

# **IASC INTER-AGENCY REAL TIME EVALUATION OF THE PAKISTAN FLOODS/CYCLONE YEMYIN**

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The opinions expressed in this report are those of the evaluators only and do not necessarily reflect those of OCHA or members of the Inter-agency Standing Committee

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## ACRONYMS

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<b>ASD</b>	Asian Development Bank
<b>CERF</b>	Central Emergency Response Fund
<b>CT</b>	Country Team
<b>DDMA</b>	District Disaster Management Authority
<b>DMT</b>	Disaster Management Team
<b>GoP</b>	Government of Pakistan
<b>HC</b>	Humanitarian Coordinator
<b>IASC</b>	Inter-Agency Standing Committee, including representatives from UN agencies, IOM, IFRC and INGOs
<b>IDP</b>	Internally Displaced Person
<b>MDG</b>	Millennium Development Goal
<b>IFI</b>	International Financial Institution
<b>IFRC</b>	International Federation of Red Cross and Red Crescent Societies
<b>INGO</b>	International Non-governmental organisation
<b>IOM</b>	International Organization for Migration
<b>IASCI</b>	International Agency for Source Country Information
<b>NDMA</b>	National Disaster Management Authority
<b>NGO</b>	Non-governmental organisation
<b>NNGO</b>	National Non-governmental organisation
<b>NOC</b>	Non objection certificate
<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs
<b>PDMA</b>	Provincial Disaster Management Authority
<b>RC</b>	Resident Coordinator
<b>RTE</b>	Real Time Evaluation
<b>SITREP</b>	Situation Report
<b>TOR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNCT</b>	United Nations Country Team
<b>UNDAC</b>	United Nations Disaster Assessment and Coordination
<b>UNICEF</b>	United Nations Children's Fund
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WB</b>	World Bank
<b>WFP</b>	World Food Programme

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We want to express our gratitude as a team to all (with one exception too numerous to mention individually), who spoke with us, and/or who supported us in ways many, various, and generous. The exception is the OCHA team in Pakistan, who made great efforts to organize our visit and look after us in country. Any errors, omissions or misunderstandings in our report are entirely our own responsibility.

We also want to pay tribute to the dedicated and hard working men and women of the Pakistan IASC CT. They are doing a difficult job in testing conditions. This report inevitably focuses on areas of “could do better”. It fails to do justice to the many things that they do extremely well under difficult circumstances. We regret that, and hope that they will accept that, whilst we have concentrated on things still to do, we appreciate thoroughly and with feeling everything that they have already done to create One UN in Pakistan.

The RTE Team was in the country for just two weeks, and so did not have the time to conduct an in-depth evaluation of the impact on the ground for beneficiaries of the work of the international humanitarian community, nor the work of individual agencies or organizations. We have not mentioned individual agencies or organizations by name for that reason. We salute them, however, for their efforts and achievements, some of which are highlighted later in this report

The draft of this Report was made available on Google Groups for comment, and we received many important and interesting responses. These have added greatly to the already rich debate on some of the issues raised. We have considered all the comments carefully, and in detail, and have modified our Report where it seemed appropriate to do so. We are grateful for all the comments received.

## **EXECUTIVE SUMMARY**

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The Pakistan floods of 2007 devastated large swathes of rural Sindh and Balochistan Provinces in southern Pakistan, destroying homes, crops and roads, and causing the temporary displacement of over 2.5 million people. The Government of Pakistan (GoP), through its newly-created agency the National Disaster Management Authority (NDMA), and with the help of the Army, launched a major relief operation, and the UN, with other members of the international humanitarian community and local NGOs, mobilised resources to help.

The decision was taken by the IASC Country Team (IASC CT) to launch a full scale humanitarian response. An application was made to the Central Emergency Response Fund (CERF). Clusters were set up and started work, a joint rapid assessment was carried out with NDMA, and a Flash Appeal was announced and promoted.

For a variety of reasons, the GoP did not fully support the IASC CT's decision and approach. In addition, the assessment was delayed, the Flash Appeal was issued three weeks after the onset of the emergency and raised only 26%<sup>1</sup> of its target, and the Clusters failed to achieve their full potential as coordinating mechanisms. As a result, and despite substantial efforts, the humanitarian community did not succeed, to the extent it considered appropriate, in delivering humanitarian relief to the already-impooverished people of Sindh and Balochistan. This RTE, staffed and operating independently of the UN, was set up to help understand the reasons, and suggest improvements for the future.

The reasons for what many saw as the disappointing results are many and various, and are analysed in the report as fully as possible after only a short 2-week visit to Pakistan. They include:

- The One UN reforms (being piloted in Pakistan), the Humanitarian Response reforms (uniquely mobilised twice in the country), and the setting up of NDMA were all still in their transition phases, and needed more time to take root, and for all parties to understand new mandates, roles and modes of operating, when the floods struck.
- There were huge expectations within the UN that the success of its own Pakistan earthquake operation, mounted jointly with the GoP and fully supported by the international humanitarian community, could be repeated; but the contexts were very different, and expectations were disappointed.
- Balochistan in particular is a highly politically sensitive part of Pakistan, and there have been restrictions on access for non-Pakistan nationals for some time on safety grounds.
- The GoP, and specifically NDMA, was uneasy about launching a full scale international humanitarian response, including the Flash Appeal.
- The UN did not really grasp the implications of this GoP unease, and decisions were made by the IASC CT (to establish 12 Clusters, for example) with the best of intentions which, with hindsight, were over-ambitious and over-complex in all the circumstances.

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<sup>1</sup> 26% Correct on 30<sup>th</sup> September 2007

- Lessons from the 2005 Pakistan earthquake, particularly in relation to the operation of the Clusters, had not been learned or implemented, and many of the issues that were identified in the earthquake RTE re-emerged this time.

Our recommendations reflect both upon the implications of the “systems in transition” context, and on the actual floods response, and may be summarised as follows:

1. The UN, and indeed the GoP and the international humanitarian community as a whole for that matter, must continue to invest in the 3 new structures, so that they achieve their objectives; make greater efforts to understand each others’ mandates, roles and operating procedures; and develop a real sense of partnership in working towards common humanitarian goals.
2. Common assessment tools, an effective management information strategy and systems, and shared operating procedures and contingency plans, standards and principles are needed.
3. The RC/HC needs, in some circumstances, a special budget for immediate emergency response, or fast-track access to the CERF; and the capacity for there to be a “quick Flash Appeal”, followed by a later full assessment-based appeal update, could achieve greater response from donors while media attention is still focused on the emergency.
4. The RC/HC role is extremely testing, and the management and decision-making structures at country level are labyrinthine, particularly during an humanitarian response. We suggest as an option the separation of the 2 roles by the appointment of an HC (as deputy to the RC) with Disaster Management (DM) and leadership skills and experience, and that the RC should be empowered during the period of the response to exercise overriding authority over the country heads in exceptional circumstances, and if necessary for the purposes of the response.
5. The decision-making structures should be simplified by the creation of a senior level Disaster Management Team (DMT), jointly with the GoP/NDMA and a representative(s) of other agencies as appropriate, empowered to make all the key strategic response decisions quickly and effectively.
6. OCHA needs to be properly resourced for a humanitarian response in country, and quickly, if it is to do its job effectively. The general view is that this was not the case in Pakistan.
7. The lessons of the 2006 earthquake RTE, particularly relating to clusters, and reinforced by the floods RTE, should be learnt and implemented.
8. A full list of recommendations, grouped according to responsibility for considering and (if agreed) implementing them, is given at Appendix J

The issue at the heart of the findings from the RTE relates to the role of UN in a sovereign state with a strong government, and an humanitarian crisis to which the humanitarian community feels impelled to respond, but where the government does not wish to seek or receive international assistance at the level which the humanitarian community believes is appropriate.

This fundamental issue, the so-called “humanitarian imperative” is a delicate and sensitive one, and gives rise to fundamental issues of international law, as well as to passions that run deep on both sides of the argument. One person’s imperative can easily become another’s imperialism.

Careful negotiation and discussion is required and patient advocacy, based on good quality information and great sensitivity.

# 1 INTRODUCTION

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There were spells of heavy rainfall for a month over the two southern coastal provinces of Balochistan and Sindh in June 2007, aggravated by the cyclone Yemyin. (See map Appendix E). Given the nature of the terrain, vast volumes of water cascaded down hills and a sloping landmass, either towards the river Indus to the east or towards the Arabian Sea to the south. The flash floods swept across and inundated 6500 villages in 23 districts and affected 2.5 million people. The flooding caused 420 (officially confirmed) deaths, destroyed over 88,000 houses, displaced 377,000 people and destroyed or damaged standing crops, irrigation systems, schools, medical facilities, roads and bridges. Most of the area suffers from extremes of endemic poverty, with nearly 40 percent of the rural population of Sindh and over 50 percent of the rural population of Balochistan living below the poverty line<sup>2</sup>. As a result, there were few community preparedness measures in place at the local level, beyond those they have developed over the years by the communities themselves, or by central or local government.

The international community's humanitarian response mechanisms were activated, and made a significant contribution to the relief efforts. There are, however, concerns about the way the flood relief operation was conducted. Following the practice adopted in the wake of the relief operations during the Pakistan earthquake and the Mozambique floods, an Inter-Agency Real Time Evaluation (RTE) of the relief efforts during the Pakistan floods was launched. The objectives of the RTE are two-fold: (a) to assess the overall relevance, effectiveness and coherence of the response, in the context of humanitarian reform and (b) to provide feedback to support management decision-making and to facilitate planning and implementation.

It is important to capitalize on the learning from these RTEs. The international community has had the opportunity to test out the efficacy of the humanitarian reform package twice in Pakistan. The difficulties in meeting the challenges have produced an opportunity. There is a vibrant, analytical and frank debate on the factors responsible for the successes and challenges of the earthquake and flood situations. This debate needs to be formalized, and the lessons learnt need to be institutionalized particularly to enable the UN to perform effectively as One UN in future emergency situations, especially when dealing with sovereign states in the midst of establishing new institutions. We hope that this RTE will contribute to that debate.

This evaluation is the second in an IASC-endorsed one year initiative to pilot inter-agency real-time evaluations. It was managed by OCHA New York and guided by a headquarters-based steering group of evaluation staff of participating agencies and an NGO representative. In Pakistan, an Advisory Group provided advice to the evaluation.

This report is organized as follows: Section 1: Introduction; Section 2: Systems in transition; Section 3: The Floods – assessment and response; Section 4: Financing; Section 5: Coordination mechanisms; Section 6: Moving on.

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<sup>2</sup> Social Policy & Development Centre, Social Development in Pakistan, *Combating Poverty: Is Growth Sufficient?*, Annual Review 2004



## 2 SYSTEMS IN TRANSITION

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The purpose of this section is to analyze the context in which the recent Pakistan floods occurred in relation to three systems/structures, which are all in the course of major change and transformation. These are the One UN system (globally and in Pakistan as one of the pilot countries for UN Reform), the Humanitarian Reform package and its elements, and the GoP's newly established NDMA. Understandably, the pace and nature of the internal changes, and transformations within these structures, impact upon their complex interactions with one another, changing previously relatively smooth working relationships.

### 2.1 UN REFORM

The concept of “One UN” is at the center of the Report of the Secretary General’s High Level Panel on UN System-Wide Coherence launched in November 2006. The Panel’s recommendations address coherence in three key areas of the UN system: *development*, *humanitarian issues* and the *environment*.

The Panel recommended the establishment of “One UN” pilot initiatives in eight countries to test how the UN family can deliver in a more coordinated way at the country level. The GoP is one of the countries which volunteered to test this approach.

The UN Reform concept envisages establishing ‘One UN’ at the country level, with (i) *one leader*, (ii) *one programme*, (iii) *one budgetary framework*, (iv) *one management practice* and, whenever appropriate, (v) *one office*. The objective of the reform is to reduce fragmentation, and improve efficiency and effectiveness specifically within the UN system

Since the setup of the pilot in Pakistan, there has been significant progress. In January 2007, a document was developed by the UNCT outlining the vision, principles, implementation procedures and governance mechanisms for the pilot. A plan of action has been put forward, with key milestones and results to be achieved, according to a specific timeframe touching upon the core elements of the Reform.

As the 2007 floods hit the country, the GoP and the UNCT were – and still are – working on the establishment of One UN in Pakistan. This work entails a significant allocation of resources from both the UNCT and the Government – as leader of the Reform - including a very considerable time allocated to meetings and work sessions in specific committees, focal points devoted to thematic groups, and the setting up of a High Level Committee co-chaired by the Ministry of State and Economic Affairs and the RC, and of an Executive Panel with representation from the GoP, donors and the UN system. The workload involved in implementing One UN should not be underestimated.

Expectations for the One UN to deliver as one are high, and the response to the floods was seen by many, both within the Government and the humanitarian community, as a potential testing ground for the systems that were still being created, and were in their early stages.

