Final Evaluation Report

Responding to Pakistan's Internally Displaced (RAPID) Fund (RAPID Fund-II)
AID-OFDA-A-13-00019-02

June 2019

Final Evaluation Report

Responding to Pakistan's Internally Displaced (RAPID) Fund (RAPID Fund-II)

Submission to Concern Worldwide

AID-OFDA-A-13-00019-02

30 June 2019

RAPID Fund Phase II Program Period:
September 2, 2013 – March 31, 2019

Contract Reference Number: Reference No ISB/RAPID II Evaluation/18/11/1348 with CMIS No 913

Figure 1: *The flood affected beneficiaries in district Sohbat Pur, Balochistan using the transitional shelter* provided by RAPID-sub-grantee through USAID-OFDA funding. The shelter was provided in 2014 and is still in use due to periodic mud coating by beneficiaries.

GL⊙W CONSULTANTS   HUMANITARIAN ADVISORY GROUP

Disclaimer

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government or Concern Worldwide.

Produced By

This final evaluation report is produced by GLOW Consultants Private Limited in collaboration with Humanitarian Advisory Group.

Concern Office Address

Concern Worldwide – Pakistan

Ground Floor, UFone Tower, Plot# 55-C, Jinnah Avenue, Blue Area, Islamabad, Pakistan

T: +92(0)-51-2310601-4

F: +92(0)-51-2310605

E:program.directorrapid@concern.net

W:www.concern.net

Responsible

Mubashir Ahmed, Country Director, mubashir.ahmed@concern.net

Aamir Malik, Program Director RAPID Fund, program.directorrapid@concern.net

Ishtiaq Sadiq, Deputy Program Director RAPID Fund, ishtiaq.sadiq@concern.net

Evaluation Team Contact

GLOW Consultants Private Limited,

Office 202, 2nd Floor, New York Icon Building, Sector C,

Bahria Enclave, Islamabad, Pakistan

T: +92 51 272 15 10 / +92 345 85 75 974

E: info@GLOWconsultants.org

W: www.GLOWconsultants.org

Evaluation Team

Saeed Ullah Khan (Team Leader); Zaki Ullah (Deputy Team Leader); Kate Sutton; Josie Flint; Sarmad Hussain Khan; Samina Alvi; Mushtaq Ahmad; Zia Ul Islam; Muhammad Ismail; Salim Khan; and Shaheer Khattak

Acknowledgements

The evaluation team would like to extend its deepest appreciation to all those who actively facilitated and contributed to this study. This includes program beneficiaries, sub-grantees, applicants, government officials, Concern Worldwide and OFDA team members and other stakeholders.

Figure 2:　　　*A water channel restored in Chitral after the earthquake by RF (Photo Credit: GLOW)*

Contents

List of Figures

List of Tables

List of Abbreviations and Acronyms

A&FS	Agriculture and Food Security	LSRC	Logistics Support and Relief Commodities
ADF	Al-Falah Development Foundation	MYHP	Multi Year Humanitarian Program
AJ&K	Azad Jammu and Kashmir	NDMA	National Disaster Management Authority
AVDP	Ayun And Valley Development Program	NFIs	Non-Food Items
BDRP	Building Disaster Resilience in Pakistan	NGO	Non- Governmental Organizations
BSDSB	Bright Star Development Society Balochistan	NHN	National Humanitarian Network
CAD	Creative Approaches for Development	NOC	No Objection Certificate
CAFOD	Catholic Agency for Overseas Development	OECD DAC	Organization for Economic Co-operation and Development - Development Assistance Committee
DDMA	District Disaster Management Authority	OFDA	Office of Foreign Disaster Assistance
DRR	Disaster Risk Reduction	OIG	Office of Inspector General Office
EPS	Environmental Protection Society	PDMA	Provincial Disaster Management Authority
EHSAR	Education, Health, Social Awareness & Rehabilitation	PHF	Pakistan Humanitarian Forum
EOI	Letter of Intent	PKR	Pakistani Rupees
EPI	Expanded Program on Immunization	PRDS	Participatory Rural Development Society
ERMS	Economic Recovery and Market Systems	RAPID	Responding to Pakistan's Internally Displaced Population
FATA	Federally Administered Tribal Area	RF	RAPID Fund
FORT	Frontier Organization for Reforms and Transformation	RNA	Rapid Need Assessment
FGDs	Focus Group Discussion	S&S	Shelter and Settlement
FOG	Field Operations Guide	SF	Sami Foundation
FRDP	Fast Rural Development Program	SF	Sukaar Foundation
HCIM	Humanitarian Coordination and Information Management	SDS	Sindh Development Society
HIES	Household Integrated Economic Survey	SWRDO	Sangtani Women Rural Development Organization
IASC	Inter-Agency Standing Committee	TI-P	Transparency International Pakistan
TDPs	Temporarily Displaced Persons	UN	United Nations
INGO	Int. Non-Governmental Organization	UNOCHA	United Nation Office for the Coordination of Humanitarian Affairs
KIIs	Key Informant Interviews	USAID	United States Agency for International Development
KP	Khyber Pakhtunkhwa	WASH	Water, Sanitation and Hygiene
		WHO	World Health Organization

Executive Summary

Over the last decade, Pakistan experienced several large-scale man-made and natural disasters. This includes displacement and return of millions of people from conflict-affected Federally Administered Tribal Areas (FATA) and Khyber Pakhtunkhwa (KP), large-scale floods, prolonged drought situations and three major earthquakes. The vulnerability of the affected population was aggravated by limited access to basic services, protracted instability and access challenges which negatively impacted service delivery. As a result, millions of people, including women and children, were in need of humanitarian assistance in Pakistan.

"Responding to Pakistan's Internally Displaced Population" (RAPID) Fund (RF) is United States Agency for International Development's Office of Foreign Disaster Assistance (USAID-OFDA) supported program in Pakistan implemented by Concern Worldwide. The first phase of RF was completed in 2013.The RAPID Fund-II (RF-II) addressed the urgent relief and early recovery needs of disaster-affected populations in Pakistan. RF-II awarded sub-grants to local and international Non-Governmental Organizations (NGOs) in coordination with respective authorities and humanitarian clusters. The second phase of RF was launched in 2013 and was completed in March 2019. RF-II responded to four types of emergencies: complex, floods, earthquakes and drought emergencies. Concern has reviewed 538 sub-award applications and approved 126 sub-awards up to December 2018 under RF-II.[1] It reached approximately 2.9 million people (1.41 million men and 1.47 women) against the target of 2.8 million in OFDA's eight thematic sectors in 29 districts of Pakistan.[2] Overall, RF-II delivered 25.9% projects in Water, Sanitation and Hygiene (WASH), 18.2% in Shelter, 16.3% in Health, 11.2% in Agriculture and Food Security, 10.3% in Logistics Support and Relief Commodities (LSRC), 4.3% in Economic Recovery and Market Systems (ERMS, 4.3% in Humanitarian Coordination and Information Management (HCIM) and 9.5% multi-sectorial projects. The third phase of RF is already approved which makes this evaluation even more important as learning from this exercise will guide the finalization of RF-III design.

This report was commissioned by Concern Worldwide to evaluate RF-II program with a particular emphasis on the program relevance and appropriateness, coverage, coordination, efficiency, effectiveness and capacity building. A mixed method evaluation framework was adopted including both qualitative and quantitative methods. The qualitative methods included 58 Focus Group Discussions (attended by 539 participants including 235 women), 104 Key Informant Interviews (54 government officials), 37 Transect Walks and 651 household survey respondents (including 295 women). Quantitative data was collected from 10 districts covering over one-third of all RF-II program districts and 24 partners.

RF-II has been successful in reaching agreed results, provided multi-sectoral needs-driven assistance in a variety of contexts including floods, earthquakes, droughts and complex emergencies. RF-II has remained readily available for response, easily accessible to local NGOs, flexible to changing needs and reaching the most vulnerable. This mechanism has a positive reputation within humanitarian forums and the communities in disaster/conflict prone districts. With over 8 years of successful accomplishments, RAPID has become a brand itself for responding to the critical humanitarian needs.

Key findings in relation to the key evaluation criteria:

Relevance and Appropriateness: RF-II was highly relevant and appropriate to the needs of Pakistan, which is a country prone to natural disasters including floods, earthquakes, droughts and man-made disasters. The country is amongst the top-ten countries most affected from the climate change. INFORM, which is a collaboration of the Inter-Agency Standing Committee Task Team for Preparedness and Resilience and the European Commission, has ranked Pakistan at 13 amongst 191 countries for hazards and risks. In addition, the country faced a decade of complex emergency associated to the recently merged KP districts. In these circumstances, RF-II was an excellent humanitarian instrument to reach out

---

[1] 3 sub-awards were cancelled, 7 sub-awards were terminated after signing of contract agreements. The lack of NOC from DMAs was the prime reason for cancellation and termination of these sub-awards, RF-II successfully completed 116 sub-awards.

[2] As per RF-II last modification, estimated total target beneficiaries were 3 million individuals. Whereas, the sub-awards cumulative original target beneficiaries were 2.8 million individuals.

to the vulnerable communities affected from natural disasters or complex emergencies. RF-II prioritized reaching out to the EVIs including persons with disabilities. RF-II adhered to international standards such as SPHERE, OFDA guidelines as well as Cluster and government department inputs.

Coverage: Based on the evaluation findings, RF-II responded to various large-scale disasters across Pakistan and it was able to cover needs in all geographical areas of Pakistan where assistance was needed. RF-II was able to respond to different natural emergencies covering both natural and man-made disasters as well as slow and sudden-onset emergencies. With 116 projects and 46 partners, RF-II was able to maintain a presence throughout the country despite a difficult operational context. Challenges included obtaining necessary permissions from the government, operating in conflict zones (e.g. North and South Waziristan) and hard-to-reach mountainous areas of Shangla and Chitral. RF-II did not assist people affected by small scale emergencies with as it was outside the mandate. It was expected that the local institutions have the capacity to respond to small scale emergencies. In addition to geographical coverage, RF-II was able to cover the most important thematic sectors such as shelters in the event of emergencies.

Effectiveness: RF-II managed to reach out to 2.908 million beneficiaries (1.431 million men and 1.477 women) through successfully completing 116 projects. This is an achievement in and of itself given the nature of RF-II activities and its operational context. RF-II was not only able to reach overall target beneficiaries' numbers, but also reached program milestones for different thematic groups. This was achieved through working on issues relating to floods, earthquakes, droughts and complex emergency projects over the last five years. RF-II was able to engage the beneficiaries in activities though encouraging female participation although engagement was comparatively low due to cultural constraints. Engagement of local CSOs was one of the key successes of RF-II approach that led to improved community participation. The communities showed satisfaction with the assistance they had received. RF-II was able to provide essential emergency humanitarian assistance to the affected populations throughout its project cycle.

Efficiency: From a cost efficiency perspective, RF-II followed competitive processes to award each sub-grant, and was able to deliver better value for money for the overall RF-II. However, there was a time-delay in providing humanitarian assistance when a disaster occurred. With lower operational costs and efficient program delivery input costs, per beneficiary cost for RF-II was lower in hard to reach areas. This made RF-II a more cost-efficient instrument compared to similar funds. The evaluators understand the field challenges such as access restrictions and delayed call for assistance from the government. Therefore, the evaluation would like to acknowledge the major achievements under RF-II, however, the evaluation still suggests that Concern/RF team may sit with OFDA as how best to save some time prior to the start of a response by agreeing on certain triggers.

Recommendations

1) **Monitoring, Evaluation and Learning:** A structured Logical Framework Agreement (LFA) should be developed for RF future interventions. This will help in tracking the impact and progress of RF-III. The LFA for RF-III should be developed and agreed with OFDA from the outset of the program. Following this, the LFA should be reviewed and agreed annually with OFDA to account for any changes in circumstances. The LFA will help RF-III to capture outcome-level project information as well as collecting output level data. RF-III may also consider further strengthening of assessments and analysis, especially at the early recovery response stage to facilitate the decision-making process. RF-III may consider documenting lessons learnt through post-action reviews after every major emergency response and share these findings with key stakeholders. As part of organizational learning framework, it may consider commissioning a midterm evaluation to identify possible avenues for midcourse correction.

2) **Strengthening capacity of NGOs/Institutions:** RF-III should include a greater focus on improving capacity building of local NGOs. This will involve focusing on crucial areas that are essential for the

delivery of humanitarian assistance. This should include needs assessments, beneficiary identification, monitoring and evaluation, report writing and other project management functions. On-the-job training, standalone specialized training and the secondment of RF-III staff to sub-grantee/partner are some of the options RF may explore for better capacity building. In addition, cross learning opportunities between partners will support these capacity building measures. RF-III should carry out standalone capacity building projects to build capacities of NGOs and relevant government institutions. This will not only help with bringing on board new partners but will also improve quality of assessments. It may also lead to a reduction in response time through high quality proposals. This will also be the key for RF exit strategy from Pakistan at the end of RF-III.

