster Management	DC office Jacobabad

2. LIST OF VILLAGES VISITED

Province	District	Village	HH Surveyed	FGDs Conducted	No. of FGD Participants (Female)	No. of FGD Participants (Male)
Balochistan	Jaffarabad	Noor Muhammad Jamali	45	2	25	9
Balochistan	Naseerabad	Haji Ghulam Rasool Bugti	16	2	10	9
Balochistan	Naseerabad	Lal Khan. Jattak	10			
Balochistan	Naseerabad	Mola Hassan Jattak	14			
Balochistan	Sohbatpur	Karaim Baig kandrani	40	2	20	8
KPK	Charsadda	Awan Abad	40	2	35	22
KPK	D.I. Khan	Kohawar	40	2	50	38
KPK	TANK	Pai	40	2	50	43
Punjab	D.G. Khan	Basti chah meway wala	1	1	12	0
Punjab	D.G. Khan	Basti Dorhata. Uc Gadai Gharbi	22			
Punjab	D.G. Khan	Basti Khosa UC Gaddai Gharbi	5			
Punjab	D.G. Khan	Gudd pur Gaddai Gharbi	6			
Punjab	D.G. Khan	Lohar Wala UC Paiagha	2			
Punjab	D.G. Khan	Memmori UC Gaddai Gharbi	4			
Punjab	Rajanpur	Basti Ghulam Sarwar Sandlani UC Jahan Pur	40	1	12	0
Sindh	Dadu	Ibrahim Chandio	40	2	14	17
Sindh	Jacobabad	Noor Muhammad Brohi	40	2	15	18
Sindh	Khairpur	Ahadi Khan Mirani	40	2	12	35
Sindh	Larkana	Mohammad Essa Hulyo	40	2	12	18
Sindh	Thhatta	Muhammad Dall	40	2	12	21
Total			525	24	279	238

3. LIST OF DOCUMENTS REVIEWED

1. Dadu PDM FGD Findings
2. Emergency Appeal (MDRPK023EA)
3. Emergency Plan of Action MDRPK023 (EPoA)
4. Monsoon Contingency Plan (PRCS Contingency Plan – 2022)
5. Movement Wide Monthly Report MWR-February 23
6. Movement Wide Monthly Report MWR- January 23
7. Operation Update MDRPK023_OU1
8. Operation Update MDRPK023_OU2
9. Operation Update MDRPK023_OU3
10. Operation Update MDRPK023_OU4
11. Pakistan Monsoon Floods 2022 (RTF4_MoM)
12. Pakistan Monsoon Floods 2022 (JTF 1 Agenda)
13. Pakistan Monsoon Floods 2022 (RTF3_MoM)
14. Pakistan Monsoon Floods 2022 (RTF1_MoM)
15. Pakistan Monsoon Floods 2022 (RTF2_MoM)
16. Pakistan Monsoon Floods Fed Wide SITREP No.1
17. Pakistan Monsoon Floods Fed Wide SITREP No.10
18. Pakistan Monsoon Floods Fed Wide SITREP No.11
19. Pakistan Monsoon Floods Fed Wide SITREP No.12
20. Pakistan Monsoon Floods Fed Wide SITREP No.2
21. Pakistan Monsoon Floods Fed Wide SITREP No.3
22. Pakistan Monsoon Floods Fed Wide SITREP No.4
23. Pakistan Monsoon Floods Fed Wide SITREP No.5
24. Pakistan Monsoon Floods Fed Wide SITREP No.6
25. Pakistan Monsoon Floods Fed Wide SITREP No.7
26. Pakistan Monsoon Floods Fed Wide SITREP No.8
27. Pakistan Monsoon Floods Fed Wide SITREP No.9
28. Pakistan Red Crescent Flood Response Plan
29. Pakistan Surge Alert & Deployment
30. RAPID INSIGHT (Lesson from the Past)
31. Revised Emergency Appeal (MDRPK023_REA1)
32. Revised Emergency Appeal (MDRPK023_ROS1)

4. REVIEW FRAMEWORK

The Review team employed the following dimensions under each of the criteria above. This framework is based on a review of the IFRC, Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), Organization for Economic Cooperation and Development-Development Assistance Committee (OECD-DAC) and other global evaluation frameworks. The framework was devised by extracting relevant dimensions from each Terms of Reference (TORs) question above based on these frameworks.

RELEVANCE

Is the assistance provided by the National Society with the support of IFRC and participating National Societies relevant to the needs of the affected population including both women and men, and is of a quality and scale that meets Red Cross Red Crescent commitments and expectations?

To what extent were the interventions and targeting of people assisted based on assessed and expressed needs, risks, vulnerabilities and capacities of the communities, including those who are the most vulnerable or marginalized?