### **Findings:**

- There appears to be general support for the ‘One UN’ agenda, with agreement that the reforms can be expected to enable the UN to speak with one voice, exercise leadership, enable cross-cutting themes (e.g. vulnerability) to be addressed and, thereby, contribute to policy coherence. It is also anticipated that the ‘unified’ identity will enable the UN to interface with Governments and other international and national entities more effectively.
- The floods occurred when the main stakeholders were occupied in the implementation of the plan of action for the One UN. This absorbs a great deal of time and energy.
- Expectations were high, and at times unrealistic, for the humanitarian community, particularly the UN, to start acting in a different way immediately.
- The NDMA was expecting the UN to operate and deliver as One, especially with One Leader tasked to speak with One Voice and to act as reference and contact point for the whole humanitarian system - expanded to the IASC Country Team to respond to the humanitarian situation – in dealing with the Government at the central level, to provide full information about resources available, and to direct the response in the sense of “command and control”.
- In practice, the system – still comprising 18 UN entities with different mandates, different sets of global priorities, and different operational, managerial and delivery systems - was still transitioning and working towards setting up new mechanisms. It was simply not ready to fulfill these expectations in full.
- With the reform process still in its early stages, there appears to some at least to be a lack of full clarity as to what the concept of ‘One UN’ implies in practice, and what success eventually should look like. For example, how far does One UN go? Agency identity is important, therefore should it be subordinated to the One UN principle, and what incentives are there to drive that change? Who is mandated to speak, and for which issues and when? These are just some of the questions that are being asked.
- Such a huge programme of change needs to continue to be fully resourced, with a dedicated change management team, a clear change management strategy and action plan with clear milestones – and constant communication and reinforcement.

## **2.2 HUMANITARIAN REFORM**

The Humanitarian Reform process, launched in 2005 following the work of the Humanitarian Response Review, strives to make the international humanitarian response more reliable, predictable, timely and effective. It aims at enhancing capacity, predictability, accountability and partnership. The four key areas are:

1. **Cluster Approach:** Adequate capacity, enhanced leadership, accountability and predictability in gap sectors/areas;
2. **Humanitarian financing:** Adequate, timely and flexible financing, including through the CERF;
3. **Improved humanitarian coordination system:** more effective and strategic leadership and coordination
4. **Partnership:** More effective partnerships between UN and non-UN humanitarian actors

Some elements of the Humanitarian Reform - specifically the application of the cluster approach - were piloted and put in place in the wake of the 2005 Pakistan earthquake. This resulted in greater coordination and effectiveness. The cluster approach was tested for the first time ever,

and before the timeline originally agreed by the IASC at the global level - set for initiating the roll-out in January 2006 – and before guidelines and tools had been developed, tested and rolled out for implementation.

This experience in Pakistan was an invaluable learning opportunity for both the humanitarian community in Pakistan and at the global level. During the earthquake, the reforms served to provide “a single and recognizable framework for coordination, collaboration, decision making and practical solutions in a chaotic operational environment” as outlined by the IASC RTE that was undertaken in March 2006. At the global level, it provided inputs to test the original assumptions of the approach, develop tools and contribute to moving the Reform Agenda forward.

Since the 2005 Earthquake, progress has been made by the IASC at the global level with respect to the four pillars of the Reform. Tools and guidelines have been disseminated, capacity building initiatives have been rolled out, and more resources are now available. These are steps in the right direction; however, policies are being set while changes are still occurring, and more time and effort is needed to translate and operationalise these changes on the ground.

Many of the actors who responded to the recent floods were part of that earthquake learning, and were faced with expectations from different sides of the humanitarian community to put in place once again a humanitarian response on a similar scale, and as successful as the earlier response.

But the context for the floods response differed from the earthquake in a number of ways – in the earthquake the death and destruction was greater, there was more money available, the One UN reforms had barely started, the politics of the affected areas were different, and there was no NDMA. The GoP had clearly learned valuable lessons and acquired additional experience in dealing with large natural calamities. A significant development was the establishment of NDMA as the focal point for emergency relief management on the government side.

In responding to the floods, decisions were made by the IASC CT to implement the full range of humanitarian response mechanisms, sometimes in the face of unease from NDMA, which were premature in the circumstances. There were even questions raised by a small minority of participants about whether the magnitude of the flooding warranted a full emergency response at all.

Some of the mechanisms worked well, but others did not, and there is little doubt that tension, particularly between the UN on the one hand, and NDMA on the other hand, stemmed in part from these early decisions, made at a stressful time. These issues are examined in more detail later in this report, as is the question of whether the lessons learnt in the earthquake were fully understood and applied for the floods. In summary, we consider that they were not, and this is now the opportunity to reflect on those lessons once again, and keep the learning alive.

### ***Findings***

- There is general support for the Humanitarian Response reform, as an integral part of the broader UN Reform and of the One UN pilot in Pakistan.

- However, the scale of UN and international humanitarian community response required is quite context-specific, varying from country to country and from disaster to disaster. In Pakistan, we consider that the decision to implement the full set of humanitarian reform tools for the floods was premature, without the full support of the GoP. Other options should have been explored more fully with the GoP first.
- There are significant sensitivities vis-à-vis the government of the country affected by a disaster. These suggest the need for the UN and humanitarian community as a whole to exercise a cautious step by step approach to decision-making in the early phases of the response, with great clarity about the forum in which decisions need to be made, when and by whom. This clarity was lacking.

### **2.3 NDMA**

The third transition was the institutionalization of the disaster management mechanism in Pakistan. Following the 2005 earthquake and the disaster management experience thereby gained, the GoP issued Ordinance No XL of 2006, by virtue of which it set up an oversight body called the National Disaster Commission, chaired by the Prime Minister, to lay down policies for Disaster Management (DM), approve the national plan, decide on funding, etc.

The Ordinance also set up the National Disaster Management Authority (and its provincial and district counterparts), and its powers include:

- Acting as the implementing coordinating and monitoring body for DM
- Preparing the national plan
- Implementing coordinating and monitoring its implementation
- Laying down guidelines
- Providing technical assistance for the Provinces
- Coordinating the response to any disaster

In March 2007, the National Disaster Risk Management Framework was published. This is intended to guide the work of disaster risk management, with plans to establish and strengthen policies, institutions and capacities over the next 5 years.

There is no reference to UN agencies or INGOs in the Ordinance, but the Framework names UN agencies as “other key stakeholders”, and states that “all UN agencies are expected to work in close harmony with NDMA and take directions from NDMA about national priorities for risk management and response.” The Framework goes on to express the hope that the One UN system will enable them “to deliver in a more cohesive manner”. In a letter to UN agencies dated 7 August 2007, NDMA set out some “principles for participatory approach”, which require all UN International Organisations and NGOs to coordinate at the national level with NDMA. It also suggests that direct contact with provincial or district governments will “not correspond to NDMA’s mandate”.

It might be that these wide powers and responsibilities were not fully understood, nor their implications fully appreciated, in the humanitarian community. They were big changes, and there had been little time to absorb them when the floods came.

The 2007 floods were the first test for NDMA, and it was understandably keen to establish its authority and demonstrate its capability to lead the flood response. This was quite a challenge, given that it had a small staff, vast areas were flooded, there were security concerns, and there was an international humanitarian community anxious to offer a comprehensive range of support and relief activities on the same lines as it did during the earthquake.

In this case, however, the UN and other agencies found themselves thwarted. NDMA felt that it needed to have full control of the response and showed hesitation, and even resistance, to what the UN felt was a response similar to that exercised during the earthquake.

NDMA's concerns were reflected, and resulted in delays and disagreements over the setting up of the clusters, the launch of the UNDAC assessment mission and eventual joint rapid assessment, and the launch and amount of the Flash Appeal. These delays were compounded by concerns about access and the safety of international staff in sensitive parts of Sindh and, particularly, Balochistan.

There was right on both sides. However, ultimately, in normal circumstances, it must be for the sovereign state to have the final word about the level of international assistance that it needs and wants. Powerful advocacy by the UN and other actors on the basis of humanitarian principles on behalf of beneficiaries (and donors) is of course influential and appropriate, and its offers of assistance appreciated, but it must be very circumspect about seeming to try and insist.

It is important to emphasize that the TORs of this RTE do not include a review of NDMA action in response to the floods. However, the NDMA, its role and its developing management style was a key factor in determining the nature and style of the humanitarian community's own response. NDMA's approach was different to that adopted by the GoP in the earthquake, for a variety of reasons, and the UN was slow to adjust its own approach accordingly. However, it is to be hoped that NDMA will also review its own performance in the floods, in consultation with the UN and other members of the international community, so as to learn lessons for next time.

### ***Recommendations***

1. All three organizational structures are undergoing substantial change processes. These processes need to be adequately resourced, and there should be certainty that the new systems have sufficient capacity to achieve their objectives.
2. Further effort should be made to ensure that, at senior level in both the UN and NDMA, there is a full understanding of each other's mandate, role and authority
3. Greater effort should be made to establish a strong sense of partnership, with both organizations working together towards common humanitarian goals, in accordance with well known and accepted standards.

### **3 THE FLOODS – ASSESSMENT AND RESPONSE**

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This section deals with the assessment of need, the relief response and early recovery operations.

#### **3.1 THE FLOODS**

Despite the high levels of damage and destruction, public awareness of the scale of the disaster was slow to materialize. One reason why information about the flood havoc filtered out of the area rather slowly is its remoteness, not only in terms of location or distance, but also in terms of low road density. As such, communications with the area are weak, even in normal circumstances. Balochistan is politically sensitive, with access strictly controlled; international agency presence was low, media attention was diverted elsewhere (particularly to events at the Red Mosque/Lal Masjid in Islamabad), and some of these areas flood annually in any event.

As has already been noted, the affected areas suffer high levels of endemic deprivation. Preparedness measures were rudimentary at community level, although the GoP did have in place a simple early warning system, which enabled large numbers to be moved to higher ground quickly. The floods came too early for NDMA, however, or its local counterparts, to have had time to put in place more comprehensive measures for training local communities.

NDMA took overall charge of the relief operation. At District and Province level, the response gained momentum, with local authorities and the Army working together, with local NGOs, and those UN agencies, INGOs and other organizations with local presence, to bring relief supplies and shelter to the affected population, many of whom had moved to road embankments and higher ground to avoid the flood waters. It was clear from the beginning that the relief operations were aimed at addressing beneficiary needs as a whole, and not at segmented communities with varying abilities to access relief goods (both physical and social).

Widowed women and orphaned children became the focus of some well-intentioned institutions, but they neglected to view these individuals within the context of the deprivation of entire communities to which they belong. Thus, there were some strategic interventions where those being actively denied access, or those who were unable to access relief (such as the landless, or those belonging to a difference caste) were excluded from being counted as vulnerable. This became problematic at the policy level, as the number of widows and orphaned children was not deemed to be of a serious proportion in comparison to the overall affectees. Thus the opportunity to address vulnerability issues in a robust manner in the implementation of disaster relief and recovery was lost. The issues around data gathering mentioned later in this report added to the problems, as did the lack of resources for protection issues.

On July 2<sup>nd</sup>, the IASC CT decided to implement the cluster approach. After consultation through the IASC at global level, 12 clusters were set up and started meeting immediately.

#### **3.2 ASSESSMENTS**

On 4 July, an UNDAC team was deployed to Pakistan to assist the RC, and discussions commenced with NDMA about arrangements for a joint rapid assessment prior to an application to the CERF, and the launch of a Flash Appeal. The assessment proved problematic. Access to the affected areas was restricted on security grounds and was problematic anyway due to the

flooding. There was also uncertainty as to whether international assistance would be requested by the GoP at all. In the end, it was not. Further delays were caused by NDMA's uncertainty about the need for an UNDAC assessment, and by donors' insistence on more detailed information about the needs.

In the meantime, several agencies and NGOs undertook their own assessments in different areas and using their own assessment tools and applying different methodologies.

Eventually, after a delay of 5 days, a joint rapid assessment was agreed and conducted, using a mix of UN, NDMA and NGO staff. This took time to organize, due to access restrictions caused by security concerns and flooding, and some of the work was done from helicopters. Baseline data was virtually non-existent. Data was gathered from 20 Districts, using a semi-structured questionnaire and methodology designed with the clusters, from district officials and local agencies and, where possible, cross-referenced with local communities. The work took place between 9 and 14 July. It was intended that the data so gathered should be analysed by the clusters so that "hot-spots" could be identified, but this did not happen as not all clusters submitted their analysis reports.

The joint assessment formed the basis a draft Flash Appeal showing that US\$88million was required for relief and recovery work during the first 3 months of the operation. This was considered in New York UN HQs, and by NDMA, to be too high and, indeed, unrealistic in terms of the three month implementation period. The amount was then scaled back to US\$38m, in a process that several respondents complained was non-transparent and demotivating (see post). This figure then became the basis for the Flash Appeal.