3) **Response Planning:** RF-III may include the development of different triggers that could entail different type of responses. This will involve overall response triggers as well as thematic response triggers. This can be linked with Concern's response triggers as well as OFDA own response parameters. For example, for a large-scale sudden onset emergency, RF may decide to be on the ground within a week of the emergency. This may involve using pre-identified partners for the needs' assessments and responses. Certain considerations could include: the scale of disasters with consideration of total number of affected people and geographical areas, the UN and Government of Pakistan decision respond to the needs and/or the request for assistance from provincial authorities for mobilizing existing resources. RF in consultation with OFDA can further explore the possibility of utilizing and replenishing Concern contingency stocks. This may require adding a budget line in the RF budget. RF may also consider the overall sub-award time to save time e.g. pre-disaster identification of potential sub-grantees in the high-risk areas and completing due diligence for them.

In future sub-awards, RF-III may consider funding separate (standalone) protection projects to meet the protection related needs of the affected communities. Similarly, it may assign longer project implementation periods for certain activities such as for food security related activities. Due to climate change, there are more frequent, smaller or localized disaster events taking place across the country. It is more likely that these events receive less attention from the government and humanitarian actors and consequently sufficient assistance does not get to the communities. Therefore, RF may consider providing assistance in such cases, if the situation meets OFDA and Concern response criteria or triggers.

4) **Operational Considerations:** RF-II had a strong grant management system. To further build on this system, the sub-grantees should be encouraged to upload all the required documents especially procurement related documents to the online system as early as possible to avoid any delays and overburdening at the project completion stage. Minor changes in the online documentation management may be required for these effects to take place. Similarly, sub-grantee costs should be grouped into one budget line to reduce time required for compliance. For example, costs related to vehicle rent, driver, fuel, maintenance and other transportation should be grouped in one-line item.

5) **Building Upon RF Experience:** RF as a brand name has now evolved into a strong and credible system and provides an opportunity for further expansion. As Concern has the capacity to manage and implement the humanitarian program and the needs are huge, other donors can be approached by Concern to fund the humanitarian responses complementing RF work. RF-III can act as a pool fund where multiple donors can come and contribute.

The following is a summary matrix of RF-II overall achievements:

Evaluation Criteria	Rating 1-5 (1 Low, 5 High)				
	1	2	3	4	5
Relevance and Appropriateness	○	○	○	○	●
Coverage	○	○	○	●	○
Efficiency	○	○	○	●	○
Effectiveness	○	○	○	●	○

Section 1: Methodology

This section provides information on the evaluation methods used for the data collection and analysis.

A mixed method evaluation framework was adopted including both qualitative and quantitative methods for this final evaluation of RF-II. The qualitative methods included Focus Group Discussions, Key Informant Interviews and Transect Walks whereas quantitative methods included household survey. This resulted in a more comprehensive evaluation as the findings are based on more than one method, incorporating both the advantages of quantitative methods that include the ability to compile and summarize large amounts of information, and qualitative information, such as capturing information that may be subjective or unexpected. Through the mixed method approach, the evaluation team was able to create a systematic way to capture, analyze and report evaluation results.

Based on the ToR, the evaluation adhered to the following key evaluation criteria and evaluation questions:

Figure 3:   Overall Evaluation Criteria and Questions

• **Relevance and appropriateness**; To what extent were the RF's humanitarian interventions tailored to the core problems and locally prioritized needs of the most vulnerable, elderly and disabled target groups/beneficiaries? To what extent was the assistance provided in compliance with humanitarian principles and Standards (Sphere, Core Humanitarian Standards and Codes of Conduct)?
• **Coverage:** Has RF funding been directed to the highest priority areas (geographical, thematic, and sectoral) within the response and assisted in hard to reach areas with clear gaps?
• **Coordination:** To what extent were the disaster management authorities (DMAs), clusters, local authorities, government departments, local communities engaged with RF/sub-grantees?
• **Efficiency:** To what extent have the RF funds facilitated timely actions in comparison to other funding mechanisms? Was the RF's interventions cost efficient?
• **Effectiveness:** To what extent is the achievements of sectorial indicators benchmarking/milestones leading to /likely to lead to achievement of objectives set out for RF-II? To what extent has RF contributed to better overall funding for underfunded emergencies? To what extent did effective M&E procedures exist?
• **Capacity Building:** To what extent has the RF contributed to capacity building (technical backstopping) of its sub-awardees as well as other humanitarian organizations for effective humanitarian response?
• **Lesson Learnt:** Identify lessons to be learned to inform the future emergency responses of Concern: Identify examples of best practices in 'what has worked well' and 'what has not worked well'. What could be added or/and done different in future RF programming?
• **Recommendation and Conclusion:** Draw recommendations and conclusions based upon above given criterions' findings.

The final evaluation methodology included the following:

1.1   Literature Review / Documents Review

The evaluation team conducted a desk review of the available secondary data. The evaluation team reviewed: program documents, the indicators table, grant mechanism and management, appraisals, checklists, the proposal, capacity assessment forms, 4W matrix, induction report for the sub-grantees, lesson register, post award procedural requirements, procurement process documents for sub-grantees, mechanism brochure, proposal development guidelines for applicants, remote monitoring strategy, sectoral guidelines for applicants, sub-grant monitoring report, sub-grantee induction ToRs, ToR review panel, training report – proposal development, training report – system, USAID proposal development guidelines, Concern code of conduct & associated policies, and other external studies and documents.

1.2 Focus Group Discussions

58 FGDs with Program Beneficiaries
(48% men, 38% women and 17% mixed group)

The evaluation team conducted Focus Group Discussions (FGDs) with program beneficiaries including individuals and community level committees. Details about the FGDs are given in the table below:

Table 1. FGDs by Gender and Province

District	Number of FGDs				Participants in FGDs		
	Male	Female	Mix	Total	Male	Female	Total
KP and FATA	12	11	1	24	132	107	239
Balochistan	7	5	0	12	64	30	94
Punjab	1	2	5	8	32	43	75
Sindh	6	4	4	14	76	55	131
Total	26	22	10	58	304	235	539

Figure 4: *Focus Group Discussion with program beneficiaries at North Waziristan (Photo Credit: GLOW)*

1.3 Key Informant Interviews

104 — Interviews with key RF staff, sub-awardees, unsuccessful applicants, humanitarian organizations, clusters and government officials

The following table presents a summary of the type of Key Informant Interviews (KIIs) conducted:

Table 2.   Detailed Information on KIIs

Sr. No.	Stakeholder	# of Key Informant Interviews
1	Concern, RF Staff and OFDA	14
2	Sub-awardee and Non-awardee	29
3	Humanitarian Organizations / Cluster	7
4	Government Officials	54
	Total	104

1.4 Transect Walk / Observation

GLOW carried out informal transect walks/observations of the project areas especially in context of functionality of hardware, and recorded the actual situation on the ground. Such data was also used for triangulation purposes. The GLOW team observed drinking water supply schemes, dug wells, hand pumps, latrines and shelter in different regions where RF activities were implemented. A total of 37 transect walks were conducted in the ten districts. The GLOW senior team had a professional engineer with extensive experience in the implementation and monitoring of community infrastructure schemes. He carried out some of the transect walks and also provided training to the other staff on how to capture the data in the field.

1.5 Household Assessment

651 — Household Survey with Program Beneficiaries (55% men and 45% women)

Household assessments were conducted to collect quantitative data from all four emergency response types where RF-II was implemented. The household assessment produced results with 95% confidence level and 3.84% margin of error.

Table 3.   Household Survey Sample Distribution by Geographical Areas

Province / Region	Project Districts	# of Sample districts	Distribution of HH Questionnaires			Response Type
			Total	Male	Female	
KP and FATA	18	5	326	191	135	Complex Emergency, Earthquake and Flood Response.
Balochistan	3	2	120	71	49	Flood Response.
Punjab	2	1	72	45	27	Flood Response.
Sindh	4	2	133	49	84	Flood and Drought Response.
Total	27	10	651	356	295	

The evaluation team purposively selected partners to ensure all emergencies and thematic sectors were captured. This allowed the evaluation team to cover all four emergencies types, and all administrative units across the country.

The following table presents the distribution of household questionnaires by partners and geographical area:

Table 4. Household Survey Sample Distribution by Partner and Response Type

Province / Region	Name of Sample districts	HH Questionnaires carried out with different Implementing Partners	Response Type
KP and FATA	Bannu, Chitral, Shangla, North Waziristan District and South Waziristan District	EPS, Lasoona Organization, SDS, EHSAR Foundation, FORT, ADF, Pak CDP, PRDS, CAD and AVDP	Complex emergency, Earthquake and Flood response.
Balochistan	Jaffarabad and Sohbat Pur	BSDSB	Flood response.
Punjab	Rajanpur	SWRDO and CESVI	Flood emergency response.
Sindh	Jacobabad and Tharparkar	FRDP, Sami Foundation and Sukaar Foundation	Flood and drought response.

1.6 Quality Control and Data Analysis

All quantitative and qualitative data gathered at field level for the purposes of this assignment were triangulated in order to address desired output and developed meaningful conclusions and recommendations. Once clean and quality data was available, a statistical analysis was performed using SPSS. Each file was converted from CSPro 7.1 into SPSS files. Analyzed data is presented in tables, charts and graphs. The qualitative findings were scrutinized and examined by specialists to identify key themes and trends occurring in the responses from structured in-depth Key Informant Interviews and Focus Group Discussions. Coding took place for open-ended responses. Through the analyzed data critical observations were made, key findings were prioritized and conclusions were arrived at and recommendations made.

1.7 Limitation

RF-II sub-grantees had finished their project activities by the time of the evaluation, meaning that in many cases staff members who were involved in the project activities were not readily available. This created challenge for the evaluation team to speak with them. In the case of KP, a significant number of the beneficiaries were TDPs and majority of them had returned home or moved to other locations. It was a challenge to track them in their areas of return. Finally, some government officials and cluster members had moved to other responsibilities and were not readily available for the interviews with the evaluation team. Despite these challenges, the evaluation team, with the support of RF-II and sub-grantees were able to speak with all the important stakeholders and there was no negative impact on the overall evaluation methodology.

1.8   Presentations of Results

Overall evaluation results are presented through an easy to read table with five colors coding, as explained below.

Figure 5:   Key to results ranking matrix

Ranking	Description	Points
Results Fully Achieved	Based on the available data and evaluation findings, the RF program results fully achieved and exceeded expectation. Program management best practices are in place. No corrective actions required. This refers to a situation where all the program activities, processes, documentation, procedures, clarifications meet the objective set out in the program proposal and reflects a solid understanding of the activities and best practices.	5 (Dark green)
Results Mostly Achieved	Based on the available data and evaluation findings, the RF program results mostly achieved meeting acceptable levels. Program management best practices are in place. No or minor corrective actions required. This refers to a situation where all the program activities, processes, documentation, procedures, clarifications meet the objective set out in the program proposal and reflects a solid understanding of the activities and best practices.	4 (Light green)
Results Partially Achieved	Program results partially achieved, and closer to meeting acceptable levels. Some corrective actions are required to fully meet program results as set out in the proposal. These correction actions may or may not be in the control of the RF.	3 (Yellow)
Results Marginally Achieved	Program results are only marginally achieved. They barely meet the quality standards. Substantive corrective actions are required to meet required standards.	2 (Orange)
Results Not Achieved	Program results are not achieved. Serious weaknesses and limitations are observed. There are some serious issues with the implementation. A complete rethinking around the program delivery will be required to achieve the required results.	1 (Red)

Section 2: Discussion and Findings

This section presents key findings in relation to the main evaluation criteria.

2.1   Relevance and Appropriateness

Evaluation Criteria	Rating 1-5 (1 Low, 5 High)				
	1	**2**	**3**	**4**	**5**
Relevance and Appropriateness	⭕	⭕	⭕	⭕	🟢

OECD DAC criteria has been used to measure the relevance (and appropriateness) of RF-II. It included key parameters such as the extent to which the aid activity is suited to the priorities and policies of the target group, recipients and the donor. More specifically, it looks into the extent were the RF-II's humanitarian interventions are tailored to the core problems and locally prioritized needs of the most vulnerable, elderly and disabled target groups/beneficiaries. It also looked into the extent the assistance provided in compliance with humanitarian principles and Standards (Sphere, Core Humanitarian Standards and Codes of Conduct).