How relevant were the plans and strategies developed for the response, and what adjustments or improvements are needed to address gaps in the response at this time?

KEY DIMENSIONS

Community participation in design/ implementation, especially of marginalized groups
 Focus on the most affected geographical areas
 Focus on the most severely affected population groups (women, PWDs, older persons, children)
 Focus on the most important needs, sectors and services
 Program adjustment in line with changing needs and context

DOCUMENTS REVIEW

KIIS
 FGDS
 HOUSEHOLD SURVEY

Efficiency and Effectiveness

To what extent is an effective management structure in place within the National Society, IFRC, and participating National Societies providing direction, clarity and well-communicated decision-making for the operation?

What organizational systems strengths can we build on, and what weaknesses need to be addressed immediately (HR, staff care, IT, supply chain, finance, admin, security, etc.)?

How well are the monitoring and learning processes along with information management systems used in the response and can they be improved?

To what extent has the response demonstrated learning from previous/similar responses?

Has resourcing for the response been timely and adequate? What could be done differently to improve visibility and resource mobilization for this operation?

How timely and effective was the mobilization of global tools including rapid response and ERUs? How well did the IFRC surge capacity build on local capacities and support the response operation?

<p>Efficiency of support functions in ensuring timeliness</p> <p>Decision-making management structure: PRCS IFRC, and participating National Societies</p> <p>HR: arranging human resources rapidly (surge, deployments, local recruitment); staff welfare</p> <p>Resource mobilization: arranging financial resources quickly</p> <p>Supply chain/logistics: arranging materials resources, storage and transport</p> <p>Information and communication system: providing information internally and disseminating messages externally</p> <p>Administration, IT, security and finance</p>	<p>DOCUMENTS REVIEW</p> <p>KIIS</p> <p>FGDS</p> <p>HOUSEHOLD SURVEY</p>
<p>Effectiveness of program approach to ensure quality</p> <p>Adherence to SPHERE and PRCS technical sectoral standards</p> <p>MEAL processes: monitoring, accountability and learning</p> <p>Program good practices</p> <p>Capacity of national society</p>	<p>DOCUMENTS REVIEW</p> <p>KIIS</p> <p>FGDS</p> <p>HOUSEHOLD SURVEY</p>
<p>Coordination</p> <p>What have been the good practices, challenges and lessons learned in coordination, communication and collaboration for the response operation from initial assessment, and planning to service delivery: Within the National Society; Within IFRC Secretariat, including country, region and Geneva; Within the Movement, among the host National Society, participating National Societies, ICRC and IFRC; Between the Movement and external stakeholders including the government, military and other humanitarian actors</p>	
<p>Coordination</p> <p>Within the National Society.</p> <p>Within IFRC Secretariat, including country, region and Geneva.</p> <p>Within the Movement, among the host National Society, participating National Societies, and IFRC.</p> <p>Between the Movement and external stakeholders including the government, military and other humanitarian actors.</p>	<p>DOCUMENTS REVIEW</p> <p>KIIS</p>

IMPACT AND SUSTAINABILITY	
<p>Initial impact</p> <p>Food security and nutrition Shelter Safety and security Health and hygiene status and knowledge Access to water and sanitation facilities Income and economic status Capacity: Resilience against future disasters and climate change Community cohesion Linkage with other agencies Unintended positive or negative impact</p>	<p>DOCUMENTS REVIEW KIIS FGDS HOUSEHOLD SURVEY</p>
<p>Sustainability</p> <p>Steps taken to ensure sustainability in each sector Likelihood of sustainability</p>	<p>DOCUMENTS REVIEW KIIS FGDS HOUSEHOLD SURVEY</p>

5. POST DISTRIBUTION MONITORING FINDINGS

Table ??: Post Distribution Monitoring Findings 25 November 2022. PDM; Khairpur Nathan Shah, Dadu, Sindh	
Findings	Recommendations
<p>Selection and registration of people assisted</p> <p>Registration of outsiders and dead people, Exclusion of vulnerable households; only half of the affected households were registered; others were not registered due to expired CNIC; Perception of political influence where people assisted were related to the elders</p>	<p>Applying a blanket approach for villages that are fully affected and where the PRCS selection criteria of home destroyed will not be relevant All levels to monitor the beneficiary registration process Field teams should bring enough tokens</p>
<p>Items received</p> <p>Satisfied with quality and quantity of the items in the hygiene kits and food parcels Hygiene kits were not the most critical needs Needs for shelter assistance, winter clothing, safe drinking water, Food parcels Foods items lasted for 10-15 days.</p>	<p>Conduct needs assessment Inform people during registration on type of aid Provide shelter assistance Assess feasibility of either cash voucher assistance or livelihoods programming Prioritize food parcels over NFIs Distribution of menstrual hygiene materials/dignity kits should be accompanied by information on their usage</p>