Apart from delay, and the confusion over the amount required, the joint assessment examined issues of vulnerability unevenly. The protection-related projects listed in the Flash Appeal were not funded through the Appeal, the CERF, or through donors. To address protection concerns and raise awareness, individual agencies conducted separate assessments to identify protection needs in the flood-affected districts of Balochistan, but some of the assessments restricted protection issues to widowed women and orphaned children, thus providing only a partial picture of the population at risk.

The assessment, and the planning and monitoring of the response, was greatly hampered by the lack of a national management information system or strategy, or the provision of resources to create one.

### **3.3 THE RELIEF EFFORT**

The RTE Team spent only 4 days in the field and, in Balochistan, was only able to visit Quetta (more than 500 kilometres from the affected area). Clearly there was insufficient time for even a cursory field evaluation, and our comments are therefore based on observation and the views of the many local government officials, UN agency, other organisation and NGO staff we met – and by the few groups of IDPs and others affected by the flooding that we were able to interact with.

The provincial and district authorities, assisted by the Army, and led by NDMA at national level, were successful in moving large numbers of people away from the floodwaters and into

temporary camps in schools, or into tents or under plastic sheets along the raised highways. Most seem to have been provided with some clean water and cooked food during the early days of the response. Health and hygiene supplies were also distributed. Notwithstanding the difficulties of equitable distribution, an initial grant of Rs. 15,000 (US\$250) to displaced families was announced and distributed by the GoP.

The UN, and the international humanitarian community as a whole, faced constraints in their response caused partly by funding issues and delay, and partly by NDMA's concerns about the safety and security of non-national personnel, and the difficulty of obtaining NOCs (non-objection certificates) for travel to the affected areas. Some of those interviewed felt that the concerns were somewhat misplaced, others worked round the issues by employing national staff or local NGO partners. For others, difficulties in obtaining NOCs became a major constraint.

NDMA was genuinely concerned to avoid a "free for all" of international agencies, delivering aid in an uncoordinated fashion in sensitive areas. All international assistance was required to be coordinated through Islamabad, and local officials were instructed to refer offers of assistance that came direct to NDMA. This level of central control, though perhaps understandable from the perspective of a fledgling organisation in the process of developing its management style and establishing its authority, was regretted and resented by the humanitarian community, particularly where pre-existing local links and relationships were good.

Most UN and NGO staff felt frustrated and depressed by a sense that there was much more that they could, and should, have been doing, to help those affected, if only they had been allowed to go and do it, and if sufficient funding had been available. For a passionate, able and committed team, this remains a cause of considerable sadness and regret. It is to the credit of UN agencies and the other humanitarian actors that, in the end, substantial quantities of aid were in fact delivered on the ground.

It has not been possible to include specific information from NDMA or the many NGOs and other organizations that contributed to the relief effort. Much information is available from relevant websites, and from OCHA sitreps. However, a list of some of the key achievements of the international humanitarian community as a whole follows:

- More than 385,000 people were provided with static and/or mobile health services. More than 30 partners supported health assessments, the setting up of over 30 mobile clinics and the provision of services in IDPs camps. Teams of doctors were sent in to enhance delivery of care. Medicines were delivered to cover the needs of 150,000 people for 3 months.
- Over 320,000 children were vaccinated against measles, while the Expanded Programme of Immunization continued.
- Over 35,000 people were provided with sorghum seeds for fodder; approximately 185,000 people were provided with wheat, barley, lentils and vegetable seeds and fertilizer; and feed for more than 30,000 sheep, goats and cattle, and deworming kits for more than 190,000 cattle were also provided.
- 25,000 shelters were distributed and 53,000 shelter kits are being currently provided
- 70 transitional shelter schools with 70 "school in a box" kits were distributed.



- Fortified food was provided to 13,600 people; nearly 11,000 children were screened for nutrition interventions; 5,500 moderately malnourished children have been provided with fortified food; 158 severely malnourished children are being treated at Therapeutic Feeding Centers.
- 215,000 vulnerable children were registered and provided with birth certificates
- Free transportation and warehousing was provided for two months, to ensure rapid and safe delivery of relief supplies
- A total of 263,087 people are being provided with safe drinking water, of which 122,137 people are receiving supplies through water tankering operations and 140,950 through the restoration of water supply systems.
- 2,654 latrines were constructed to date (end September) in the flood-affected areas of Sindh and Balochistan for the benefit of 53,080 people.
- A total of 230,443 people were reached with appropriate hygiene messages through hygiene sessions and the distribution of information leaflets.
- 31,190 flood-affected families were provided with utensils for water collection and storage

A final comment on the relief effort relates to the difficulty of establishing with any certainty, due to lack of information and access, the extent to which aid was delivered comprehensively to those most in need. As emphasized earlier, NGOs and government officials told us that vulnerable communities (that also include women and children as the most vulnerable within severely deprived communities) who have faced social exclusion for a variety of reasons were not always the recipients of relief in an equitable manner.

Government officials are understandably proud of their significant achievements, and expressed considerable confidence that the vast majority of immediate relief needs had been addressed. Some national and local NGOs and other organisations, however, felt that possibly substantial numbers of people, particularly in remote areas, had been missed, or received help only sporadically. Given the scale of the recovery effort now required, it is worrying to think that there may be significant numbers of people who are still in need of what is, effectively, emergency assistance, and who may remain in that state for some time to come.

### ***Findings***

- Efforts have been made since the earthquake, and the establishment of NDMA, to develop in partnership with NDMA (based in part on learning from the 2006 earthquake RTE) a set of standard operating procedures on how all humanitarian actors would work together in future emergencies. Discussion about disaster preparedness had started – and then the floods came. The floods came too soon and none of the partners was ready.
- The decision to launch a full scale humanitarian response was premature, taken without full approval or support of the GoP and NDMA, without full consultation with donor governments and key NGOs, and before anyone was clear on what the real extent of the emergency was.
- All this happened at a time when some key figures in UN agencies were away on leave. Of course people are entitled to their leave, but in the absence of a dedicated HC, this means that inevitably there is a risk in holiday periods that momentum is lost, and key decisions are taken without key players necessarily on board.

- We heard concerns expressed by several people in the UN that relationships with NDMA at senior level were only partially institutionalized, and that to some extent they depended upon the personal contacts of key intermediaries. Such personal links are of course vital, but they are not a substitute for strong institutional bonds.
- One of the difficulties caused by the fact that there was no wholehearted agreement with NDMA about the appropriate level of response was that decisions were delayed and/or obscured by the uncertainties that resulted. If there had been a clear, concise step by step set of agreements with the GoP and NDMA at each stage, these uncertainties would have been removed. On the other hand, NDMA was a very new organization and may not have been ready institutionally to make such agreements.
- There is a proposal that has been discussed by the IASC CT to set up a joint decision making Disaster Management Team to handle humanitarian response. This would be smaller than the existing IASC CT, and would be empowered to take decisions quickly and effectively. We consider that this idea should be developed further.
- Many agencies and other organizations conducted their own assessments during the early days of the response and continue to do so. There is no commonly agreed format or framework for these assessments yet, if there were, they could all be used more effectively for the benefit of the entire humanitarian community.
- There is no management information strategy to date, and inadequate resources have been devoted to the task of implementing one. Work on this is now in hand in Pakistan, but there is also a need for a global framework and capacity.
- It was clear that targeting the most vulnerable was difficult, if not impossible, in all the circumstances. Efforts are already being made by the UN and other actors to ensure that the well-known and well-accepted standards and principles governing international humanitarian assistance are accepted and adopted by everyone, and that appropriate promotional and training activities are in place to ensure this.
- UNOCHA SITREPs contained (particularly early on) insufficient information for the reader to judge the urgency of the situation, the scale of needs on the ground or the adequacy and impact of the current response. Several donors complained at the paucity of regular strategic information, and the SITREPs themselves gave little impression of urgency or the scale of the task ahead.
- It has not been easy for other actors to understand fully the mechanisms whereby the UN demonstrates its accountability, in terms of cost effective impact, to key stakeholders, including the national government, other governments and donors, other actors who look to it for coordination and – most importantly – to the beneficiaries themselves.
- The Principles of Partnership among the humanitarian actors of equality, result-oriented approach and responsibility were followed through by the relief community involved in the response. However, we heard concerns expressed by some regarding the transparency of certain decisions, particularly in the early day of the response.

### ***Recommendations***

- Devise, with NDMA and other organizations and agencies, a common assessment framework for use on all assessment missions. We understand that this is already in hand.

- With NDMA set up a Disaster Management Team at senior level comprising UN, NGOs and other organisations, to make and be responsible for all decisions related to a humanitarian response.
- Develop a set of standard operating procedures and contingency plans with NDMA to assist future humanitarian response operations.
- Continue working to ensure the adaptation and operationalization of the standards and principles of international humanitarian assistance (eg; Sphere Standards) by all actors.
- Improve reporting and accountability mechanisms.
- Develop and implement a fully-resourced management information strategy and system for use throughout Pakistan. Good quality information, or the lack of it, has been a major feature of this response, mentioned by most actors as a key inhibiting factor.

### **3.4 RELIEF-EARLY RECOVERY-DEVELOPMENT CONTINUUM**

It is encouraging to note that thinking about early recovery has been a feature of planning right from the start of the floods response. Aspects of early recovery in the Flash Appeal are prominent, and NDMA has been active in urging all parties to focus on this issue. In fact, NDMA has asked for UN and other organizations for advice and assistance in the preparation of the early recovery framework.

The matter of early recovery is significant, given the damage inflicted by the floods and the cyclone and their impact on individuals, communities and infrastructures. Funding needs to meet this challenge will be substantial and an early estimate of the requirements is US \$191 million, based on an assessment conducted by the World Bank and ADB. This assessment has a heavy focus on infrastructure, and it is unclear how the needs of individuals will be quantified and met.

However, there is also the question of the definition of early recovery or, more precisely, where does it begin and where does it end? Early recovery issues are not generally thought to be life threatening in the immediate sense, but can of course be so if not attended to (for example, the damage to water supply systems, washing away of standing crops, problems relating to planting for the next crop because of non-availability or non-affordability of seeds or degradation of the top soil, etc). These issues fall in the twilight zone between relief and early recovery.

The line between early recovery and development is even more difficult to draw. The areas hit by the cyclone and floods are severely infrastructure-deprived and poverty stricken. The pre-existing economic condition in the flood affected areas therefore present a conundrum, in the sense that it is difficult to ascertain whether the absence of a house, a water supply scheme or a road, is a pre-flood or post-flood phenomenon. The situation poses a challenge for the donor community in distinguishing between an early recovery need, on the one hand, from a development need on the other. Many of these definitional issues are country specific and will need to be addressed before moving on to the task of mobilizing resources for the interventions ahead.

#### ***Findings:***

- The absence of a clear defining line between relief, early recovery and development does cause some degree of confusion for donors about which projects are appropriate for funding under which programme. This is an area of rich debate, where there needs to be

an integrated approach, with donors being encouraged to adopt more flexible funding mechanisms

***Recommendations:***

- The Humanitarian community should continue to advise and support NDMA in developing the Early Recovery Framework, in coordination with the Provinces and in line with the Build Back Better principles, and efforts to achieve the MDGs in Pakistan.
- An integrated approach in defining a line between early recovery and development, possibly based on a timeline approach, needs to be established and agreed in each sector.

## 4 FINANCING

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This section looks at the main issues concerning the funding of the humanitarian response. These are the *CERF* and the *Flash Appeal*.<sup>3</sup>

At the outset of the emergency, a number of organizations already operating in Pakistan, either as part of the regular development programme and/or as part of the recovery phase in the earthquake areas, had resources in hand (supply stocks, human and financial resources). They were re-directed and used in the first days of the response. These resources will need to be replenished. Some agencies with internal emergency response funds could access these resources while waiting for the finalization of the Flash Appeal and commitments from donors.

However, some agencies lacked sufficient funds to deliver relief rapidly, and so had to wait for the CERF application to go through. This took 5 days. A quicker mechanism would be very useful to enable the RC to access funds from the CERF. This could be done by giving the RC a special budget at the outset of an emergency, or by setting up a fast track mechanism allowing the release of CERF funds more quickly and flexibly in exceptional circumstances.

### 4.1 CERF

The expanded CERF was set up by General Assembly Resolution in December 2005 and launched in March 2006. The allocation of CERF funding is for projects that cover life-saving activities and are needs-based. It has the following three objectives:

1. Promote early action and response to reduce loss of life;
2. Enhance response to time critical-requirements;
3. Strengthen core elements of the humanitarian response in under-funded crises.

Prior to the issuing of the Flash Appeal, the CERF provided US\$4.4 million for life-saving activities in key sectors including Shelter & Non-Food Items, Health, Water, Sanitation and Hygiene, Food Security and Logistics. These allocations are considered as income against the projects of the Flash Appeal and constitute 45% of the funds received to date. An additional allocation was subsequently given to WFP, bringing the total amount to US\$5.8 million.