2.1.1   Relevance of RF Mandate in Pakistan Context

Overall, RF-II provides relevant assistance to the multi-faceted humanitarian crises faced by Pakistan. Pakistan is highly prone to natural disasters. Many of these natural disasters, specifically floods and drought, are attributed to the effects of climate change. Similarly, there are major fault lines which pass through large areas of Pakistan making it vulnerable to earthquakes. The country has suffered through major earthquakes and floods in the past decade or so. Besides natural disasters, the country is also faced with the consequences of operations against the militants mostly in the formerly known FATA. This complex emergency resulted in the displacement of millions of individuals. The below given information shows the regular and recurrent nature of the emergencies in the country.

Figure 6:   Major Disasters in Pakistan (since year 2000)

Disaster	Scale of the Disaster
Natural Disasters	
2000 Drought	At least 1.2 million people in Balochistan were affected by drought.
2005 Kashmir Earthquake	Approximately 73,000 people were killed and 3.3 million became homeless.
2007 Cyclone Yemyin	At least 730 were killed and 1.5 million were affected.
2010 Hunza Lake Disaster	20 people were killed and, approximately, 20,000 were displaced.
2010 Pakistan Floods	Approximately 2,000 were killed and over 20 million were affected.
2012 Pakistan Monsoon Floods	Approximately 455 were killed and over 5 million were affected.
2015 Earthquake	Northern districts were affected and around 280 people were killed.
2014 Floods	Approximately 367 people were killed and more than 2.5 million were affected.
2015 Floods in Chitral	Caused human losses and severe damage to public infrastructure.
2014-2018 Drought	Selected areas of six districts in Sindh were declared drought affected.
Complex Emergencies	
2009 Swat Complex Emergency	This emergency resulted in the displacement of over 2 million individuals.
2008-2014 FATA Complex Emergency	Severe infrastructure damages and over 3 million individuals' displacement.

INFORM is a collaboration of the Inter-Agency Standing Committee Task Team for Preparedness and Resilience and the European Commission and provides global risk assessment for humanitarian crises and disasters for 191 countries. According to them, Pakistan has an overall natural hazard risk of 7.2, institutional coping capacity risk of 5.3 and vulnerability of 5.1.[3]

Figure 7:   Pakistan Risk Profile by INFORM - 2018
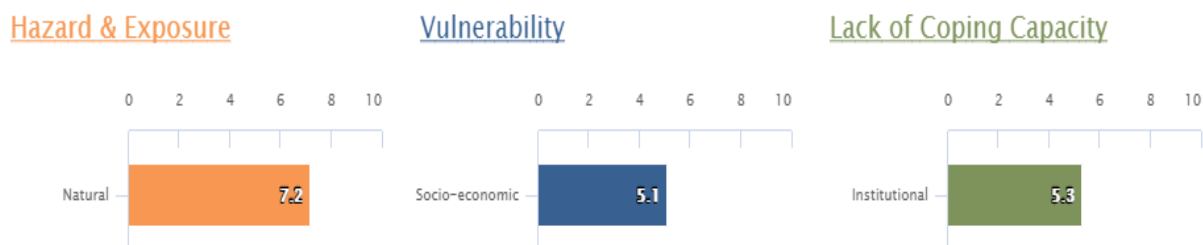
In comparison to other countries (191 countries in total), Pakistan is ranked 19th by INFORM whereas for Hazard and Exposure it is ranked 13th, for Vulnerability it is ranked 37th and for Lack of Coping Capacity it is ranked 59th. These figures present an overall high exposure to risk and high vulnerability.

Figure 8:   Pakistan Risk Ranking by INFORM - 2018

	Value	Rank
INFORM Risk	6.2	19
Hazard & Exposure	7.6	13
Vulnerability	5.7	37
Lack of Coping Capacity	5.6	59

2.1.2   Relevance to Prioritized Needs
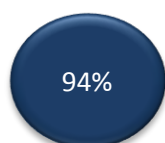
94% HH assessment participants agreed that the assistance provided was amongst their top needs at the time

RF-II identified and prioritized the needs by conducting Rapid Need Assessments (RNAs), and also through working closely with the government and humanitarian clusters. The RF Call for Proposals were based on a Pakistan Government request for assistance whereas the assistance requests in the past few years were not openly announced by the Government. Instead, calls were announced through the relevant local administration, P/FDMA requested for assistance. One example of this is that Chitral district administration requested assistance for earthquake/flood response. In the recent Sindh drought response, local line departments and for complex emergency FDMA requested assistance.

---

[3] http://www.inform-index.org/Countries/Country-profiles

Figure 9:   Drought Notification from Government of Sindh 2018
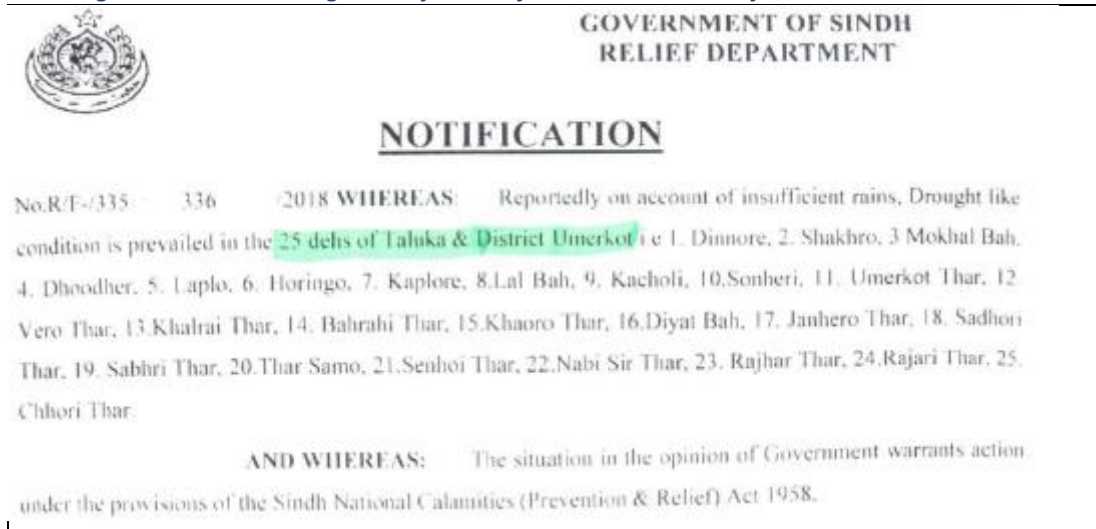
The overwhelming majority, 94% respondents, agreed that the assistance they received from RF-II was needed at the time. When the data was disaggregated by emergency type, it showed that respondents regarded drought, flood and earthquake activities as a higher priority than complex emergency activities, but the difference was marginal.

2.1.3   Relevance to EVIs Requirements

RF-II program intentionally targeted the most vulnerable by explicitly requiring this focus in proposal development guidelines.

24% Assessment households were women headed

11% Respondents had a person with disability in the household

Figure 10:   Conducting survey with a Person with Disability (RF-II beneficiary) in District Bannu (Photo Credit: GLOW)

The median income of the households interviewed during this exercise suggests that these households even fall below the minimum wage of PKR 15,000 (USD 113)[4] per person per month (for unskilled labor). In addition, as per the Household Integrated Economic Survey (HIES) 2015-16, all the mean values for different provinces as mentioned in the table below falls within the lowest income quintile; therefore, suggesting poorer communities were identified for RF support.

Table 5.   Beneficiary HHs Median Income

Beneficiary HHs Median Income				
	KP	Punjab	Sindh	Balochistan
Median Income per Month	PKR. 15,000 (USD 113)	PKR. 6,000 (USD 45)	PKR. 9,000 (USD 68)	PKR. 9,000 (USD 68)

Approximately, 24% respondents who identified themselves as head of HHs were women. Therefore, suggesting the interventions were targeted towards women headed households who are more vulnerable and are at risk.

There was a high proportion of persons with disabilities in the HHs who received support from RF-II. Overall, 11% of the HHs mentioned that they have a person with disability in their household. This indicates that the selection criteria took into account the disability aspect to identify potential beneficiaries. The particularly high disability rate in the respondents from KPK may also include individuals affected by the conflict and/or suffered injuries in earthquakes and flash floods.

Table 6.   Presence of Person with Disabilities in the Beneficiary HHs (By Province)

Presence of Person with Disabilities in the Beneficiary HHs				
	KP/FATA	Punjab	Sindh	Balochistan
Disability	17%	8%	4%	6%

It is important to note that although the above data suggests that the interventions targeted the HHs with disability as a priority, only 46% respondents (response analysis based only on those HHs who had one or more person with disabilities at home) thought that the interventions were designed considering the needs of the person with disabilities and elderly. The respondents who said person with disabilities needs were incorporated mentioned following assistances in which they thought special provisions for person with disabilities were made (response graph of only those participants who had person with disabilities in the HHs).

Figure 11:   Special features integrated for person with disabilities - by type of assistance received

- Agriculture and Food Security
- Economic Recovery and Market System (ERMS)
- Health
- Logistic Support and Relief Commodities
- Shelter and Settlements
- Water, Sanitation and Hygiene (WASH)
- Provision of Winterization Kits

---
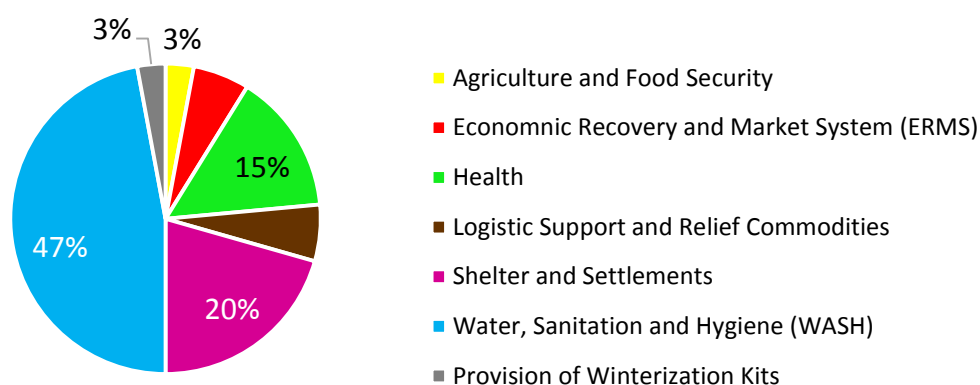
[4] 1 USD=133 PKR average conversion rate in November 2018

The graph below suggests that as the RF-II progressed, the integration of persons with disabilities needs in the interventions also improved. This could be indicative of improved understanding of the issue by the RF-II program (learning from the past experience). The trend analysis of the feedback received from HHs that included a person with a disability shows that there was an increase in inclusion of special features in RF II interventions for the disabled persons over time. The response graph shows those participants who had person with disabilities in the HHs.

Figure 12:   Special considerations for person with disabilities
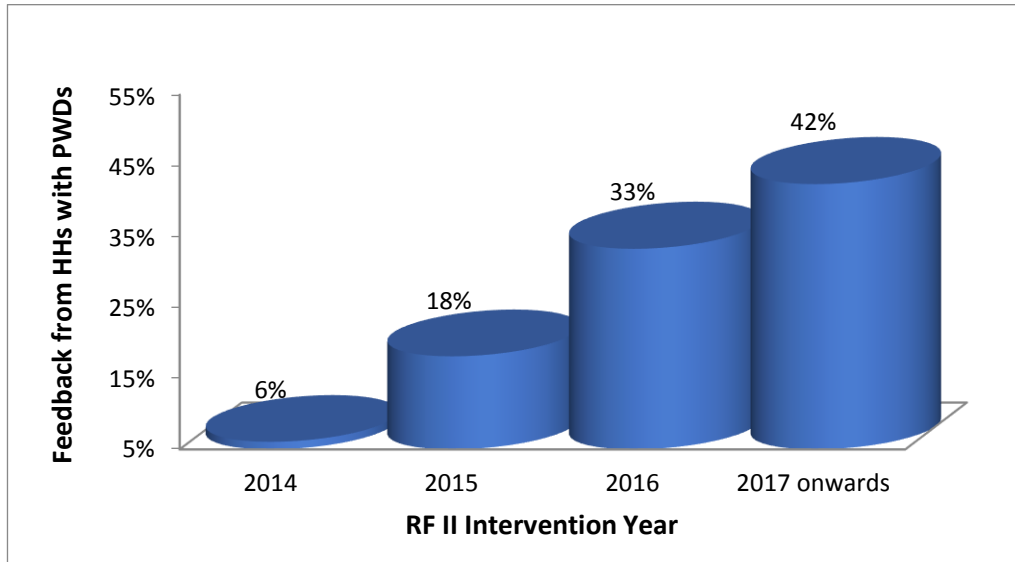
It is important to see RF-II is recognized on international forums for learning from its experiences and incorporating learning in the future activities. The following case study which was included in *Humanitarian Inclusion Standards for Older People and People with Disabilities* is one such example.