Some females were not familiar with the usage of menstrual pads as they normally use clothes	
<p>Community accountability</p> <p>Females not aware of feedback mechanism;</p> <p>Males did not know how to reach PRCS</p> <p>Only Community focal person was aware</p>	<p>Sensitize community on CEA regularly</p> <p>Ensure all volunteers know feedback mechanism</p> <p>Ensure active female participation</p>

6. CASE STUDIES

RAFAQAT ALI, RESIDENT OF VILLAGE AWANABAD, DISTRICT CHARSADDA, KP

Rafaqat Ali, a resident of village Awanabad, district Charsadda, KP, was severely affected by the 2022 flood. The flood water damaged his house and most of his household belongings and his livestock was killed. When the flood water inundated the village, he, his wife, and five children, along with rest of the villagers ran for their lives towards the nearest highway. When the floodwaters receded the next day and he returned to his house barely making his way through deep mud, he realized that he was homeless and jobless as the flood had washed out and destroyed almost everything he possessed.

“Along with me, many villagers found themselves without roof, food, kitchen utensils and other household effects and we all survived initially by assisting and supporting each other,” he explained. Once the water receded and the roads were opened, the district administration came to assess the situation; however, except for some food and medicine, the affected community did not receive anything significant to address their immediate needs. Dilawar Khan explained that “shortly after the floodwaters receded, Hilal-e-Ahmar (PRCS) officials came to assess our most important needs by consulting with the village elders and within about two weeks after the floods, provided us shelters, household utensils, blankets and hygiene kits.” He explained that “if it had not been for the assistance, he received from PRCS, his household members would not have survived.” He said that the shelter provided cover from the rain and sweltering heat and ensured *pardah* of his women household members; the household utensils, enabled him to cook his food and fetch water; the blankets protect his household to survive the winters; and the hygiene kits kept his household clean.

TASNEEM BIBI, RESIDENT OF VILLAGE KHOSA GUDDPUR, DISTRICT DGK, PUNJAB

Tasneem Bibi, a resident of village Khosa Guddpur, district Dera Ghazi Khan (DGK), Punjab, is a 39-year-old widow with six children lost her mud house in the 2022 flood. The flood water destroyed her house, and she lost all her household belongings except for a cow, which is a vital source of her income. She explained that when the floodwater inundated her *basti* (village), she along with her children took refuge on the elevated road leading to the village. “The floodwater totally destroyed my house and now my land is unusable to grow crops due to the sand and slush.”

When the floodwater receded and she along with other villagers returned back to their houses, one of the biggest problems was to shelter themselves from the sizzling sun and heat. “PRCS provided us with shelters, which was one of our most important needs and we received the shelters immediately after the floods when we needed them most,” she explained with gratitude. In the absence of assistance to reconstruct their destroyed houses, the shelters continue to provide refuge to the affected communities almost one year after the flood. Tasneem explained that in February 2023, during the month of Ramadan, PRCS also provided the affected village with about 50 kgs of food packs containing flour, rice, lentils, and cooking oil. “I was on the verge of

losing my mind trying to feed my children when the food was delivered by PRCS," she said with gratitude and tears in her eyes. The evaluation team visited the affected village on July 3, 2023, and witnessed inundated fields and roads due to a short spell of rain on July 2, 2023.

SUHAINA CHNDIO, VILLAGE IBRAHIM CHANDIO, DISTRICT DADU

A girl from Ibrahim Chandio village of Dadu district was studying in the 12th grade. Her age was 17 years. She along with her family and neighbors lived on the roadside for a month and then came back to the village. She said that they received food assistance from RC in camps and later on NFIs and sessions on health and hygiene. 'I found health and hygiene sessions very helpful to maintain hygiene among women and children.' The volunteers of RC visited the camps and villages regularly and I have been motivating women to attend the sessions on health and hygiene because I found these sessions useful for mothers to better take care of their children and save them from diseases in difficult times.' Apart from health and hygiene sessions, she appreciated other services of RC particularly organizing medical camps and providing food assistance. Now, the team has stop coming but we still need assistance in every aspect but medical assistance along with health and hygiene sessions are useful for the communities.