There is no doubt that these two allocations were effective, and enabled those UN agencies which lacked sufficient funds of their own to make immediate contributions to the flood response effort, without having to wait for the Flash Appeal. Given the delay in launching the Flash (see post), this is just as well.

There was a time-lag between the start of the emergency, the finalisation of the CERF bid process and the approval of funds in New York on July 11<sup>th</sup>. This exceeded the 72 hours target timeframe from the onset of an emergency. The delay was due to a combination of factors, including the fact that, unusually, the IASC CT made informal approaches to individual donors first. There was also some confusion over the life-saving criteria and on eligibility.

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<sup>3</sup> For detailed information about this area <http://ocha.unog.ch/fts2/>

There is also the longstanding concern of NGOs that they have no direct access to CERF funds (according to the General Assembly Resolution only UN agencies and IOM are eligible to CERF funding), although they can of course, and do, receive funds indirectly by partnering UN agencies. This became more of a bone of contention when the Flash Appeal failed to come even close to reaching its target, adding perhaps to the NGOs' sense of relative disillusionment on this occasion with the way the whole system worked from their perspective. This lack of clarity generated some frustration within the clusters in their efforts to engage NGOs in the prioritization of needs for the CERF.

## **4.2 FLASH APPEAL**

The Flash Appeal was launched by the ERC on July 18<sup>th</sup>, and asked for US\$38.3 million to address the urgent humanitarian needs of the affected population. The projects in the Appeal were approved by NDMA following several consultations. Projects were included using two criteria, i.e. implementation capacity within three months, and within the response strategy of NDMA.

Concerns were expressed over the time that it took to issue the Flash Appeal for this emergency. In normal circumstances, Flash Appeals are developed within the first week of an emergency to enable a fast response. This time delays were caused by the scarcity of information on the affected areas, the delayed joint assessment, and the need to reduce the amount of the Flash Appeal from US\$88 million to US\$38.3 million, at the insistence of NDMA and New York.

Concerns were also expressed about the process that accompanied the development of the document, and the way certain projects were left out in its final version (including protection issues and management information). In particular, many NGOs felt that their projects had not been given adequate consideration and that consultation had been at times limited (despite the fact that the share of NGOs' projects included in the Flash Appeal was higher than in the earthquake).

Donor response to the Flash was low, amounting to only US\$ 9.8 million of which US\$ 4.4 million was CERF contribution. Thus, only 26% <sup>4</sup>of the Appeal was funded and, if the CERF contribution is excluded, only 14% of the Appeal was funded. (By comparison, the Flash Appeal for the 2005 Earthquake was eventually funded to the extent of 118%). Fundraising efforts took place led by the RC/HC, especially in the first month, but there does not appear to have been a substantial international fundraising effort. Other organizations were appealing for funds at the same time, and the results of those appeals can be seen on the Financial Tracking System.

The reasons suggested for the poor response can be summarized as follow:

- There was no appeal from the GoP, nor did it actively support the Flash Appeal.
- The Flash Appeal took too long and donors lost interest and any sense of urgency
- Media attention faded in the wake of other in-country and world events, and the sense of a coordinated and well-communicated "campaign" to raise money was missing.

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<sup>4</sup> This figure as of 30<sup>th</sup> September 2007

- Some donors decided not to provide funds because of difficulties in accessing the affected areas and “seeing for themselves”. There were some who doubted the level of need.
- Donor fatigue and a sense of “too many floods”.
- The Flash Appeal contained a mix of humanitarian and early recovery projects, and some donors could not/did not have the mechanisms or were unwilling to provide funds for the latter.
- Some donors felt that CERF had already provided resources and that no other funds were needed, or decided to give some or all of their money directly to other partners (despite the RC’s urging that all the funds should go through the Flash Appeal).

Following the launch of the Flash Appeal, the RC/HC Office started working on the idea of creating a pool of unearmarked funds against the Appeal. This was initially welcomed by those donors who were looking at different options to provide flexible funding. The concept was originated during the earthquake, but it was not yet fully tested. This time it generated some pledges and commitments. A closer review of the administrative mechanisms showed that there was no specific provision for handling those funds, and that, if the unearmarked funds were split among several agencies, substantial recovery rate charges would be incurred.

### *Findings*

- It took time for the IASC CT to finalise the CERF application, and before doing so they approached donors individually. This caused confusion and concern, given that the CERF exists precisely for this situation. It may also have caused delay in applying to the CERF.
- There was some confusion over who was eligible and what kind of interventions could have been funded, and this caused further delay and frustration.
- Once the application was in, it was decided quickly in New York, after the routine challenges on the figures, and the funding was made available. Ultimately, the CERF did its job as an emergency response fund.
- However, money could have been made available more quickly at the very early stage of the response if the RC/HC had a budget for that purpose or if there was a fast track process for an initial grant of funds
- The process leading up to the agreement of the Flash Appeal was convoluted and confusing. The overall assessment process took too long, due to the time it took to agree on what the process should look like with the GoP, and the total eventually produced of US\$88 million was excessive and unrealistic. It raised expectations amongst agencies and NGOs to a high level, and these expectations were disappointed, with unfortunate consequences for the success of the overall response.
- The process whereby the original amount of the Flash Appeal was reduced to US\$38.3 million was also confused and perceived as non transparent.
- The Flash Appeal included projects for early recovery, and it is encouraging that even at this stage there were plans for early recovery. But agencies are discouraged from including early recovery projects in the Flash Appeal, and this seems anomalous.
- In this case, there was a delay in issuing the Flash Appeal, partly because donors insisted on having a more detailed assessment. The whole point of a Flash Appeal is to raise funds quickly for the response, and where as here this causes delay, it is inevitable that the response will suffer, and issues around the funding of early recovery will become

more prominent. We suggest that the Flash Appeal should be just that, an appeal issued quickly on the basis of as much information as is readily accessible. There should then be scope for either updating the Flash Appeal at a later date (like the IFRC), or for issuing a separate “early recovery appeal” based on further assessment later on.

- We were reassured that every effort was made in country to persuade donors to give to the Flash Appeal. Efforts might have been hampered by the fact that the GoP itself did not appeal for money. This weakened the attraction of the Flash Appeal for donors. Perhaps further efforts should have been made to find an appropriate form of wording that would have enabled the GoP to support the Appeal more actively, and to mount an international fundraising effort.
- It should be much easier for donors to give unearmarked funds against the Flash Appeal without going suffering high charges for recovery rates. It should be possible to create a pool of unearmarked funds for the use of the RC.
- The incident of the Red Mosque/Lal Masjid was a distraction that diverted media attention and affected fundraising.
- Donors were asked to route all funds through the Flash Appeal. Some did, and some opted to fund NGOs and IFRC outside the Flash Appeal. While understanding the desire to maximize the income of the Flash Appeal, we feel it is inappropriate to attempt to limit the donors to one choice only, and that there are advantages to a more diverse approach. However, donations given to other agencies should be taken into account when reviewing the amount outstanding under the Flash Appeal.
- While the principles of good Humanitarian Donorship were generally adhered to, a better balance among the principles could have been applied, especially in relation to timeliness of funding – affected by the request for more detailed assessment - and to advocacy for access.

### ***Recommendations***

- Further consideration should be given to the idea of giving the RC/HC a budget for immediate emergency response, and creating a fast track procedure for CERF in cases of exceptional need, or where there is likely to be a delay in finalizing the CERF application.
- Make sure NGOs and other actors fully understand the criteria for CERF and Flash Appeal, and the application procedures.
- Establish a procedure to allow a “quick Flash Appeal” based on speedy assessment, followed by an adequate full assessment-based update appeal (possibly including early recovery).



## 5 COORDINATION MECHANISMS

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This section outlines the coordination mechanisms that were put in place in the context of the flood response at the central and local levels. Specifically, it looks at the activation of the cluster approach, the role of OCHA and the interface with the GoP.

### 5.1 NATIONAL LEVEL COORDINATION MECHANISMS

**NDMA**, as already described in section 2, is the body mandated to coordinate the GoP response, and indeed the response overall. It reports to the Prime Minister, and has authority over the provincial and district response mechanisms. It also liaises with the Army. In addition, it is the interface between the GoP and the humanitarian community for disaster management.

NDMA has played a critical role in the overall management of the flood relief operations. It has sought to exercise authority, leadership and control at every stage and every level.

Coordination between the UN and NDMA has been tense and problematic on both sides. The reasons for this include: the lack of a shared agreement as to the objectives and strategy of the whole operation; misunderstanding of each other's mandates, roles and responsibilities; lack of systematic data-gathering and, from NDMA's perspective, sharing of information on international relief efforts and capabilities; a fundamental difference of approach between overtly centralized, on the one hand, and the more participative and consultative approach of the humanitarian community on the other. This has produced unrealized expectations and disappointment on both sides.

**RC/HC:** The RC/HC is the most senior UN Official in the country, the interface with the Government at the highest level. He/she coordinates the work of the UN Country Team. The RC is the "One Leader" within the One UN pilot. At the onset of an emergency, in agreement with the IASC at the global level, the RC is appointed as Humanitarian Coordinator, with the key function of representing/coordinating the humanitarian community through the IASC Country Team (which represents the members of the IASC present in the country, including the heads of UN agencies, INGOs and NNGOs, IOM and IFRC). It is chaired by the RC/HC, and it is the highest body in the humanitarian system at the country level for coordinated strategic planning and decision-making.

In addition, there is a General Coordination meeting which includes cluster heads, INGOs, NNGOs, IFRC, IOM and donors. Its purpose is to share information and provide a general overview of the situation, to oversee the work of clusters, and coordination issues. Meetings take place in Islamabad chaired by OCHA (no Government participation). The meeting in the field is chaired/co-chaired by the local authorities.

As in the Earthquake, the RC/HC took the lead in coordinating IASC CT efforts, with his office becoming the center of operations, supported by OCHA.

### *Findings*

- The task of being a combined RC/HC is an extremely difficult one, requiring the capacity to lead and facilitate a large group of individual agencies (all with their own

priorities and agendas), to build strong relations with the Government for the long term, and to manage a major emergency response effectively and decisively. We believe that the role should be split, and that there should be the capacity to appoint a separate HC, preferably reporting to the RC as Deputy . The two jobs require different skill sets, and the HC job demands 24 hour attention, without the “distraction” of the day job of the RC.

- The plethora of teams and committees within the organizational structure of the RC office diffuses decision-making, and confuses decision-makers. The UN decision making process appears complex at the best of times – during an emergency, when there is the need to involve other actors, it becomes even more so. For an effective emergency response, it needs to be less complex. Decisions are needed fast. Strong leadership is an important ingredient, and good “follow ship” from the other agencies; so is absolute clarity about who decides what and when. Buy in from the other actors is also vital, so communication is another important factor. The proposal for the establishment of a Disaster Management Team (see earlier), with delegated authority from the IASC CT to run the relief operation, would help simplify the decision making process in a disaster situation.
- In normal circumstances, under the One UN principle, the RC has no power to exercise overriding authority over the UN agency heads. This certainly makes his/her role a challenging one even in ordinary circumstances, but in a disaster, somebody has to make decisions quickly and demand (and where necessary command) the support of the country team. We felt that the RC should have this authority if exceptional circumstances during an emergency so require

**OCHA** has not had a permanent office Pakistan since 2006. At the start of the floods, OCHA had one staff on loan to NDMA. One week after the start of the emergency, the RC asked for OCHA support. OCHA surge capacity was attached to the RC Office to support the RC and cluster coordination at central and local levels. An UNDAC team was deployed to assist the RC Office in undertaking the joint assessment and setting up the initial response. Surge capacity in Islamabad, and in the field, was weak.

### ***Findings***

- In an emergency situation OCHA has a very significant role, and responsibilities which include developing common strategies, helping to assess situations and needs, convening coordination fora, mobilizing resources, addressing common problems and administering coordination mechanisms and tools. To carry out these responsibilities effectively requires significant human and financial resources, and for these resources to be used and deployed effectively. The general view was that OCHA was under-resourced for this response, both in terms of numbers and leadership, and was unable to fulfill this role fully.
- There was a high turnover of OCHA team leaders with limited capacity in terms of human and financial resources, and a huge task to perform. It was impossible for them to establish their authority and functionality with any credibility.
- OCHA’s role as cluster coordinator is vital but unclear.
- Too many expectations were placed on a small team (which should have been better resourced), or had to be fulfilled by others.

- We were asked to find out if the UNCT felt it had received insufficient support from colleagues in New York and Geneva. Generally, the response was positive, though clearly resource constraints were a constant factor.

**CLUSTERS:** There were high expectations of the cluster system after the perceived success of their introduction in the earthquake response. On 2 July, the IASC CT recommended the setting up of 8 clusters, plus 2 networks to deal with cross-cutting themes. The ERC, after consultation with the IASC at global level, suggested some modification, and eventually 12 clusters were established.