Figure 13:   Case Study RF Person with Disability Efforts Recognized on International Forums[5]

Case study

Applying learning to deliver a more inclusive response

An agreement in 2009 between Concern Worldwide and USAID's Office of Foreign Disaster Assistance established a funding mechanism called Responding to Pakistan's Internally Displaced (RAPID). Concern Worldwide Pakistan has been applying practices that help include older people and people with disabilities, as they respond to small-scale emergencies in Pakistan through RAPID funds.

During the initial RAPID response in 2015, the opportunity was taken to collect data disaggregated by sex, age and disability. However, villagers voiced concerns about sharing information on disabilities, due to taboos and a sense of shame around the subject.

During the second RAPID response, the community participated in discussions around the data collection process and what it would be used for. The team also reviewed the beneficiary selection criteria, to be sure that the groups most at risk of exclusion were being prioritised during assessments. The community now reported feeling assured that Concern and its partners were genuinely interested in identifying barriers to accessing services.

By the third response, significant changes towards inclusion were being reported. For example, RAPID changed its approach to installing hand pumps.

Starting in this project area, all hand pumps would be built in an accessible manner, and this would be taken forward in other project areas.

A review of the RAPID fund noted that what started with the collection of disaggregated data led to a comprehensive delivery of a response designed with the whole community in mind. The inclusive nature of this response is reflected in the engagement of the community throughout, as they provided input and feedback, and directly influenced the project to improve the relevance to those most at risk.

Documentation from the response team highlighted the importance of planning and resourcing for the sensitisation of both staff and the community on inclusion.

Source: Concern Worldwide, Pakistan

Overall, standard operating procedures of Inclusion of Age and disability were successfully piloted in RF-II by Age and Disability Capacity Programme (ADCAP). RF-II has been included as a case study in their (ADCAP) Good practice guide for embedding inclusion of older people and people with disabilities in humanitarian policy and practice. ADCAP is an OFDA and DFID funded program designed to pilot inclusion standards for older people and PWDs in emergency responses. In addition, USAID proposals development guidelines/requirements also focuses on inclusion of Age and Disability which also helped guide RF-II interventions.

2.1.4   Compliance with Humanitarian Principles and Standards

RF-II developed sector-specific detailed guidelines to support sub-grantees to prepare a good quality proposal in line with international humanitarian principles and standards. Overall, the guidelines focus on adhering to USAID/OFDA regulations, SPHERE, clusters/working groups e.g. shelter, WASH etc and government requirements. In addition, RF-II shared the draft proposal (selected technical portion only) with cluster/working groups for technical review before approval. This coordination was for technical input and to meet humanitarian standards, however, the clusters had limited influence on RF-II decision making regarding sub-grant awards. RF-II ensured that its own staff and sub-grantees regularly attend the cluster/working group meetings to remain updated with any guidelines coming from them.

---

[5] *Humanitarian Inclusion Standards for Older People and People with Disabilities*

2.2 Coverage

Evaluation Criteria	Rating 1-5 (1 Low, 5 High)				
	1	2	3	4	5
Coverage	🔴	🟠	🟡	🟢	🟢

In line with the ToR, the evaluation team used coverage as a criterion for RF-II humanitarian assistance as adopted by the Active Learning Network for Accountability and Performance in Humanitarian Action.[6] It is defined as "the need to reach major population groups facing life-threatening suffering wherever they are." There are two key questions that comprise this criterion: who is supported by RF-II and why are they supported. The criterion also examines how RF-II provided different levels of assistance for different population groups as well as whether meeting their protection needs. The evaluation team looked into whether or not RF-II funding been directed to the highest priority areas (geographical, thematic, and sectoral) within the response and assisted in hard to reach areas with clear gaps. The research team addressed these issues through geographical analysis and the organization of data by socioeconomic categories including gender.

2.2.1 Coverage - Geographical Spread

RF-II worked across the country responding to various emergencies. Similarly, to the evaluation team, the clusters didn't mention any duplication of geographic coverage by the RF with other actors. However, some of the sub awardees did not include hard reaching areas in their proposals due to:

   a. In some instances the sub-grant applicants considered that there is need in all the affected areas irrespective of whether easy or difficult to reach, and selected more accessible areas for interventions;
   b. In other instances, the sub-grant applicants did not select hard to reach areas as working in the hard areas would require more resources (higher unit costs) and overheads which they believe might weaken their proposal in a competitive award process; and
   c. The short timeframe for projects (mostly 3 months) makes it difficult to complete project interventions in remote areas.

One way to further improve response in hard to reach areas is through specifying in the call for proposals that reaching out to the remote communities will be considered favorably in the proposal review process.

The evaluation team reviewed all the major emergencies during RF-II implementation period and found that RF-II was able to respond to all of them, as can be seen in the map below:

---

[6] *Beck, T. (2006). Evaluating humanitarian action using the OECD-DAC criteria: An ALNAP guide for humanitarian agencies. London, UK: Overseas Development Institute.*

RAPID FUND II Program Areas
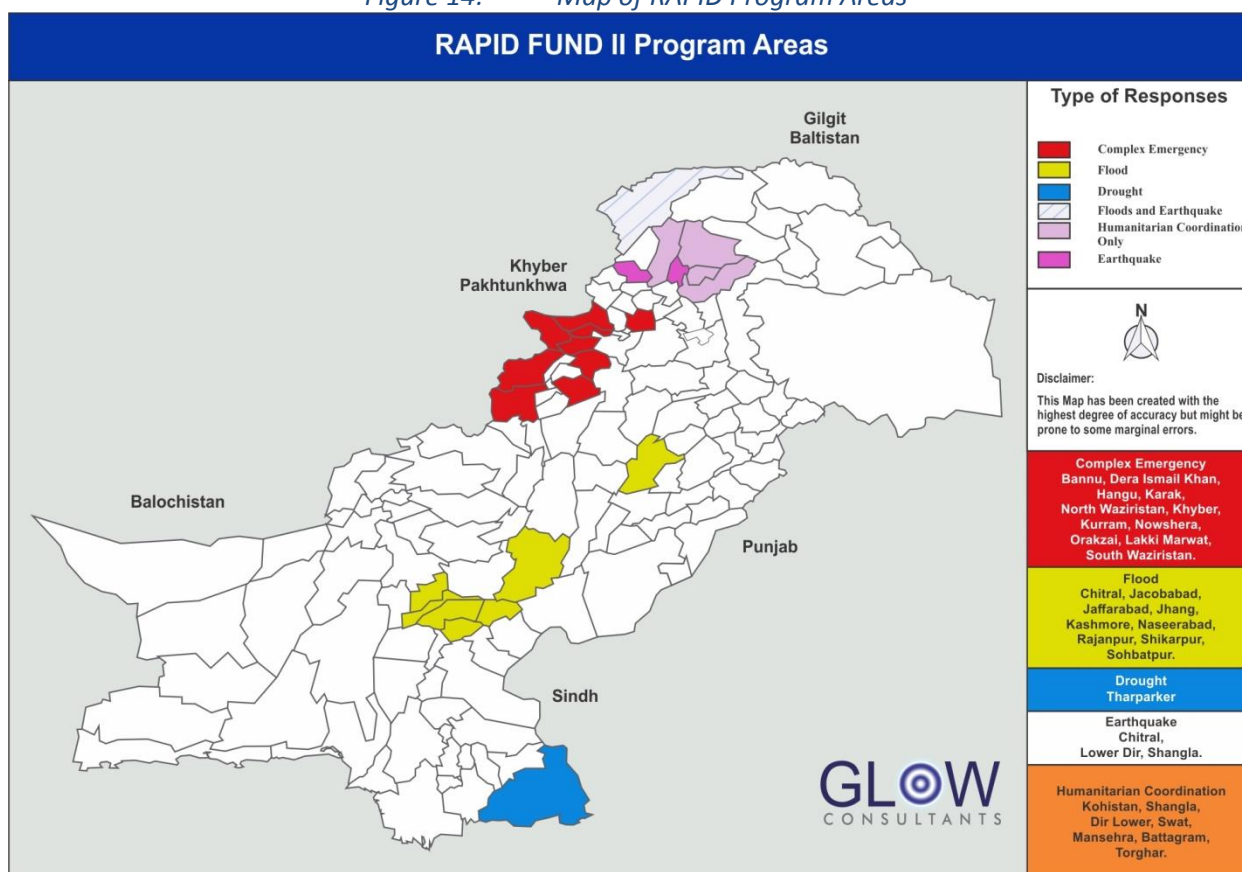
RF-II could have responded more effectively to small-scale emergencies, especially when government and other humanitarian actors were not responding. This could have included support to the avalanche victims in Chitral or flash flood victims in Shangla district etc. Though small scale emergency response was outside OFDA/RF-II mandate, however, considering the unmet needs on the ground OFDA/RF may re-consider their future strategy.

RF-II was able to achieve better coverage than the Pakistan Humanitarian Pooled Fund (PHPF) managed by UNOCHA. This was because it was able to cover wider geographical areas for longer periods of time. However, unlike UNOCHA, the thematic spread for RF-II was limited (e.g. fewer food security projects) which can be partially linked with the operational approach of RF-II team. The RF-II team commented that unlike PHPF, which has focused only on complex emergency response since 2015, the RF-II has responded both to complex and natural disasters.

2.2.2 Coverage – Sectoral Diversity

RF-II beneficiaries' details per sector are provided below:

Table 7. Beneficiary Reached per Sector

S. No.	Sector	Total Targeted[7]	Total Reached	Reached (Male)	Reached (Female)
1	Agriculture and Food Security	369,779	375,615	192,215	183,400
2	Economic Recovery and Market System (ERMS)	197,310	302,568	154,183	148,385
3	Health	318,293	321,664	149,291	172,373
4	Humanitarian Coordination and System Management	1,114,189	1,189,189	582,536	606,653
5	Logistic Support and Relief Commodities	130,323	113,246	57,116	56,130
6	Shelter and Settlements	138,845	128,081	63,017	65,064
7	Water, Sanitation and Hygiene	617,757	478,375	232,763	245,612
	Total	2,886,496	2,908,738	1,431,121	1,477,617

The above table lists all RF-II targeted sectors except protection as RF-II mainstreamed protection related aspects into the target sectors e.g. considering protection and privacy needs of women and girls when installing a hand pump. However, the evaluation team noticed that no standalone protection project was implemented under RF-II. Therefore, attention needs to be given to protection specific activities. This could be either done through standalone protection related projects or incorporating protection aspects in other projects e.g. supporting women with identity documentation enabling them to access assistance or referral system for people with disability. This should be coupled with assessing the technical capabilities of the sub-grantee in protection.

2.2.3 Coverage – Response Type

RF-II responded to a diverse range of emergencies covering complex emergencies, droughts, earthquakes and floods. The following table details RF-II beneficiary per emergency response type.

Table 8. RF Beneficiary numbers by response type[8]

Response Type	Targeted	Reached	Reached (Male)	Reached (Female)
Complex Emergency	1,833,881	1,884,878	909,938	974,940
Drought	325,545	321,123	165,629	155,494
Earthquake	558,352	509,286	260,106	249,180
Flood	168,718	193,451	95,448	98,003
Total	2,886,496	2,908,738	1,431,121	1,477,617

---

[8]As per RF-II last modification, there was an estimated 3 million total target beneficiaries. Whereas, the sub-awards cumulative actual target beneficiaries were 2.8 million individuals

2.3   Effectiveness

OECD-DAC criteria provided the overall framework for measuring RF-II effectiveness. It looked into the extent to which the program objectives were achieved as well as the major factors influencing the achievement or non-achievement of the objectives. The research team looked into the sectorial indicators benchmarking/milestones within the objectives set out for RF-II. At the same time, it looked into the extent RF-II has provided better overall financial support for underfunded emergencies. The evaluation team looked into effective M&E procedures exist as required in the ToR.