HAMIDA, VILLAGE MOHAMMAD DAL, DISTRICT THATTA

Hamida, 45 years old, is a mother of 4 daughters. Her husband was a daily wage laborer. His income was irregular. After flood work opportunities for laborers decreased with the loss of agriculture and construction work. Hamida's daughters are studying in schools. She stitches clothes for women and children and gets some income. Her work is also affected by flood because communities cannot afford to buy new clothes. Despite her challenges, she was willing to continue education of her daughters, but school was far, and transport was not available. She appreciated that RC provided assistance to the communities by providing household filters and installation of hand pumps and delivering health and hygiene sessions. According to her, people were not ready to accept the change to use water kept in filters. They did not like taste of water. However, Hamida and her daughters learned the benefit of filtered water in the sessions. They use filter and clean it regularly. She motivates women and children for using the filters to save theme from water borne diseases. She emphasized that education and awareness contribute to behavior change of the communities. It is therefore important for us to listen to PRCS, and they should also continue working with us. She also suggested that PRCS should work on girls' education in the remote areas like her village in Thatta.

7. REVIEW TEAM

Dr. Niaz Murtaza (USA/Pakistan) has more than 25 years of experience in emergency response, DRR activities and implementation of international technical standards in more than 50 countries in Asia, Africa and Americas with reputed agencies such as IRC, Oxfam, CHF and ActionAid. In his last job as International Program Manager, Emergencies for ActionAid, he was the agency's international lead person for the implementation of all emergency response work, including the Pakistan Earthquake, tsunami, Myanmar, Bangladesh, and DRC crises and other emergency programs. He has worked on several emergencies in Pakistan, including 2005 earthquake, 2008 floods and 2008-09 conflict displacements. He has **conducted over 25 evaluations of emergency programs in Pakistan using Red Cross code, SPHERE standards and CHS and Grand Bargain commitments. I have conducted several major RTEs, including the DEC one above, the AGIRE RTE for Pakistan 2010 floods and for Plan's West Africa drought response and Nepal earthquake response and ACT Alliance RTE in Nepal.** He has a Ph.D. from the University of California at Berkeley in community-level sustainable development issues among disaster-prone communities. He thus has a high degree of expertise in developing participatory evaluation methodologies and analysis of qualitative information in emergencies. He has extensive experience in leading learning exercises and driving learning and change organizationally. He has outstanding written and oral skills in English, having written more than 3 dozen high-quality and high-impact research/evaluation reports, articles and other reports over 25 years, with a 100% on-time submission rate.

Rehana Shaikh is a Gender, Emergencies and Social Development Expert. She specializes in public policy and analysis, monitoring and evaluation, rural development, gender mainstreaming and capacity building. Her work experience is spread over 20 years in social sector development in Pakistan and worked on short-term assignments in Bangladesh and Afghanistan using CHS commitments, RC code of conduct, SPHERE and IASC standards. She has conducted numerous program/ project evaluations, assessments and strategy development exercises for humanitarian and development projects. She conducted project evaluations related to natural disaster management i.e., earthquakes in 2005, and floods in 2007 and 2010. She was a team member to design Multi Cluster Raid Assessment Mechanisms (McRAM) for UNICEF. She has worked in rural and urban settings, all over Pakistan She has been working with mainstreaming international and national organizations like Oxfam, WaterAid, and Plan International; management organizations like Development Alternatives Incorporated (DAI), Athens Network of Collaborating Experts (ANCE), International Consulting Expertise, Adam Smith International, Management System International, UN organizations like UNICEF, UNFPA; donor organizations like Asian Development Bank, CIDA; and national NGOs like Strengthening Participatory Organization (SPO), Aurat Foundation, Pakistan Poverty Alleviation Fund etc. She has done MSc in Public Policy and Management from Monash University, Australia and also holds a master's degree in Rural Development from Wye College of London /Jamshoro University Hyderabad, Pakistan. Besides, she has also received several short trainings in Pakistan and abroad. She is fluent in English, Urdu, and Sindhi.

Aftab Khan has worked in the development field for more than 20 years. His experience has revolved around designing, managing and conducting evaluations, assessments, reviews and studies; program development and coordination; project analysis, implementation and management; policy research and development; communications; teamwork; needs assessments; surveys; report writing; and market research and promotion of local products. His sector and thematic experience include WASH; FSL; shelter; health; trade; social protection; child protection; disaster relief and management; reconstruction and rehabilitation; gender mainstreaming; gender-based violence; business and value chain development; sustainable resource use (SRU)-based enterprise & livelihoods development; community & resource mobilization; political and social mobilization; income generation; and poverty alleviation. Mr. Khan's most relevant experience for the current assignment includes: (a) serving as Housing Specialist for the National Disaster Management Authority (NDMA) of Pakistan where he was part of the core team that prepared framework for implementation of the Housing Program, specifically, Camp Coordination and Camp Management (CCCM), in the aftermath of 2010 floods in Pakistan; and (b) serving as Advisor Social Protection for Earthquake Reconstruction and Rehabilitation Authority (ERRA) of Pakistan during the devastating earthquake in 2005. He has full knowledge of international humanitarian standards such as SPHERE, RC code of conduct and CHS.