NDMA had misgivings about the number of clusters, indicating a preference for the establishment of no more than 4 clusters. Eventually, after discussions, the full set of 12 clusters was set up on 11th July.

Virtually everyone we spoke to had positive things to say about the clusters. They provided a vital forum for information-sharing and debate, not only with UN agencies, but also with Government and NGO representatives. Whilst clearly bearing some resemblance to the earlier sector groupings, the formality of their positioning in the humanitarian response system gives them the potential to play an increasingly important role in decision-making and coordination at the national, and even the local level, to ensure better operationalisation of the response on the ground. Several people expressed the view that clusters, or some similar structure should have a stronger role to play in coordinating disaster preparedness, disaster risk reduction and lesson learning.

However, on this occasion at least, many actors were disappointed in their performance. Some clusters clearly worked better than others, but we heard frequent comments (with most of which we agree), from both UN agencies and NGOs that:

- There were too many of them, losing sight of the original gap filling function. Early gap analysis should have been done before setting up clusters and would have produced a clear trigger for setting up each cluster
- Their terms of reference, decision-making powers and authority limits were unclear, as are their formal links to the appeal funding process
- The standard of leadership, chairing and facilitation varied, and some cluster heads had too many other responsibilities in their own agencies
- Some cluster heads were perceived as having a conflict of interest between their agency role, and their responsibility as an impartial chair
- People found it extremely difficult to attend all the numerous meetings, especially if they were on more than one cluster, meetings that were often arranged or cancelled at short notice. One UN agency was leading four clusters, a challenging task.
- Too often, the time was taken up by unnecessary information sharing that could have been done electronically or by written update
- Due to access restrictions and time constraints, they were too remote from what was happening in the field, and sometimes failed to keep the field fully informed about their deliberations

- There are no indicators to measure clusters' performance, nor is there any description of what success should look like
- Clusters did not provide learning and strategic priority setting, as was expected. They tended in the early days to become fora to discuss funding – until it became clear that there was no funding. Then some members lost interest.

Added to this, the NDMA was, at best, lukewarm about their added value, and lacked the staff necessary to play an active role in their work or attend them all. The link with the GoP's own sector groupings was sometimes confused and confusing.

It was also widely recognized that the reductions made in the Flash Appeal, through a process seen as lacking in transparency, were very damaging indeed to the credibility of the clusters, particularly for the NGOs. Once it was realized that the clusters had no funds at their disposal, several NGOs, and other agencies, lost interest.

**CLUSTER HEADS** are appointed by those UN agencies or other organizations having responsibility for a specific cluster. Their job is to facilitate at sectoral level the response of the clusters. They are accountable to the HC for issues related to the cluster as a whole, while retaining their normal reporting lines with regard to their own agencies' activities.

Meetings of Cluster Heads took place in Islamabad. The frequency and participation varied. The issues discussed included overview of the activities of the clusters, key elements of the response (such as assessment, funding, security, access) and coordination with the different actors. While they were meant to be more strategic in nature (overall strategic coordination), these meetings were often more oriented to information exchange rather than planning and actual operational coordination. According to the comments received, this was due to the over-multiplication of meetings and over-burdening of existing staff performing multiple functions.

The role and authority of the Cluster Heads meetings is unclear. As an information sharing forum across clusters, they seem to have been effective, but their decision-making power as a group needs to be clarified. Several of the Clusters Heads also have onerous agency responsibilities. Quite apart from the workload implications of this, the dual responsibility gives them potentially a conflict of interest, on the one hand seeking resources for their agencies and, on the other hand, impartially facilitating and coordinating a number of different agencies and NGOs. This is a vital grouping of intelligent hardworking people. They need more support.

At this point, it is appropriate to return to the findings of the 2006 earthquake RTE. In summary, these are set out below:

1. Inconsistencies in understanding of the Cluster Approach by the Pakistan Country Team.
2. Absence of clear definition of roles and responsibilities of the Clusters.
3. Lack of personal authority, leadership experience and group facilitation experience.
4. Conflict of interest and, thereby, need to separate cluster responsibilities from agency mandated functions.
5. Weak sharing of inter-cluster information.
6. Insufficient attention to gender, human rights, environmental issues.

7. Inconsistent participation by NGOs, IFIs, government functionaries, etc.
8. According low priority to early start of recovery process in humanitarian response.
9. Success of clusters partly a function of competent and adept performance of government and military institutions.

From our findings during the floods, it is quite clear that most of these have not been acted upon sufficiently or at all, and indeed we received confirmation at the senior management level that no specific actions were taken to address them during the period after the earthquake.

## **5.2 LOCAL LEVEL COORDINATION MECHANISMS**

Clusters were replicated in the provinces, but mostly in Karachi and Quetta, hence still far from the affected areas. Their quality and effectiveness varied, related as it was to the resources available, the experience of those charged with leading the clusters, and the continuity of staff. During the earthquake, clusters swiftly moved into the field, whilst, during the floods, because of resources and access issues, this did not happen in the same way: so a degree of remoteness from the affected areas was an issue at local level too. This is important from a psychological point of view, as well as operationally.

In Sindh, they did not feature strongly in our discussions with local government officials and the NGOs. The local NGOs felt that there had been insufficient coordination amongst themselves, and with the District, and they wanted to see the District Officers playing a stronger coordination role. In Balochistan, a meeting of INGOs and their local government counterparts spoke very warmly of the effectiveness of the cluster system, in terms of benefits of producing a coordinated and coherent response.

This is early days in terms of the setting up of coordination mechanisms at the local level. The DDMA's foreshadowed in the 2006 NDMA Ordinance have not yet been set up or resourced. So organizations managed with existing structures and mechanisms – and, for the most part, their effectiveness depended on the abilities and the willingness of the participants.

The UN and other organizations themselves have operated through government entities at different levels of authority and decision-making: federal, provincial and even local. Some UN agencies have standing agreements with federal and provincial governments for development programmes, and have long experience working with provincial authorities through their offices in the federal and provincial capitals. Those with the strongest existing links seemed to find it easiest to work with their local government and NGO counterparts during the floods response.

### ***Findings***

- Given the lack of mature coordination frameworks and mechanisms at the local level, it is hard to make a judgment about the effectiveness of coordination and of course the RTE team saw only a small part of the affected area.
- There was a very clear willingness on the part of UN agencies, other organisations and NGOs to work together and to be coordinated, and acceptance by most government officials that such coordination was necessary. From the Ordinance, it seems to be within the role of the PDMA/DDMA to carry this function, but it would need to be resourced.

- UN agencies and other organizations which had pre-existing presence in the area and the experience of working with local partners were able to play an effective role in the relief operations with the resources that they already had available.
- Information was patchy, as indeed it has been throughout the response and at every level.
- There was, however, a sense of disconnect between the clusters at the local level and the clusters in Islamabad. There needs to be better communication between them.
- We had some vibrant and passionate meetings with local NGOs. Many of them had had good support from international agencies. However, they felt that their efforts and knowledge of the local area had been undervalued, and that they were not fully included in the strategy-setting or decision-making process locally.
- Local NGOs did not have enough capacity to attend all the meetings and encountered a number of obstacles, including language barriers.
- Capacity building of local NGOs and local communities is a big task for the future.

### ***Recommendations***

- The decision-making process and structure within the RC's Office needs clarifying, particularly during a humanitarian response.
- The role of HC is a key one in any major disaster situation. A separate HC should be appointed for major emergencies, acting as deputy to the RC: a disaster response expert with leadership and facilitation skills, preferably with prior experience of the country in question.
- A key responsibility of the HC, apart from managing the UN response, is to coordinate work with other actors, and agree with them a common strategy with clear objectives – particularly with the Government. In exceptional circumstances, it should be within the authority of the RC to exercise overriding authority over the UN country heads if exceptional circumstances during an emergency so require.
- OCHA: the role and responsibilities should be clarified, promoted, and fully resourced if it is to do the job properly.
- Cluster Heads should be appointed full time to the role, and should lay aside their agency or other organization responsibilities for the period of the emergency, so that they can be, and be seen to be, independent and separate from programmatic agencies' responsibilities. Their value is their experience in their sector, so it should not be inappropriate to bring someone in from out of the country to undertake the role. In addition, they have to have facilitation and leadership skills.
- The international humanitarian community should offer to support NDMA in the establishment of parallel coordination structures at PDMA and DDMA level. This would help create positive relationships at every level.
- A working group should be established immediately to implement the recommendations of the 2006 earthquake RTE and of this RTE (if accepted).
- Make more effort to improve access to the clusters for local NGOs, and look at ways of enhancing their capacity to participate

## 6 MOVING ON

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We came away from our mission sad that an extremely dedicated and hardworking UNCT did not as a group feel more satisfied with their performance in the Pakistan floods response. They clearly tried their best to make things work the way they seemed to do in the earthquake but, with hindsight, they may have tried too hard, in launching a full scale humanitarian response that the GOP didn't really want, or at least before it was properly ready to agree.

Everything else, the delays, the shortcomings, the disappointments, flowed from this. There was certainly a case to be made for a response at that level, though not everyone would necessarily agree.

But, equally, there was a case for not launching a full response, or for launching something lighter and more flexible and more in tune with what the GOP and NDMA would support. The GOP had its reasons for the ambiguity of its support, some perhaps easy to understand, others less so for passionate humanitarians – but at the end of the day those reasons prevailed.

After the confused beginning, it was all downhill, and the bad start was compounded by a series of unfortunate delays, things going wrong, and misunderstandings, that has left a lot of very good people feeling bruised and unhappy, notwithstanding some substantial achievements in terms of the delivery of aid on the ground.

Now it is time to move on. If relationships have been strained, this should not be permanent. If the lessons can be learned, those that we have tried to highlight in this report, and if all those good people on all sides can put behind them a bad experience, then something good may yet come out of the Pakistan floods response of 2007.

## **APPENDICES**

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- A Methodology
- B Terms of Reference
- C The RTE Team
- D Meeting Schedule
- E National & Regional Map of Pakistan
- F Chronology of Events
- G Cluster Teams
- H Bibliography
- I Finance Tables
- J Recommendations



## APPENDIX A

### METHODOLOGY

The RTE was almost entirely based on detailed interviews by the RTE Team with key informants and decision makers in the UN system, members of the international humanitarian community, and government officials and supplemented with an extensive review of secondary documentation. The members of the RTE Team have, predominantly, an humanitarian background

Initial meetings and interviews were held by Sir Nicholas Young and Ms Lucia Elmi in New York over September 13-15, followed by meetings, interviews, and document reviews by the entire team in Islamabad over September 17-19 and September 26-29, and field visits, meetings, and interviews by the entire team in Sindh and Balochistan over September 20-25. The draft report was presented in Islamabad on September 29, in New York on October 1 and in Geneva on October 5. Logistics support was provided by OCHA.

The RTE was delayed by at least one month, with the relief phase almost over. However, there was some advantage to the delay in the sense that key informants could comment with some hindsight. A distinguishing feature of the RTE was that the evaluation took into account the context of UN and humanitarian reform. The principal elements of the Terms of Reference for the RTE included:

- Issues related to UN Reform and external constraints
- Issues in humanitarian financing
- Implementation of Cluster approach and its effectiveness
- Meeting the needs of affected people
- Preparedness/connectedness
- Exit strategies

In-depth interviews were held with the UN Resident Coordinator in Pakistan and the Acting Resident Coordinator, UN agency and cluster heads, the Advisory Group, international and national NGO heads/staff in Islamabad, Larkana and Quetta, Pakistan Humanitarian Forum, donor heads/staff, NDMA head and staff, Sindh and Balochistan PDMA heads, Red Crescent and IFRC staff, Governor Balochistan, local government officials, local NGO activists, and affectees, telephone interviews were held with senior officials in New York and Geneva.

Detailed secondary documentation review, covering UN documents, minutes, correspondence, SITREP, UN, NDMA, etc., websites, federal (NDMA), provincial and district government documents was carried out.

The field visits covered Larkana, Kambar, Dadu, Johi in Sindh and Quetta in Balochistan. In general, the field visit was organized such that senior provincial officials were interviewed in Balochistan, while flood affected areas were visited in Sindh. However, the Sindh Provincial

Relief Commissioner and head of PDMA was also interviewed. Field visits to flood affected areas allowed direct observation of flood damage and living conditions of affectees. Interviews with affectees, men, women and children were conducted. Information provided by affectees and local NGOs tended to correlate with the accounts provided by Cluster heads.

The information was also triangulated through interviewee statements with other interviewee statements, interviewee statements with documentation, interviewee statements with prior knowledge of affected areas, and interviewee statements with direct observation in field.