2.3.1   RAPID Fund Sub Award Process

After the occurrence of an emergency and identified need for an emergency response, the RAPID sub-award process was initiated. This process can be broadly divided into three main steps:

Step 1: Pre-Call for Proposal Stage
Once RF team identified an emergency-situation (both slow and rapid onset) through its provincial staff, partners or the media, it assessed whether the situation was within or beyond the government response capacity. For newly merged KP districts (ex-FATA), before the start of the field assessment, RF-II staff negotiated access with the government; this usually took from a few days to a few weeks. The field-based participatory needs assessment on the ground included primary data collection, which involved discussions with the affected population, potential partners, UN agencies and government officials. It provided RF-II with an idea of the needs on the ground, severity of the needs, response gaps, potential sectors for interventions and possible access challenges. A decision whether or not to launch a call for proposals was taken by OFDA utilizing the needs assessment findings. This was an important step in the RF-II decision making process and helped OFDA to make a go or no-go decision.

Step 2: Call for Proposals Stage
After OFDA's decision to proceed with activation of RF-II, a call for proposals was launched, usually within one to two days. The call for proposals documents were uploaded to the website and shared through various networks. Detailed guidelines were developed and uploaded to the RF-II system.

Step 3: Sub Award Decisions
Concern started receiving proposals within a week of announcing sub-awards. These proposals were reviewed by a multi sectoral team from RF-II. The RF-II team did not have the necessary technical staff (e.g. food security), the technical skills would be solicited from the broader Concern team. This allowed RF-II to achieve closer synergies and bring efficiency. On average, each review required two to three hours. Two different kind of decisions were made in these meetings namely i) the sub award application would not be considered for funding, and ii) the sub award application would be considered for funding subject to addressing identified areas for improvement in their proposal. In the event there were any outstanding queries with the potential sub grantee, a project board would be formed which would include members from RF-II as well as sub grantees. The project board would finalize the sub grant application. In parallel, a pre-award assessment would take place allowing RF-II team to better understand the partner capacity and associated risks.

The shortlisted sub grant applications were submitted to OFDA Pakistan who usually responded within a day or two to process. The OFDA regional office (Bangkok) also remained a key stakeholder in reviewing

and providing concurrence on the potential applications. Once consent from OFDA Pakistan was received, the application would be submitted to OFDA USA through Concern USA. In general, OFDA USA/HQ responded within a day or up to five days.

Once the approval from OFDA was received, if a No Objection Certificate (NOC) was not required, RF-II would inform the sub grantee to start the operations and issue a contract. This process would take from a day to three days to complete. To ensure the government was onboard, the sub grantee would share the NOC with RF-II. In the event a NOC would be required, once OFDA approval is received, a Letter of Intent (LoI) would be issued to the sub grantee allowing them to apply for NOC. Getting the NOC, would take from a week to two months. It was also possible to receive no NOC at all. This process is explained in detail in below given schematic:

Figure 15:   RAPID Fund II - Sub Award Process
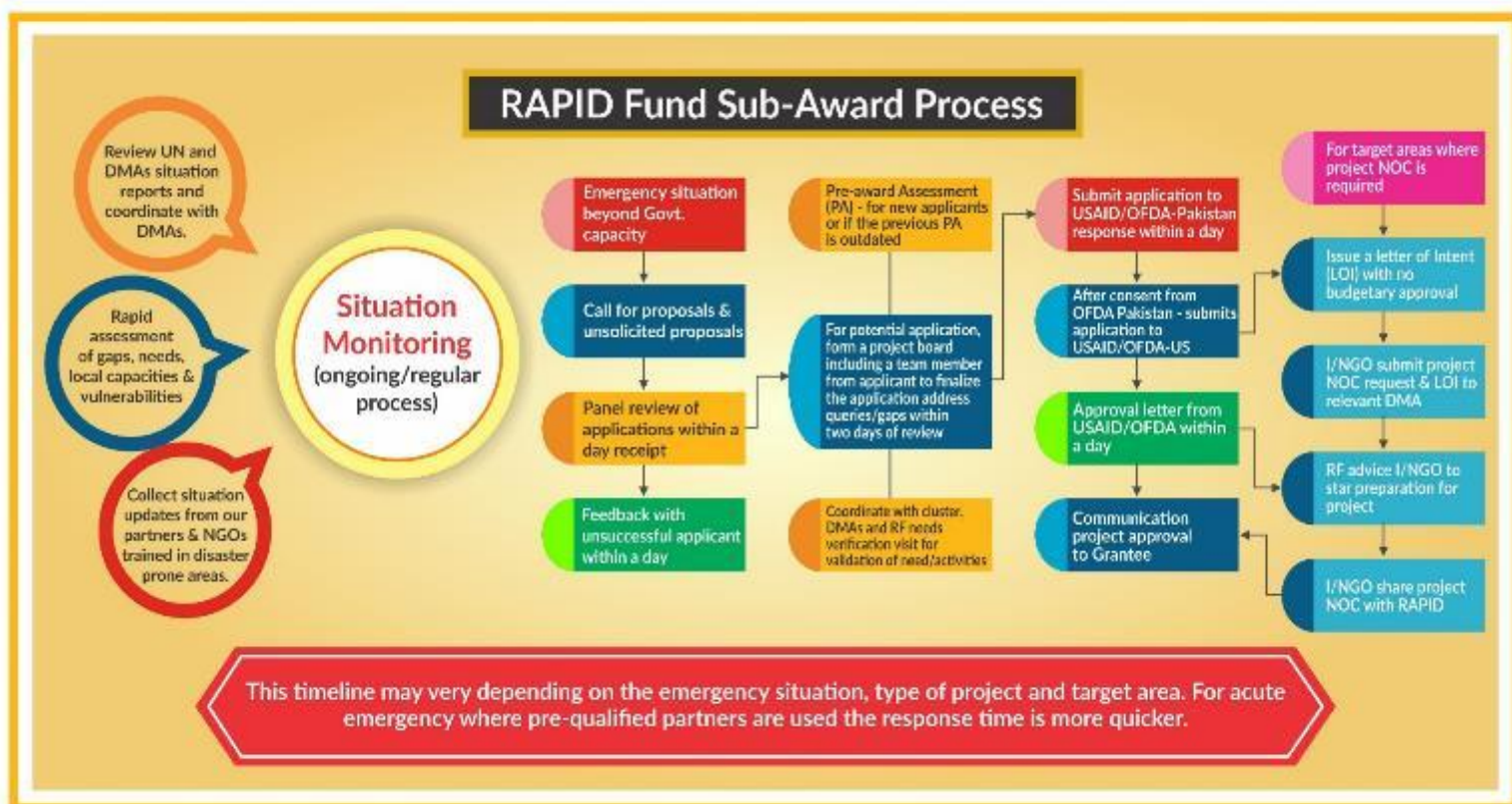
It is also important to note that besides a project NOC, the RF-II staff were also required to obtain travel NOCs to visit the project sites. The travel NOCs were comparatively easy to obtain.

There were certain unique features about this sub award process. For example, the formation of project board included members of the sub grantees as well as RF-II team. This approach increased the ownership of project activities by different stakeholders; it also helped in expediting the sub award finalization. Detailed feedback was provided for the unsuccessful applications after the applications review and screening process. This helped the unsuccessful applicants to understand the shortcomings in their applications. RF-II received a total of 538 applications for sub-grants. There were fewer applications focused on some sectors such as agriculture (39 applications) or protection (10 applications). Based on the evaluation findings, this can be partially attributed to needs on the ground; it is also linked with the sectors where applicant I/NGOs believed they will have a greater chance of success. Disaggregated data on the number of applications by type of emergency and by sector are presented below:

Figure 16:   RAPID Fund II – Applications by Emergencies and Sectors
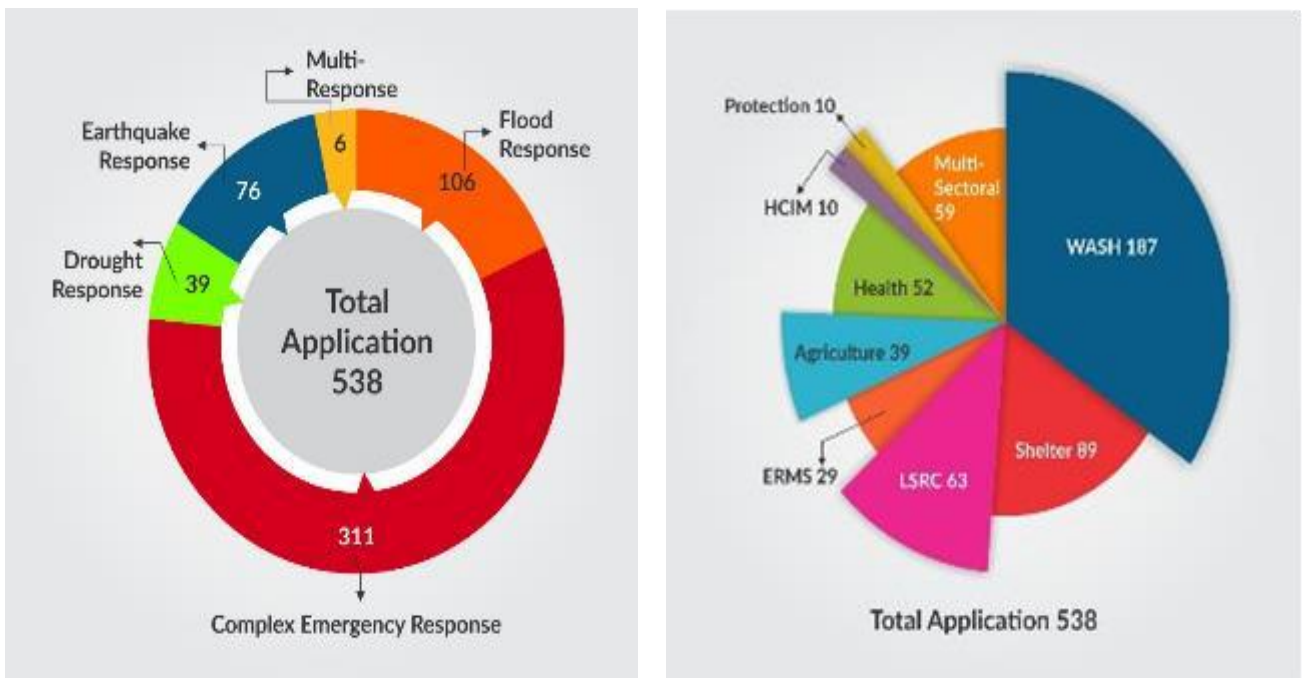
2.3.2   RAPID Fund Sub Award Management Process

RF-II awarded a total of 126 sub grants – refer to figure below for details. The time duration of each of the sub award varied from one project to another, on average, it was three months.

Figure 17:   RAPID Fund II – Sub Award Decisions (By Sector)

*Complex Emergency Response: Out of 78 approved complex emergency response applications, 7 applications were terminated and 1 was cancelled due to non-issuance of NOC.

**Earthquake Response: Out of 9 approved earthquake response applications, 1 application was terminated.
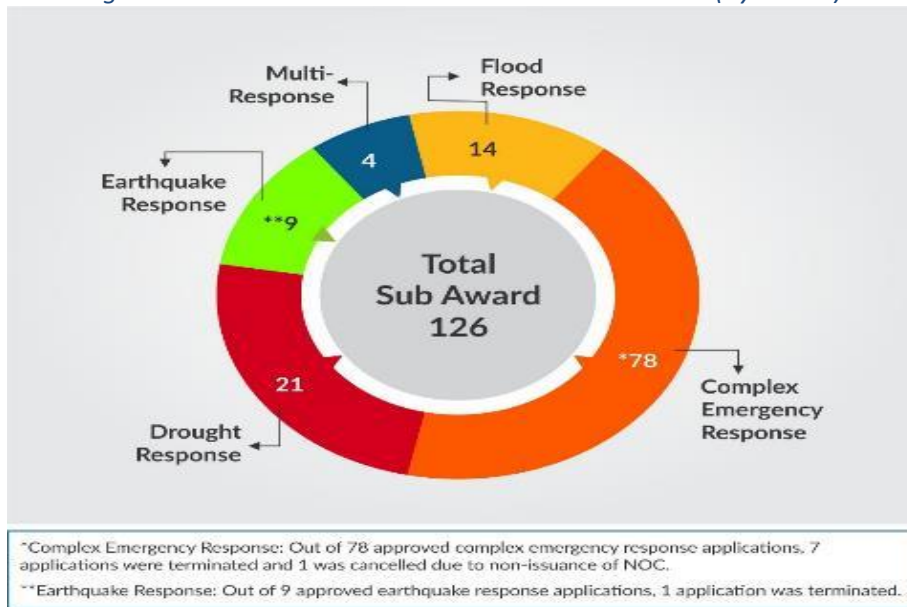
A comparison of the total applications received and success rate per region is provided in below table:

Table 9.   Total Applications Received and Successful per Region

Region	Total Applications Received (Number)	Total Applications Approved (Number)	% of Applications Approved (%)
Punjab	52	4	7.7
KP	299	61	20.4
Balochistan	10	3	30
Sindh	59	24	40.7
FATA	116	34	29.3
Multi Regional	2	0	-
Total	538	126	

Similarly, a comparison of the total applications received and the success rate based on response type is provided in below table:

Table 10.   Total Applications Received and Successful per Response Type

Response Type	Total Applications Received (Number)	Total Applications Approved (Number)	% of Applications Approved (%)
Flood Response	106	14	13.2
Complex Emergency	311	78	25.1
Drought Response	39	21	53.8
Earthquake Response	76	9	11.8
Multi Response	6	4	66.7
Total	538	126	

Based on the input from RF-II as well as evaluation findings, the sub award process can be divided into three main phases, as described below:

Phase 1: Contract until Start of Field Activities
For each grant, Phase 1 began with the signing of the sub award contract; a 10% payment was disbursed to the sub grantees. Even though sub grantees took the lead on procurement and staff engagement, the RF-II team participated in all major activities as an advisor or technical support. This included tender finalizations, procurement committee meetings, job advertisements and job interviews. Once the sub grantee team is on board, RF-II then provided an orientation. Similarly, once the goods were received, RF-II performed quality checks to ensure the procured/supplied items were in line with the tender documentations and samples provided at the procurement stage. These measures helped RF-II team to be closely involved in the sub award management and helped in the capacity building of the sub grantees. In parallel, the partner team would start with the beneficiary identification process as well as other field activities such as pre-KAP surveys. RF-II would, on a random basis, also verify the potential beneficiaries. The support and verification functions such as in the procurement, staff engagement and beneficiary identification were usually performed by a team of two staff members belonging to two different units e.g. program, M&E, finance and logistic staff of RF-II. In the event that RF-II launched

multiple projects at a given time, it resulted in significant work load on RF team. Once these steps would conclude, 40% of the sub award amount was released by RF-II allowing the sub grantee to make the necessary payments i.e. to vendors, suppliers, staff and others. In terms of time required to release the payment, it would take from two days to five days on average. Timeliness of the payment by RF-II finance team was highly appreciated by the sub grantees.

Phase 2: From Field Activities until Mid-Project
The bulk of the field activities were completed in the second month of the project, and included submission of mid-term financial report. Based on this report, the RF-II team verified field activities which were followed by the third payment which usually composed of 40% of the sub award value. As part of this verification process, all procurement and financial documents were scanned and shared with RF-II, original documents were kept by the sub grantees.

Phase 3: From Midterm to Project Closure
In the third phase, the remaining field activities were completed. Most infrastructure activities were completed in this phase such as construction of hand pumps. Once all activities were completed, final program and financial report were prepared by partners and shared with RF-II. Once the RF-II team received the final report and related documents, the M&E unit started the report review along with other project documents. In the meantime, M&E team would start preparing the project end verification ToRs and tools. The end verification ToRs, tools and field visit plans were shared with RF-II and sub-grantee's management. The RF-II team verified the report contents usually within two to three weeks after the submission of the report and authorized the final release of balance of 10%. Further, all relevant documents were scanned and shared with RF-II team. In addition to these activities, sub grantees were required to submit weekly progress updates to RF-II team. Financial reports were verified by the RF-II team. All these steps constituted robust due diligence process built in RF-II award management system.

Figure 18:   RAPID Fund II - Sub Award Management Process
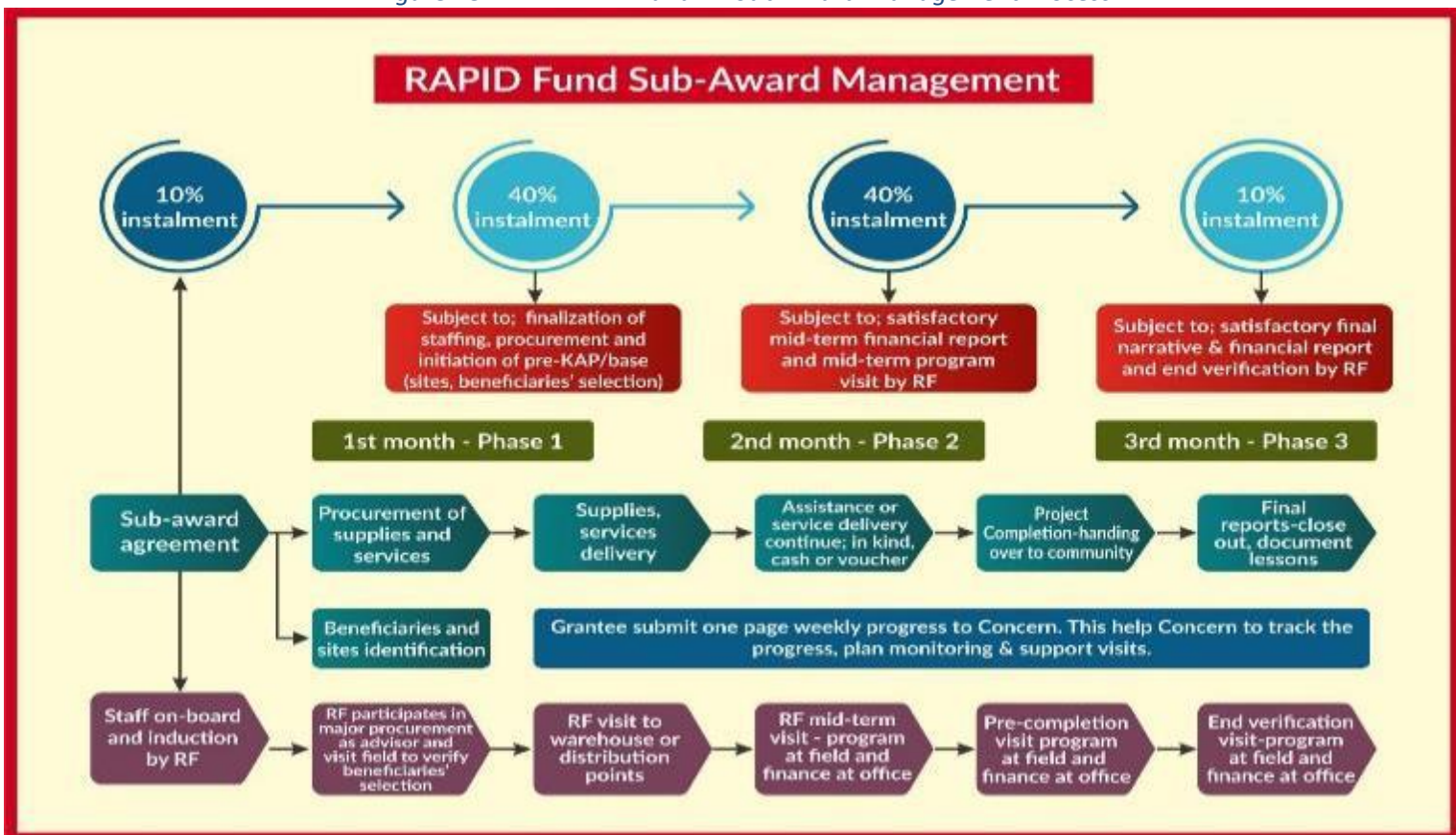
2.3.3   Monitoring and Assessment Functions

Based on evaluation findings, the M&E system was well managed and provided comprehensive information in user friendly format. It has the potential to be replicated in other programs.

RF-II has in house monitoring functions, augmented through partner monitoring functions. These monitoring functions were primarily focused on four main aspects:

- Situation Monitoring
- Support with needs assessments – for RF-II and Sub Grantees
- Progress Monitoring
- Output monitoring and reporting

In addition to these four functions, monitoring functions within RF-II also included documenting lessons learnt. RF-II has a well-developed online output tracking and reporting system. This allowed RF-II to track outputs by sectors, partners, emergency, gender and other key parameters. The online Management Information System (MIS) not only supports the M&E functions but also with additional documentation management in the program. A snap shot of this system is provided below:

Figure 19:   RF Management Information System
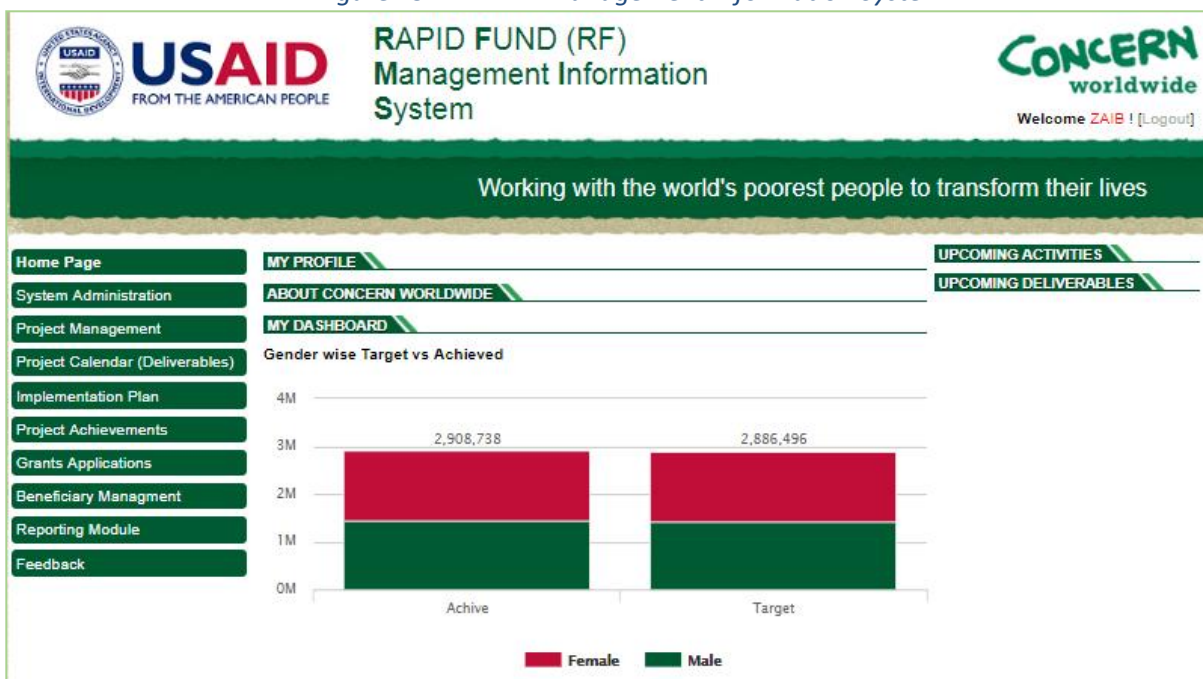
2.3.4   Procurement for RF-II

Based on the evaluation findings, RF-II has a well-defined procurement process. All the procurements for the sub grantees are led by the sub grantees themselves with active engagement and oversight from the RF-II team. These procurement guidelines developed for RF-II were in compliance with OFDA procurement guidelines/requirements. Depending on the nature of procurement and financial value of the procurement, three different procurement processes were employed namely i) cash procurement (only for minor routine use such as office supplies); ii) quotations and iii) open tenders. The quotation processes are further divided into two which are open quotations and sealed quotations. These steps are presented in the figure below:
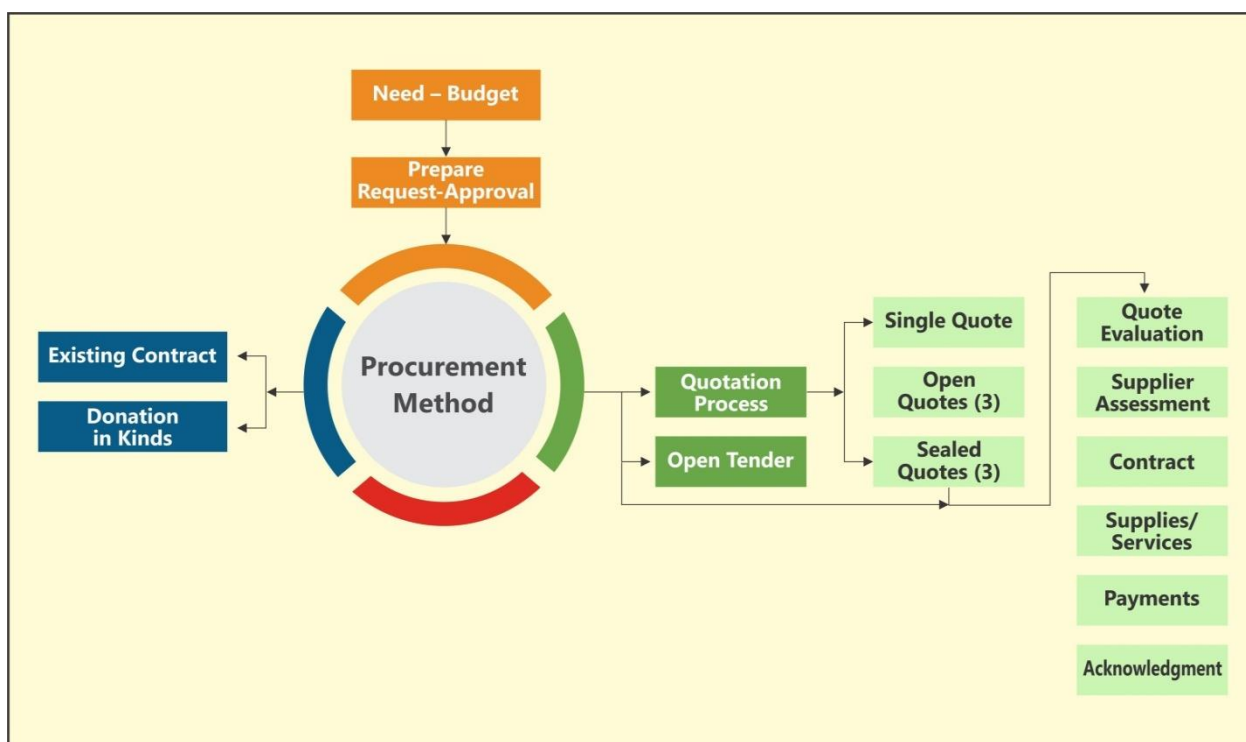
Once quotes were received, they were evaluated through a supplier assessment and then awarded a contract. Once goods were received and vetted, suppliers were provided with receipts and payments were made. As a policy, RF-II did not make any advance payments.

2.3.5   Feedback and Complaint Mechanism

There was an established feedback mechanism and multiple ways to provide feedback to the program. The community gave feedback during village committee meetings or through sub grantee staff during the implementation or monitoring. In addition, the RF-II team (Program, M&E and Technical staff) conducted field visits and asked for feedback. In addition, the Complaint mechanism included complaint boxes as well as through Transparency International Pakistan (for details please refer to below paragraph). At the same time, there was no systematic framework to provide feedback to the individual complainant or other feedback providers. There is an opportunity to think more broadly about accountability to affected populations as a two-way process i.e. not only receiving inputs from the community but also responding back to them in relation to their specific inputs.

RF-II used a three tier complaint mechanisms. Firstly, all RF-II beneficiaries had access to the USAID anti-fraud hotline managed by Transparency International Pakistan (TI-P). This allowed RF-II beneficiaries to complain about RF-II using a toll free phone number, email or postal letter. During the evaluation, program beneficiaries were aware of this facility. Secondly, Concern had its own well-developed beneficiary feedback and complaint system. RF-II shared phone numbers and email addresses for this with the beneficiaries. This system was well developed and provided an opportunity to the program beneficiaries to launch complaints. It embodied the best practices from commitment number 5 of the Core Humanitarian Standards.

During RF-II, Concern received 48 complaints, all of which were closed. In addition to complaints made directly to Concern, the affected population was provided with the opportunity to submit their complaint to the sub-grantee and to USAID. During the last drought response, 5 sub-grant projects were implemented in Sindh where the sub-grantee received about 349 complaints, all of which were closed. However, there was a greater focus on receiving complaints rather than on feedback, especially in relation to program design and delivery. Thirdly, Concern partners also had their own complaint and

feedback system. This provided additional options to the beneficiaries to make complaints. Even though the USAID anti-fraud hotline had well developed system, there was no timeline for when a complaint would be addressed and closed. The development of indicative timelines around complaint resolutions could further strengthen the system.

Figure 21:   A shelter provided to earthquake affected family in Shangla District (Photo Credit: GLOW)

2.3.6   Reaching Out to the Targeted Beneficiaries
Reaching Out to the Targeted Beneficiaries

2.9 million	Individuals reached under RF-II – slightly more than the target
98%	Assessment participants agreed that communities were engaged in the project delivery
76%	Assessment participants agreed that women were engaged in the project delivery[9]
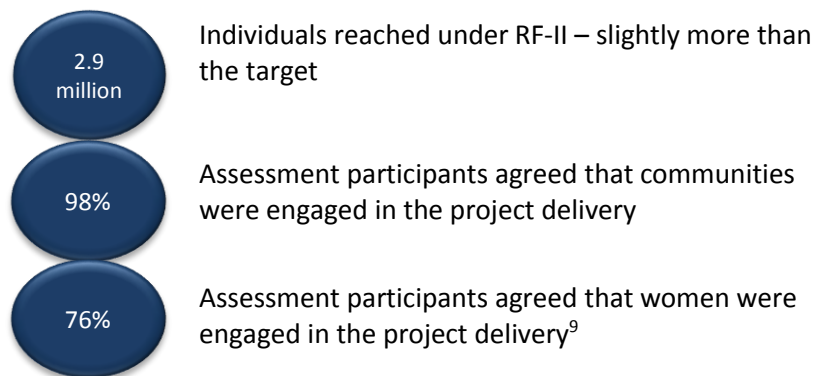
RF-II achieved its total target in terms of reaching out to the number of beneficiaries. Slightly, more than half of the RF beneficiaries were women. According to RF-II data, the program achieved the targets set under subsectors. For example, all the set targets under Humanitarian Coordination and System Management, and Logistic Support and Relief Commodities sectors have been achieved. For Agriculture and Food Security sector, RF-II achieved over and above its indictor targets. Broadly, RF-II WASH sector indicators were achieved, however, RF-II missed the targets for indicators such as number of people benefiting from solid waste management, drainage, and/or vector control activities (49% of the target was achieved) and the number of water points that are clean and protected from contamination (61% of the target was achieved). Some examples are given in the table below:

---

[9] The HH assessment participants consisted of 55% men and 45% women

Table 11.   RF-II Overall Targets and Achievements

| RAPID-II Overall Indicator Milestone and Achievement (September, 2013 to February, 2019			
Agriculture and Food Security			
Indicators/Outputs	Unit	Overall Targets[10]	Achieved
Sub-Sector: Improving Agricultural Production/Food Security Number of people benefiting from seed systems/agricultural input activities, disaggregated by sex	Total (#)	95,000	87,335
Sub-Sector: Livestock: Number of animals treated	Animals Treated (#)	70,000	346,916
Economic Recovery and Market System (ERMS)			
Sub-Sector: Livelihoods Restoration: Number of people assisted through livelihood restoration activities, disaggregated by sex	Total (#)	344,119	256,101
Health			
Sub-Sector: Communicable Diseases Number and age of cases diagnosed and treated per standardized case management protocols such as IMCNI, disaggregated by sex and age	Female (#)	-	31,564
	Male (#)	-	26,160
Sub-Sector: Community Health Education/Behavior Change Number and%age of community members utilizing target health education message practices	Community Members (#)	70,116	55,889
	Community Members (%)	100	58
Sub-Sector: Health Systems and Clinical Support Number of consultations, disaggregated by sex and age (0-11 months, 1-4 years, 5-14 years, 15-49 years, 50-60 years, 60 years), per quarter	Total (#)	310,000	228,722
Sub-Sector: Reproductive Health Number and age of pregnant women in their third trimester who received a clean delivery kit	Pregnant Women (#)	6,785	253
Humanitarian Coordination and System Management			
Sub-Sector: Coordination Number of humanitarian organizations actively coordinating	Humanitarian Organizations (#)	150	253
Sub-Sector: Information Management Number and age of humanitarian organizations directly contributing to information products (e.g., situation reports, 3W/4W, digital tools)	No. of NGOs contributing to MIS (#)	131	221
	No. of NGOs contributing to MIS (%)	-	141
Logistic Support and Relief Commodities			
Sub-Sector: Non-Food Items (NFIs): Total number of people receiving NFIs, by sex and type (e.g., plastic sheeting, flash tarpaulin, blankets, hygiene kits, kitchen sets, water containers, other)	Female (#)	62,244	80,314
	Male (#)	59,803	77,165
	Total (#)	122,047	157,479
Shelter and Settlements			
Sub-Sector: Emergency/Transitional Shelters Number of households in the program area receiving emergency/transitional shelter	Households (#)	19,000	16,742

---

[10] Keeping the nature of RAPID program the targets were set during startup of program based on estimates of beneficiary costs during RF Phase I. The targets for few indicators were not estimated as indicators require specific prevailing situation/context.

Sub-Sector: Hazard Mitigation Number of shelters incorporating DRR measures	Shelters (#)	5,832	4,232
Water, Sanitation and Hygiene			
Sub-Sector: Environmental Health (EH) Number of communal solid waste disposal sites created and in use.	Communal disposal sites (#)	200	136
Sub-Sector: Hygiene Promotion (HP)Number of household drinking water supplies with 0 fecal coliforms per 100 ml sample	Households (#)	10,670	17,326
Sub-Sector: Sanitation Infrastructure (S)No. of households properly disposing of solid waste	Households (#)	1,120	1,760
Sub-Sector: Water Supply Infrastructure (WS)Average liters/person/day collected from all sources for drinking, cooking and hygiene	Liters (%)	15	22

RF-II was able to keep its commitment to the Grand Bargain which aims to get more resources into the hands of people in need. RF-II was able to achieve this by ensuring it worked closely with the communities through engaging local CSOs, and providing meaningful engagement to the local communities in the project implementation. Approximately 98% of the respondents agreed that communities were provided with opportunities to engage in the project delivery such as beneficiary and site selection for the interventions. Analysis of community feedback suggests that women engagement in the projects was limited for cultural reasons e.g. only 76% assessment respondents suggested that women were engaged in the project delivery. These constraints were stronger in projects which were delivered for the communities from tribal areas (recently merged with KP province), and projects delivered in southern Punjab and Balochistan. Therefore, RF-II did well to achieve comparatively better women's engagement in the projects. This can be attributed to RF-II's approach to engage local organizations for project implementation and also due to guidance from RF-II team from the start of the program through need assessments, application finalizations, inductions and implementation assistance. These local organizations have strong linkages, familiarity and trust of the local communities; therefore, it was comparatively easier for these local level organizations to engage women in the project delivery as compared to any organization coming from outside.

2.3.7   Satisfaction with the Assistance Received
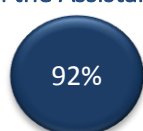
92%   Assessment participants were satisfied with the RF assistance

Generally, the communities were satisfied with the assistance they had received through RF-II. The satisfaction level was highest for RF drought response followed by earthquakes, floods and complex emergency responses respectively. One proxy indicator to measure the effectiveness of RF-II would be its international recognition, as can be seen from the table below:

Figure 22:   RF-II International Recognition

RF International Recognition
A study commissioned by the Inter Agency Standing Committee (IASC) Humanitarian Financing Task Team, regarded RAPID Fund as; "A positive example of good practice was found in Pakistan where OFDA and Concern Worldwide have jointly set up a pooled emergency fund for NGOs which works very efficiently."
A study commissioned by Catholic Agency for Overseas Development (CAFOD) recommended the humanitarian donors; "Bilateral donors should work with their NGO partners to develop context-specific umbrella grants and funds, such as the OFDA RAPID Fund in Pakistan."

7 KEY MOMENTS FROM CONCERN'S 50-YEAR HISTORY
November 9, 2018
RAPID RESPONSE IN PAKISTAN
The US Government has committed to continue funding up to 2024 – making RAPID one of the longest donor-funded humanitarian programs in the history of Concern."

RF was recognized by IASC, CAFOD and also by Concern as an effective program to deliver assistance to the disaster affected communities.

2.3.8   RF Support to Underfunded Emergencies

During the RF-II implementation timeframe, Pakistan witnessed multiple small and large-scale emergencies including displacements of over one million people from FATA, the 2015 earthquake and various droughts in the southern part of the country. Between 2014 and 2016, Pakistan faced four different emergencies simultaneously in different locations. Limited humanitarian funding made it difficult to respond to multiple crises at a time. RF-II provided assistance in all these crises and implemented multi sectoral sub-grants in different locations contributing toward overall humanitarian response. For instance, the 2015 earthquake and 2016 floods in the north of the country received limited humanitarian response due to funding limitations. However, RF-II provided assistance to the affected communities in the districts of Chitral, Shangla and Dir. Similarly, the Pakistan Humanitarian Strategic Plan for 2015 was only 68% funded, RF-II contributed to this plan by responding to TDPs crises. Similarly, RF-II contributed to 2017 Humanitarian Strategic Plan, and also provided assistance for the drought in Tharparkar district which was underfunded.