### TERMS OF REFERENCE - INTER-AGENCY REAL TIME EVALUATION OF THE PAKISTAN FLOODS/CYCLONE YEMYIN

#### *1. Background events leading to the crises*

Floods following four days of heavy rains after cyclone Yemyin on the 23rd of June affected an estimated 2.15 million people in over 6,100 villages in Balochistan and Sindh provinces in south Pakistan. In the province of Balochistan, around 5,000 villages suffered severe disruption of electricity, water and communications. Almost all of the population of 140,000 of Jhal Magsi District was displaced. Reports indicate that over 16,000 houses have been damaged and 107,397 persons displaced in Sindh. In addition, an estimated 350,000 acres of land and 34,000 acres of cultivated land have been inundated.

#### *2. Objective and Scope of IA-RTE*

This is the second pilot of an inter-agency real time evaluation, incorporating lessons learned from Mozambique floods and cyclones RTE. It is a light exercise, focusing on the implementation of humanitarian reform principles, particularly in the areas of fundraising and coordination. More specifically, the objectives of the evaluation are to (1) assess the overall relevance, effectiveness and coherence of the response in the context of humanitarian reform; and (2) to provide feedback to support senior management decision making and to facilitate planning and implementation.

The time period covered by the evaluation is June-September 2007. The evaluation will also look at pre-emergency issues, particularly at how the response to the 2005 earthquake affected the current operation.

#### *3. Resources and Agency Involvement*

The evaluation will be conducted by one international consultant, two national consultants and an UN resource person. The exercise is funded By UNICEF, UNDP and UNOCHA and managed by an UNOCHA Evaluation Officer in New York headquarters.

#### *4. Key Issues to be covered by IA-RTE*

The following areas will be the focus of the IA RTE:

##### **1. Issues related to context of UN Reform and External Constraints**

- i. The appropriateness of triggering humanitarian reform; quality of consultation with the government; the added value of the international humanitarian response as distinct from the government aid response.

- ii. The relationship between humanitarian reform and UN reform; whether the processes helped or hindered each other; suggested ways forward for these two processes.
- iii. The role of external constraints in hampering the international humanitarian response; impact of NOCs and other access issues, political sensitivities related to Baluchistan and the wider political environment.
- iv. Adequacy of funding and causes of any shortfalls; donors' adherence to principles of GHD (funding according to need; funding priorities, monitoring); timeliness of donor funding and trust in agencies.

**2. Humanitarian Financing:**

- v. Effectiveness and complementarity of planning and funding mechanisms (the FA and CERF) in support of the humanitarian and early recovery responses;
- vi. Relationship between the FA and government appeals;
- vii. Participation and funding of NGOs through CERF and the FA;
- viii. Funding of early recovery programmes through common funding mechanisms; funding for training, coordination, including the cluster lead function;
- ix. Coherence of HRC initiatives in resource mobilization;
- x. Criteria for funding in the CERF;
- xi. Decision-making and delay in the FA – how much information makes a FA credible;
- xii. Adequacy of cluster heads as CERF sub-grant managers, turnaround time; dispersal requirements.

**3. The implementation of the Cluster approach and its effectiveness:**

- xiii. Coordination between the UN, NGOs, international financial institutions, and the Government and the National Disaster Management Authority (NDMA); The cluster system as a means to coordinate the UN vs. a way to work with government;
- xiv. Assessment of relations with NGOs according to the recently-adopted “Principles of Partnership”;
- xv. Leadership role of the Resident Coordinator, with specific regard to his role as interlocutor between the clusters and the government;
- xvi. Role of cluster leads as responsible for information management and the monitoring and quality control of the emergency response;
- xvii. Inter-cluster coordination, including within an Early Recovery Network (which includes all clusters);
- xviii. The role and accountability of OCHA in the cluster system;
- xix. The effectiveness and quality of the support functions and communication tools provided by the clusters at the global and the country level;
- xx. Extent to which the different clusters are meeting with performance benchmarks set for their cluster;
- xxi. The cluster roll-out and establishment process;
- xxii. The closing of clusters and transition to Recovery.

**4. Meeting the needs of the Affected Population:**

- xxiii. The timeliness and appropriateness of the international humanitarian aid response to the affected populations; effectiveness of field coordination.
- xxiv. The accountability of the international humanitarian response to the affected population; use of information and analysis.
- xxv. Opportunities for doing humanitarian advocacy in a politically sensitive setting.
- xxvi. Timeliness of assessments and role of joint assessment and monitoring.
- xxvii. Comparison between plans and needs (has the right response been planned given the needs? are there gaps or unnecessary activities?).
- xxviii. Coordination and information sharing between the different assessment processes, including between humanitarian and early recovery assessment frameworks;
- xxix. Involvement of affected populations in the delivery and management of humanitarian assistance;
- xxx. Support provided to local capacities, livelihoods and the capacity of local government and civil society.

#### **5. Preparedness/Connectedness:**

- xxxvi. Factors that facilitated preparedness and a rapid response to the natural disaster;
- xxxvii. Surge capacity;
- xxxviii. Extent to which disaster risk reduction is reflected in the response;
- xxxix. Extent to which the response to 2005 earthquake has affected current operation, including comparison of coordination arrangements under cluster system since the earthquake response;
- xl. Utilisation of early warning and trigger mechanisms, particularly at the local/community level.

#### **6. Exit strategies**

- xxxvi. Extent to which exit strategies are reflected in humanitarian programmes;
- xxxvii. Extent to which the transition from humanitarian action to early recovery has been included in the design of humanitarian projects;
- xxxviii. Role of the Resident Coordinator and the Early Recovery Network in the design of a common early recovery strategy/approach.

### **5. *Methodology***

The methodology will use ‘lite-RTE’ approach which will include methods such as field and meeting observation, site visits, key informants interviews, focus groups discussion, and mini-workshops, and review of secondary documentation. The Evaluation Team will spend one day conducting interviews with staff in New York and Geneva and two weeks in Pakistan, with fieldwork conducted in Islamabad, Quetta (Balochistan) and Lakarna (Sindh province).

At the end of the fieldwork period, there will be debriefings in Islamabad, New York and Geneva, where stakeholders will have an opportunity to feedback on initial findings.

### **6. *Management of IA-RTE***

The RTE will be managed by an OCHA evaluation officer in New York. A small headquarters-based steering group composed of evaluation staff of participating agencies and an NGO representative (FAO, IFRC, WFP, UNICEF, OCHA, Care, UNDP, IOM) will provide guidance on the development of the ToR, neutrality, and quality control of the final product.

A Pakistan-based advisory group will provide substantive feedback and support to the evaluation and its preparation, with one further meeting organised for the beginning and one towards the end of the evaluation. It is made up of people from the NDMA/UNDP, IFRC, UNICEF, UN HABITAT, UNDP, IOM, SPO, Concern, World Vision and the RC's Office.

The manager of the evaluation will travel to Pakistan prior to the evaluation to ensure that local concerns are reflected in the TORs and to gain Government support and cooperation with the initiative.

## **7. *Proposed Team***

One international and two national consultants are required with the following skills set:

- Experience in emergency response, particularly in natural disaster settings;
- Familiarity with humanitarian reform;
- Excellent knowledge of the UN and NGOs in Pakistan;
- Good facilitation skills;
- Experience using participatory techniques in information collection;
- Knowledge of or experience working with local NGOs or local government structures;
- Experience working on gender issues.

An UNICEF Programme Officer will also participate in the team, acting as resource person, compiling and analyzing secondary information sources, obtaining required information from HQ and the field and preparing power point presentations. Her participation on the team will also encourage learning and help ensure that the recommendations from the evaluation are taken on board.

An intern with OCHA in Pakistan is collecting relevant secondary documentation.

## **8. *Timeframe***

July 16	ToR drafted
Aug 2	ToR sent to Field and potential partners for comments
26 Aug – 2 Sept	Preparatory mission to Pakistan by Evaluations Officer
Sep 9	Finalization of ToR
14 Sep	Evaluation Team Leader (TL) visits New York for debriefing
17 Sept	Interviews in Islamabad, beginning with visits to RC/HC, NDMA, Pakistan Humanitarian Forum and
20 Sept	Meeting with local Advisory Group and travel to Quetta
22 Sept	Travel to Lakarna (tbc)
24 Sept	Return to Islamabad and preparation of initial findings (tbc)

28 Sept	Presentation of initial findings and draft report to Advisory Group, IASC CT, Pakistan Humanitarian Forum and NDMA
1 Oct	TL presents initial findings in NY
4 Oct	TL presents initial findings in Geneva
12 Oct	Report finalised

## **9. *Expected Outputs***

- A concise and fully edited report in English which describes the disaster, the response and key achievements, challenges and recommendations. The report summary will be translated into relevant local languages. The report should not exceed 20 pages;
- A two-page executive summary of key findings and recommendations;
- A matrix of evidence presented in an Annex (each main finding to be supported by three pieces of evidence or eliminated);
- A power point presentation containing key findings and recommendations. Presentations made to donors, NGOs, NDMA, IASC, global cluster leads, IASC CT and UNHQ;

## **10. *Use of IA-RTE***

The draft report will be discussed during a field exit workshop to validate findings and facilitate “real-time” follow up on recommendations by field managers. During and following the exit workshop, RC-HC/agencies/clusters will seek to agree on how to address the recommendations via a management response matrix for immediate implementation. The report will be presented to the IASC, highlighting issues that require global level follow-up. Follow-up actions will be recorded in the form of management response matrix by the IASC.

### *THE RTE TEAM*

**SIR NICHOLAS YOUNG** (Team Leader) is Chief Executive of the British Red Cross. He qualified originally as a lawyer, specializing in company/commercial work, in the City of London and Eastern England, where he was a partner in a leading firm of lawyers. He moved into the voluntary sector in 1985, setting up nursing homes all over the UK for the Sue Ryder Foundation. Following an initial period directing the community work of the Red Cross in the UK, he then became Chief Executive of the Macmillan Cancer Relief, one of the leading cancer organizations in the UK, before returning to the Red Cross in 2001.

He has served on numerous government, International Red Cross and voluntary sector committees and working groups.

He was knighted for services to cancer care in 2000.

**LUCIA ELMI** is an Emergency Specialist in the Office of Emergency Programmes, UNICEF New York HQs. She has worked for 11 years in the field of humanitarian action serving in former Yugoslavia, the Middle East, Indonesia and Afghanistan with NGOs and the UN. She has a background on Planning, Monitoring and Evaluation and has participated in various evaluations in the field. She is now based in UNICEF HQ working on field support for countries facing humanitarian crises.

**SABA GUL KHATTAK** holds a PhD in Political Science, specializing in comparative Politics and Public Policy. She is currently a Visiting Fellow at the Sustainable Development Policy Institute, a leading independent research institute in Pakistan that she has headed for five years. She has 16 years of research experience in the development field. Her work focuses on rights based issues in the context of labor, displacement and gender as these intersect with governance, public policy and regional peace and conflict. Saba contributes regularly to journals and books and presents her work at national and international fora. She serves on several advisory committees and boards in Pakistan and abroad.

**KAISER BENGALI** is a Professor at the Shaheed Zulfikar Ali Bhutto Institute of Science and Technology in Karachi. He holds a PhD in Economics and his areas of research interest are: macroeconomic and development issues with respect to inequality, poverty, unemployment, and social justice; regional accounts; regional and urban issues; decentralization and local governance and finance. Professor Bengali is the author of several publications and contributes regularly to journals, books and other publications.



## MEETING SCHEDULE

INTER-AGENCY REAL TIME EVALUATION - DRAFT SCHEDULE							
For any correspondence regarding meeting schedules please contact: Lucia Elmi - <a href="mailto:lelmi@unicef.org">lelmi@unicef.org</a> (+917-981 9074), copied to Ros Young - <a href="mailto:young5@un.org">young5@un.org</a> (+92-307 550 7549) and Farheen Jan - <a href="mailto:farheen.jan@undp.org">farheen.jan@undp.org</a> (+92-307 550 7465)							
Date	Time	Meeting with (Name)	Position	Organization	Contact Number	Email	Meeting Venue
<b>MONDAY</b>							
17-Sep	8.00-8.55	Dr. Bile	Resident Coordinator a.i.	United Nations	0300 850 0198	<a href="mailto:drbile@pak.emro.who.int">drbile@pak.emro.who.int</a>	UN House
	9.00-10.00	Joe Gordon	Chief Security Advisor	UN Dept Safety & Security	0345-8543292	<a href="mailto:joe.gordon@undp.org">joe.gordon@undp.org</a>	UN House
	11.00-12.00	General Farooq	Chairman	Chairman NDMA	051-920 4197	<a href="mailto:fakhan@ndma.gov.pk">fakhan@ndma.gov.pk</a>	PM Secretariat
	<b>LUNCH 12.30</b>					-	
	14.00-16.00	Pakistan Humanitarian Forum	Coordinating body for NGOs	Contact Dorothy Blane	0300-854 2374	<a href="mailto:dorothy.blane@concern.net">dorothy.blane@concern.net</a>	World Vision Office
	14.00-16.00	NDMA and cluster leads chaired by Gen. Farouq				-	PM Secretariat
	TBC	General Nadeem	Chairman	ERRA			
<b>TUESDAY</b>							
18-Sep	9.00-10.00	Heads of Clusters	Coordinators of clusters for floods response	Clusters still operating: WASH, Education, Health, Early Recovery, Food Security, Communications, Nutrition, Housing, Protection, Camp Coordination Camp Management (CCCM)  Clusters that have closed down in the last month: Shelter, Logistics		<a href="mailto:acparker@unicef.org">acparker@unicef.org</a> , <a href="mailto:bhaiplik@unicef.org">bhaiplik@unicef.org</a> , <a href="mailto:bouhakar@pak.emro.who.int">bouhakar@pak.emro.who.int</a> , <a href="mailto:usman.qazi@undp.org">usman.qazi@undp.org</a> , <a href="mailto:tim.vaessen@fao.org">tim.vaessen@fao.org</a> , <a href="mailto:sbin@unicef.org">sbin@unicef.org</a> , <a href="mailto:sneupane@unicef.org">sneupane@unicef.org</a> , <a href="mailto:apont@unhabitat.org.pk">apont@unhabitat.org.pk</a> , <a href="mailto:ywarnery@unicef.org">ywarnery@unicef.org</a> , <a href="mailto:imaskun@iom.int">imaskun@iom.int</a>	CPRU/UNDP
	10.30-11.00	UN Country Team	Heads of UN agencies	United Nations (contact Dr. Bile)	0300 850 0198	<a href="mailto:drbile@pak.emro.who.int">drbile@pak.emro.who.int</a>	UN House
	11.30-12.30	Andrew Macleod	Senior Recovery Advisor (Earthquake)	Earthquake Recovery & Reconstruction Agency (ERRA)/UN Resident Coordinator's Office	0300-855 0453	<a href="mailto:andrew.macleod@undp.org">andrew.macleod@undp.org</a>	Guest House (Fortalice Boutique, F7/4, St. 56, Hse No.9)

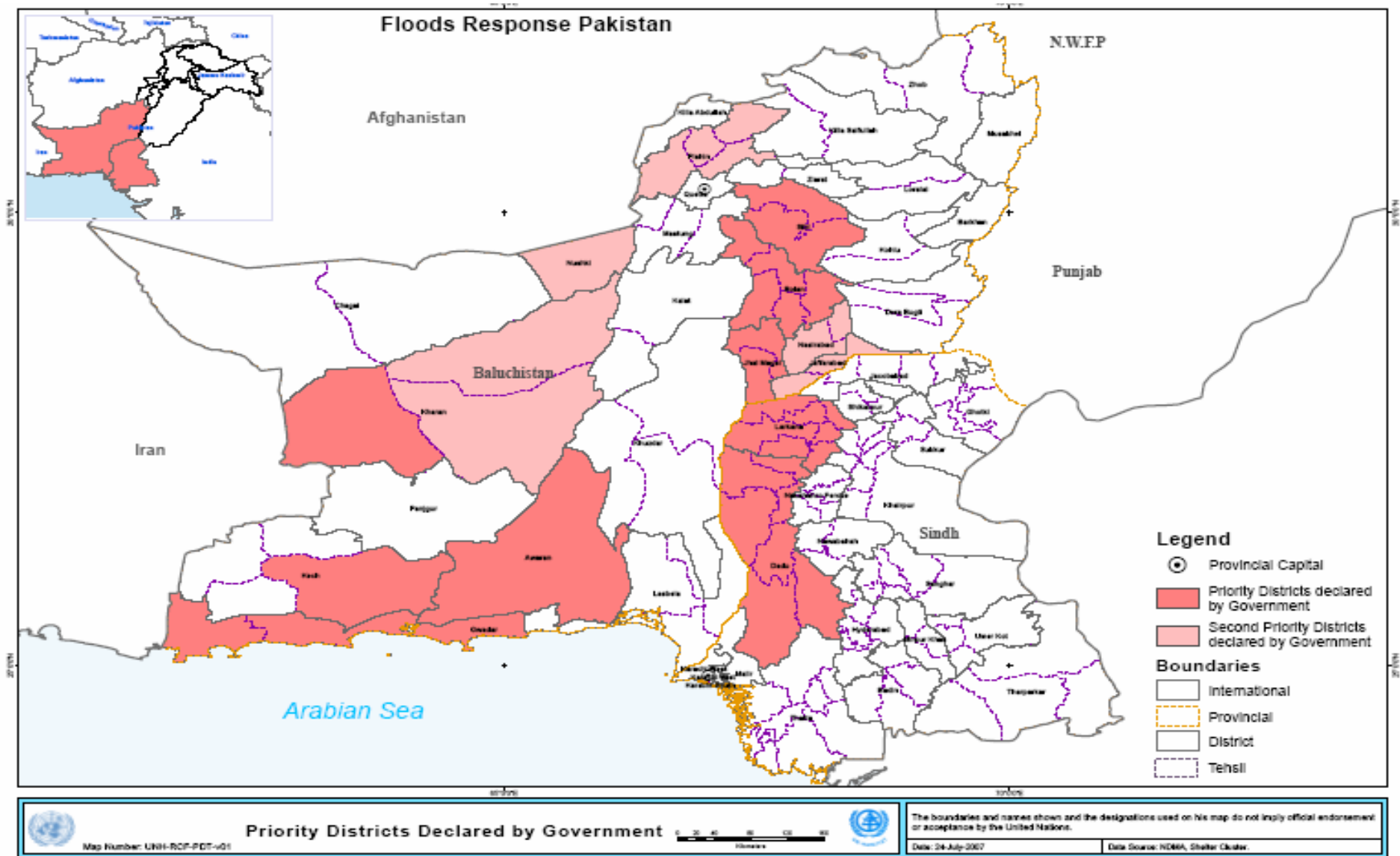
	1.00.-2.00	Usman Qasi	UN Liaison with NDMA	UNDP	0300-500 9453	<a href="mailto:usman.qazi@undp.org">usman.qazi@undp.org</a>	Guest House (Fortalice Boutique, F7/4, St. 56, Hse No.9)
	<b>LUNCH</b>						
	15.00-16.00	Rayana Bou-Haka	Head of Health Cluster	WHO	0300-5010494		Guest House
	16.00-17.00	Anna Pont	Heads of Shelter/Housing cluster	UN Habitat	0301-5324334		Guest House
	17.00-18.00	Violet Speek-Warrery	Head of Protection cluster	UNICEF	0301-8540035		Guest House
	17.00-18.00	Ben Pickering, John Hansell, Andrew McCoubrey	DfID Evaluation team	DfID UK	44-7901-553725		Guest House
	18.00-19.00	Brenda Haiplik	Head of Education cluster	UNICEF	0300-8550745		on the phone
	18.00-18.30	Robert Smith	Head	CAP Section, OCHA GVA	41-22-917-1695, 41-79-444-3792	<a href="mailto:smith50@un.org">smith50@un.org</a>	on the phone
	on the phone	Andrew Parker	Head of WASH cluster	UNICEF	0300-8565186		if RTE team needs clarifications
	on the phone (TBC)	Magdalena Moshi	Head of Logistics cluster	WFP	0300-8526703		did not take place
<b>WEDNESDAY</b>							
<b>19-Sep</b>	8.00-9.00	Alice Shackelferd	Country Director	UNIFEM	0300-8542243		UN House
	9.00-10.00	De. M. Hulkiuz	Deputy Country Dir.	UNFPA	051-8255741		UN House
	9.00-10.00	Zubair Murshed		NDMA/UNDP	0321-504 1899	<a href="mailto:zm@ndma.gov.pk">zm@ndma.gov.pk</a>	Guest House
	10.00-11.00	Graham Strong		World Vision	051-265 1972	<a href="mailto:graham_strong@wvi.org">graham_strong@wvi.org</a>	Guest House
	10.30-11.00	Jonh Moore	Head of Aid	Canadian Embassy	051-2086452		Embassies - Diplomatic Enclave, G-5, Enter from Saudi Gate
	12.00-12.45	Jamie McGoldrick	Head, HRSU	OCHA Geneva	41-22-917-1712; 41-79-2173089		phone
	<b>LUNCH 12:45</b>	Ros Young	OCHA, Head of Office	OCHA			Guest House
	14.00-15.30	RTE Advisory Group		See attached list			UN House
	16.00-17.00	Petri Lahponen	Aid	Finnish Embassy	0345-517-5126; 051-2828426		Finnish Embassy G6/3 Street 89, House 24
	16.00-16.30	Mussadaq Mohammad Khan	Country Manager	UNOPS	0300-8560098	<a href="mailto:mussadaq.khan@un.org.pk">mussadaq.khan@un.org.pk</a>	Guest House

	17.30-18.00	Ted Pearn	Team Leader	UNDAC	44-2380-813038		phone
	19.30-20.30	James Shepherd Baron IFRC	ex-Shelter Cluster Head/IFRC		0044 7785703490	<a href="mailto:jamshepbarron@yahoo.com">jamshepbarron@yahoo.com</a>	phone
<b>THURSDAY</b>							
20-Sep	8.00-9.00	Colin Rasmussen	Reconstruction Programme Specialist	USAID	0300-8568498		Mariott Hotel
		Harris Halique	Chief	SPO, local NGO			Airport
	Depart Islamabad 14.00						
	Arr Sukkur16.50						
	Arr Mohenjodaro - Overnight in Sukkur (Dept of Tourism Rest House)						
<b>FRIDAY</b>							
21-Sep	Depart Sukkur 8.30am						
	Drive to Larkana						
	TBC	Field visits Focus group meetings with beneficiaries Mtgs with IFRC, NGOs, DCOs, PDMA, UN, etc					
	Overnight in Larkana (Sapna Inn)						
<b>SATURDAY</b>							
22-Sep	TBC	Continue field visits, mtgs					
		Micheal Jones	Country Director	WFP	0300-855 28 51		phone

	Depart Sukkur 17.30						
	21:00-22.00	Anwar Haider	PRC	PDMA Sindh			Karachi - Marriott Hotel
	21.00-22.00	Steven Loyst, Stacey Winston	Floods Team Ops Manager	IFRC		<a href="mailto:stacey.winston@ifrc.org">stacey.winston@ifrc.org</a> <a href="mailto:steven.loyst@ifrc.org">steven.loyst@ifrc.org</a>	Karachi - Marriott Hotel
	Arrive Karachi Overnight in Karachi (Marriott Hotel)						
<b>SUNDAY</b>							
23-Sep	Depart Karachi Arrive Quetta						
	TBC	Mtg with Relief Coordinator Mtgs with NGOs, DCOs, PDMA, UN, etc					
	Overnight in Quetta (Serena Hotel)						
<b>MONDAY</b>							
24-Sep	TBC	Continue mtgs in Quetta					
	Overnight in Quetta (Serena Hotel)						
<b>TUESDAY</b>							
25-Sep	Depart Quetta Arrive Islamabad						
<b>WEDNESDAY</b>							
26-Sep	13.00-14.00	Christophe Reltein	ECHO	ECHO	051-2271828		EC Delegation
	14.30-16.00	Jan Vandermoortele	RC/HC	UNDP		<a href="mailto:jan.vandermoortele@undp.org">jan.vandermoortele@undp.org</a>	UN House
	16.00-16.30	Alvaro Rodriguez	Country Director	UNDP			
	17.00-18.00	Ben Pickering, Yousef Samiullah, Andrew McCoubrey, Louisa Roberts	DfID	DfID UK			British High Commission

<b>THURSDAY</b>							
<b>27-Sep</b>	13.00-14.00	General Nadeem		ERRA			PM Office
<b>FRIDAY</b>							
<b>28-Sep</b>	14.00-15.00	Report to Advisory Group					UNDP
	15.30-16.30	Report-back to Inter-Agency Country Team					UNDP
	17.00-18.00	Martin Mogwanja	Representative	UNICEF	0300-8544275	<a href="mailto:mmogwanja@unicef.org">mmogwanja@unicef.org</a>	UNICEF
<b>SATURDAY</b>							
<b>29-Sep</b>	11.00-12.00	Wolfgang Gressmann	Head of Operations	International Agency for Source Country Information (IASCI)	0302 8507098	<a href="mailto:wolfgang.gressmann@iasci.info">wolfgang.gressmann@iasci.info</a>	Guest House
	12.00-12.30	Jorge Sequeira	Representative	UNESCO	0300-8561324	<a href="mailto:j.sequeira@unesco.org">j.sequeira@unesco.org</a>	phone
<b>SUNDAY</b>							
<b>30-Sep</b>	<b>Return to NY</b>						

NATIONAL AND REGIONAL MAP OF PAKISTAN



**PAKISTAN FLOODS - CHRONOLOGY OF EVENTS**

**June 25**

- Heavy storm and rains in Karachi, cyclone Yemyin
- NDMA/OCHA informed UNROC of impending cyclone, and stated that the situation was under control and that the response would be coordinated by Provincial and Federal Governments, with the support of the Army

**June 28**

- UNSG issued a statement expressing deep concern at loss of life and damage to property

**June 30**

- UNRCO requested for OCHA Surge Capacity (one person for 3 weeks), and stated that the UNDAC team was not required as yet, but would be if Government asks for assistance.
- It also asked for an update on the mechanism for application to CERF and drafting of Flash Appeal, in case Government would ask for assistance.
- In response to UNSG statement and telephonic request, GoP Foreign Office accepted UN offer of assistance

**July 1**

- US\$ 100,000 OCHA cash grant sent to UNRCO for direct emergency assistance

**July 2**

- IASC CT meeting discussed need for FA and discussion with NDMA on coordination of humanitarian efforts
- Also identified affected districts and decided to mobilize the Quetta office. Decision to deploy national staff in Quetta to establish coordination structures
- Recommended 8 Clusters (Shelter, Health, [Food, Logistics and ICT], Water and Sanitation, Education, Protection, Early Recovery, and Camp Management) and 2 Networks
- Meeting with NDMA, who showed reluctance for UNDAC, but indicated agreement for cluster formation, and in evening presentation to Diplomatic Corp, stated that NDMA structure will be aligned according to Clusters.
- NDMA did not accept offer to mobilize UNDAC and HIC teams
- RC/HC sent request for UNDAC, but not for HIC

- GCM meeting (comprising representatives from UNRCO,PHF, INGOs, NGOs, Kamran Sharif from OCHA/NDMA) informed that Clusters will activated in next 48 hours

### **July 3**

- NDMA did not grant permission for UNDAC team to deploy in Quetta
- NY asked if CERF was required; UNRCO replied that it needed more time to verify if it was needed
- Decision to initiate cluster in Quetta; UNRCO sent Area Coordinator on 5<sup>th</sup>.
- Clusters asked to prepare for FA

### **July 4**

- RC/HC leaves country on official mission (out of country July 4-10)
- UNROC wrote to NY asking for no HQ lobbying for full international access in Balochistan [11]
- NDMA agrees to Flash Appeal, subject to approval of draft before release
- UNRCO send initial draft FA of US\$ 39m (prepared by Cluster heads after sorting projects) to NY and NDMA
- International Agency for Source Country Information (IASCI) proposed Joint Rapid Assessment, NDMA not yet on board
- UNRCO wrote to NDMA that OCHA shipment comprising emergency relief items was available if needed; NDMA agreed
- Arrival of OCHA Surge Capacity

### **July 5**

- Arrival of UNDAC Team
- NDMA meeting with UNRCO, all UN heads of agencies, UNDAC team and donors; first comprehensive meeting
- Donors reluctant to fund unless access to affected areas is allowed and full assessment made
- Decision to launch joint assessment by UNDAC, Army, NDMA, Clusters, NGOs
- Flash Appeal delayed pending assessment

### **July 6**

- CERF application for US\$ 5.8m submitted to NY



**July 7**

- UNDAC deployed in Karachi and Quetta, but as RC Support
- Balochistan: 4 clusters (health, food, protection, water sanitation) established; Chief Secretary, PDMA and Departments on board. Camp Management and Shelter clusters added, but Shelter closed since.
- NDMA asked for 3 clusters only: Health, Water & Sanitation, and Early Recovery

**July 9**

- Joint Assessment mission commenced till July 14, of which 4 days for aerial/ground survey

**July 11**

- CERF application approved for (\$5.8m - \$ 1.4m) US\$ 4.4m, because of GoP objection over food aid; subsequently approved, raising CERF total to \$5.8m

**July 15**

- Clusters provided RC/HC office with another draft version of the Flash Appeal totaling \$88m; RC/HC- presided meeting reducing amount to \$38m to comply with NDMA requests

**July 16**

- Flash Appeal for \$ 38m submitted to NY

**July 18**

- Flash Appeal launched in Geneva, with keynote speech by Pakistan Ambassador

**July 25**

- UNRCO deployed staff in Karachi for relief effort in Sindh

**August 1**

- Sindh Clusters established (Health, Water & Sanitation, Protection, Camp Management, and Nutrition). No resources for field presence, so limited in Karachi

## CLUSTER TEAMS

<b>Cluster</b>	<b>Lead Agency</b>	<b>Partners</b>
<b>Shelter</b>	<b>IFRC (convenor)</b>	UNHCR, Concern, Oxfam, Save-UK, Save-US, Islamic Relief, CRS, Focus, Malteser-ACTED, ARC, HAI, CWS, NRC, Oxfam, IFRC-PRCS, Mercy Corps, SPO, World Vision, Taraqee, Premiere Urgence, CARE International, IOM, UN-Habitat, and BRSP.
<b>Health</b>	<b>WHO</b>	Mercy Corps UNFPA ARC Care International Merlin UNICEF Islamic Relief Church World Service- Pakistan/Afghanistan
<b>WASH</b>	<b>UNICEF</b>	WHO Action Against Hunger – USA ACTED ARC International Church World Service Première Urgence
<b>Food Security</b>	<b>WFP</b>	FAO
<b>Camp Management</b>	<b>IOM</b>	NRC Mercy Corps SPO
<b>Protection</b>	<b>UNICEF</b>	UNFPA
<b>Nutrition</b>	<b>UNICEF</b>	Islamic Relief Pakistan Save the Children – USA Mercy Corps Action Contre la Faim
<b>Education</b>	<b>UNICEF</b>	Save the Children US Care International NRSP RSPN
<b>Early Recovery</b>	<b>UNDP</b>	BRSP SPO ILO UN-HABITAT IOM Mercy Corps Save the Children US

		ACTED <i>Action Contre la Faim</i> FAO WFP UNESCO
<b>Logistics</b>	<b>WFP</b>	Logistics Special Operation IOM
<b>Emergency Telecoms</b>	<b>WFP</b>	UNICEF
<b>Coordination</b>	<b>RC OFFICE</b>	OCHA IASCI UN-HABITAT

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## FINANCE TABLES

**CERF Window**  
**Amounts Approved as on 10 July 2007**

<i>Agency</i>	<i>Sector</i>	<i>Amount</i>	<i>Share</i>
WFP	Food	1408.8	24.2
UNICEF	WASH	1287.5	22.2
WHO	Health	896.4	15.4
IOM	CCM	693.8	11.9
UNHCR	Shelter	622.5	10.7
FAO	Agriculture	417.3	7.2
WFP	Logistics	381.1	6.7
UNFPA	(Safe Motherhood)	99.5	1.7
<b>Total</b>		<b>5814.0</b>	<b>100.0</b>

**Flash Appeal  
Funding as on 19 September 2007**

<i>Agency</i>	<i>Sector</i>	<i>Amount</i>	<i>Share</i>
UNICEF	WatSan & Unspecified	3023.9	31.2
WHO	Health	1498.3	15.3
UNHCR	Shelter	1306.5	13.3
MC	ERI & Shelter	791.6	8.0
IOM	CSS	693.9	7.0
Oxfam	Shelter	542.6	5.4
OCHA	CSS	494.3	5.0
FAO	Agriculture	417.3	4.3
IR	Health	401.0	4.1
WFP	CSS	381.1	3.9
Care	Shelter	141.5	1.4
UNFPA	Health	99.5	1.1
<b>Total</b>		<b>9791.7</b>	<b>100.0</b>

**Flash Appeal  
Funding as on 19 September 2007**

<i>Source/Country</i>	<i>Amount</i>	<i>Share</i>
CERF	4398.1	44.9
Australia	1260.7	12.9
Finland	1231.2	12.6
UK	1203.1	12.3
Norway	741.9	7.6
Canada	566.0	5.8
USA	390.6	4.0
<b>Total</b>	<b>9791.7</b>	<b>100.0</b>



**Flash Appeal  
Funding as on 19 September 2007**

<i>Sector</i>	<i>Amount</i>	<i>Share</i>
Shelter & Non-food Items	2975.0	30.2
Water & Sanitation	2134.9	21.5
Health	1998.9	20.3
Coordination & Support Services	975.5	9.9
Unspecified	889.1	9.0
Agriculture	417.3	4.3
Economic Recovery & Infrastructure	401.0	4.1
<b>Total</b>	<b>9791.7</b>	<b>100.0</b>

**Financial Analysis**

***CERF***

Highest allocation is for WFP (24%), followed by UNICEF (22%) and WHO (15%). Sector wise, highest allocation is for Food, WASH and Health

***Flash Appeal***

Highest allocation is for UNICEF (31%), followed by WHO (15%) and UNHCR (13%) for Water & Sanitation, Health and Shelter respectively.

Among INGOs, highest recipient is MercyCorps (for ERI and Shelter), followed by Oxfam (for Shelter)

Sector wise, highest allocation is for shelter, Water & Sanitation and Health

Highest contributors are CERF (45%), followed by Australia (13%) and Finland (13%) and UK (12%)

## SUMMARY OF RECOMMENDATIONS

**I. IASC Recommendations*****Financing***

1. Further consideration should be given to the idea of giving the RC/HC a budget for immediate emergency response, and create a fast track procedure for CERF in cases of exceptional need, or where there is likely to be a delay in finalizing the CERF application.
2. Make sure NGOs and other actors fully understand the criteria for CERF and Flash Appeal, and the application procedures.
3. Establish a procedure to allow a “quick Flash Appeal” based on speedy assessment, followed by an adequate full assessment-based update appeal (possibly including early recovery).

***Coordination mechanisms***

4. The decision-making process and structure within the RC’s Office needs clarifying, particularly during a humanitarian response.
5. The role of HC is a key one in any major disaster situation. A separate HC should be appointed for major emergencies, acting as deputy to the RC: a disaster response expert with leadership and facilitation skills, preferably with prior experience of the country in question.
6. A key responsibility of the HC, apart from managing the UN response, is to coordinate work with other actors, and agree with them a common strategy with clear objectives – particularly with the Government. In exceptional circumstances, it should be within the authority of the RC to exercise overriding authority over the UN country heads if exceptional circumstances during an emergency so require.
7. OCHA: the role and responsibilities should be clarified, promoted, and fully resourced if it is to do the job properly.
8. Cluster Heads should be appointed full time to the role, and should lay aside their agency or other organization responsibilities for the period of the emergency, so that they can be, and be seen to be, independent and separate from programmatic agencies’ responsibilities. Their value is their experience in their sector, so it should not be inappropriate to bring someone in from out of the country to undertake the role. In addition, they have to have facilitation and leadership skills.
9. The international humanitarian community should offer to support NDMA in the establishment of parallel coordination structures at PDMA and DDMA level. This would help create positive relationships at every level.
10. A working group should be established immediately to implement the recommendations of the 2006 earthquake RTE and of this RTE (if accepted).
11. Make more effort to improve access to the clusters for local NGOs, and look at ways of enhancing their capacity to participate
12. The decision-making process and structure within the RC’s Office needs clarifying, particularly during a humanitarian response.

13. The international humanitarian community should offer to support NDMA in the establishment of parallel coordination structures at PDMA and DDMA level. This would help create positive relationships at every level.
14. A working group should be established immediately to implement the recommendations of the 2006 earthquake RTE and of this RTE (if accepted).

## **II. Pakistan IASC CT Recommendations**

### ***Systems in transition***

15. All three organizational structures are undergoing substantial change processes. These processes need to be adequately resourced, and there should be certainty that the new systems have sufficient capacity to achieve their objectives.
16. Further effort should be made to ensure that, at senior level in both the UN and NDMA, there is a full understanding of each other's mandate, role and authority
17. Greater effort should be made to establish a strong sense of partnership, with both organizations working together towards common humanitarian goals, in accordance with well known and accepted standards.

### ***The floods – assessment and response***

18. Devise, with NDMA and other organizations and agencies, a common assessment framework for use on all assessment missions. We understand that this is already in hand.
19. With NDMA set up a Disaster Management Team at senior level comprising UN, NGOs and other organisations, to make and be responsible for all decisions related to a humanitarian response.
20. Develop a set of standard operating procedures and contingency plans with NDMA to assist future humanitarian response operations.
21. Continue working to ensure the adaptation and operationalization of the standards and principles of international humanitarian assistance (eg; Sphere Standards) by all actors.
22. Improve reporting and accountability mechanisms.
23. Develop and implement a fully-resourced management information strategy and system for use throughout Pakistan. Good quality information, or the lack of it, has been a major feature of this response, mentioned by most actors as a key inhibiting factor.
24. The Humanitarian community should continue to advise and support NDMA in developing the Early Recovery Framework, in coordination with the Provinces and in line with the Build Back Better principles, and efforts to achieve the MDGs in Pakistan.
25. An integrated approach in defining a line between early recovery and development, possibly based on a timeline approach, needs to be established and agreed in each sector.

## **III. Other Recommendations**

### ***Coordination mechanisms***

OCHA: the role and responsibilities should be clarified, promoted, and fully resourced if it is to do the job properly.