Figure 23:   Case Study: RF-II Comparison with Similar Emergency Funds

Case Study: RF-II Comparison with Similar Emergency Funds		
Aspect	**PHPF[1112]**	**RF-II**
Sectors Covered	Open list no restrictions as such (based on humanitarian needs on ground) e.g. in 2016 covered education, emergency shelter, health, protection, WASH, nutrition and Coordination and Common Services. Similarly, in 2017 covered education, health, nutrition, shelter/NFIs and WASH. Protection was embedded as a cross cutting theme in the projects.	Eight priority sectors i.e. agriculture and food security, economic recovery and market system, health, humanitarian coordination and information management, logistic support and relief commodities, shelter and settlements, Protection and WASH.
Project Duration	6 – 10 months on average	3 – 6 months on average
Project Funding	On average USD 50 K to USD 250 K	Based on 116 projects, average grant amount was USD 175,000
Capacity Building	Capacity building of the partners on the use of Grant Management System for reporting purpose, and to ensure compliance with PHPF processes, systems, templates and tools.	Formal, capacity building sessions mainly focusing on conducting needs assessment and proposal development. In addition, intensive on the job support was provided to the sub grantees throughout the project cycle.
Key Partners	In 2017 and 2016, a total of 82% and 73% funding was respectively channeled through local NGOs.	Overall, 90% of the partners are local NGOs.
Coordination with Clusters	All funding was allocated through respective clusters.	Respective clusters were having some engagement in the proposal review and contract award process.
Application Processing Time (Proposal Receipt to Approval)	Approximately, 40 calendar days for Standard Allocation Process (as per PHPF operational manual guidelines). Approximately, 20 calendar days for Reserve Allocation Process (initiated immediately after emergency) (as per PHPF operational manual guidelines).	Ranges between 9-18 calendar days for relief phase response. Ranges between 24-71 calendar days for relief phase response.
Total Proposals Received to Contract Award Ratio	Approximately, 1 in 11 i.e. total received 158 proposals in 2017 and awarded 14 contracts.	Approximately, 1 in 4 i.e. total received 63 proposals in 2017 and awarded 15 contracts in 2017.

The above table suggests that RF and PHPF have some commonalities as both funding mechanisms are striving to reach out to the communities in need affected by natural disasters or complex emergencies. PHPF focused on complex emergency response since 2015, whereas, RF-II has responded both to complex and natural disasters. However, the PHPF appeared to have more flexibility in terms of sectors in which assistance can be provided. Therefore, PHPF has significantly allocated resources in the sector of nutrition which was not part of RF-II mandate. This shows that there were needs in nutrition but RF was unable to respond to those needs. The grant size and duration of the projects were similar for both funding mechanisms. Similarly, considering the overall humanitarian sector commitment under the Grand Bargain, both the funding mechanisms appeared to be willing to work extensively with the local NGOs as most of their funding is channeled through local NGOs. Although RF-II had good coordination with the clusters, PHPF engaged clusters in the initial screening of the applications and sent the clusters

---

[11] PHPF Annual Reports 2016 and 2017
[12] PHPF Operational Manual 2016

2.4   Efficiency

Evaluation Criteria	Rating 1-5 (1 Low, 5 High)				
	1	2	3	4	5
Efficiency	⭕	⭕	⭕	🟢	🟢

The research team followed the OECD DAC Criteria to measure efficiency in achieving the program outputs by assessing both qualitative and quantitative aspects. The research team considered whether or not the activities were cost-efficient, whether the objectives were achieved on time and whether or not the program was implemented in the most efficient way. For this purpose, the research team assessed whether RF-II funds facilitated timely actions in comparison to other funding mechanisms and whether or not RF-II's interventions were cost efficient.

RF-II implementation was initially envisioned to be two years with a total budget of USD 8 million. However, due to the needs on the ground, the duration was eventually increased to end of March 2019, and the total fund was increased to USD 26.7 million. The list of cost and time modifications are listed in the table below:

Figure 24:   RF Budget and Duration Modifications

S.No	Detail	Amount	New period of award		Modification Nature
			From	To	
1	Original Budget	8,000,000	02-Sep-13	01-Sep-15	Original
2	Cost Modification-1		02-Sep-13	01-Sep-15	Increase in Obligated amount from $3,500,000 to $6,983,694
3	Cost Modification-2	3,500,000	02-Sep-13	30-Sep-15	Increase in Amount and Duration (1 month)
4	Cost Modification-3	5,700,000	02-Sep-13	31-Dec-15	Increase in Amount and Duration (3 months)
5	No Cost Extension-1		02-Sep-13	31-Mar-16	Time extension (3 months)
6	Cost Modification-4	6,000,000	02-Sep-13	31-Dec-16	Increase in Amount and Duration (9 months)
7	No Cost Extension-2		02-Sep-13	30-Jun-17	Time extension (6 months)
8	Cost Modification-5	3,500,000	02-Sep-13	30-Jun-18	Increase in Amount and Duration (12 months)
9	No Cost Extension-3		02-Sep-13	31-Mar-19	Time extension (9 months)
	Total	26,700,000			

2.4.1   Timeliness of RF Interventions

Below is a random sample of selected responses to the call for proposals which measures the time taken by RF-II to make its first sub-grant award.

Figure 25:   Time taken by RF to sign first contract in different emergencies
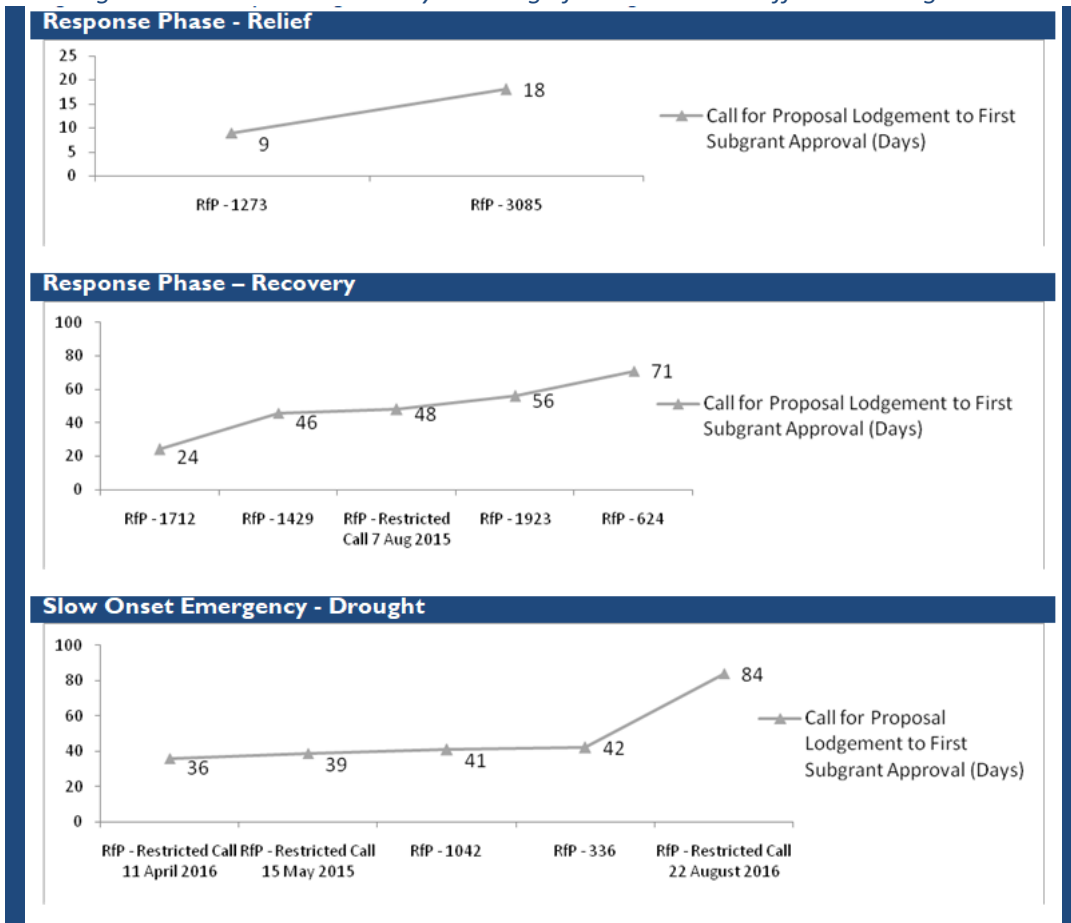
The above graph shows that average time taken from the day of call for proposal was launched to the actual sub grant approval (for the first sub grant approved) varied from 9-18 days for the relief phase, 24-71 days for the recovery phase and 36-84 days for slow onset emergencies. The discussions with RF-II suggest that start date of the project is pushed back by approximately 10 days (from proposal approval date) to facilitate the sub grantee to engage required human resources and also make required logistical arrangements. Althgouh it took RF-II some weeks before they could start the response, 86% beneficiaries shared that they had received the RF-II interventions when they still needed it.

Figure 26:   Beneficiaries perspective: Support was on time

	Yes	No	Not Know/remember
■ Male	86%	8%	6%
■ Female	85%	4%	11%
■ Total	86%	6%	8%
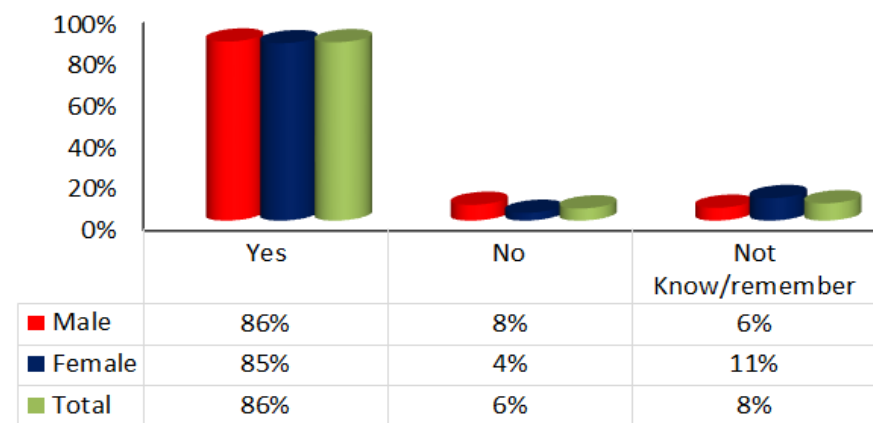
Further analysis of the data suggests there is a link between the satisfaction level and the timeline when the beneficiaries received the assistance. There was higher satisfaction with early responses. It is important to note that most of the beneficiaries suggested that they had received the RF assistance after seven weeks or more of a disaster. The satisfaction level with the assistance provision timeframe is also related to the response types, as shown below:

Figure 27:   Satisfaction with the response timing (disaggregated on response type)
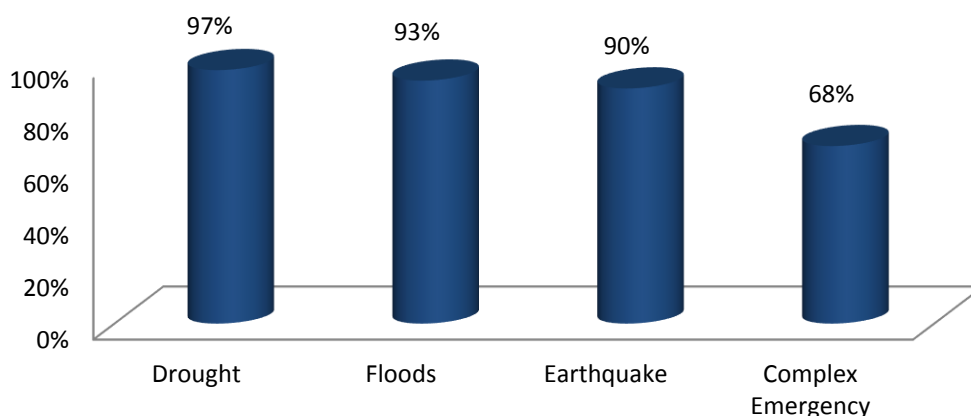
2.4.2   Cost Efficiency of RF Interventions

RF-II was able to achieve cost efficiency through better planning, competitive procurement processes (as discussed in the previous section of this report) and proactive cost negotiation. At the time of the program evaluation, RF-II has allocated most of the funding including savings made from the closed awards. These savings were mainly utilized in on-going projects or in subsequent call for proposals to cater for the community needs.

Figure 28: *Total RF budget utilization*

	Number of grants	USD	% age
Total Sub-Grants Budget			
Grant to Partner under RAPID Fund	124	18,647,379	100%
Sub Grants made in different emergencies			
Complex Emergencies Response	75	9,538,908	51%
Flood Response	14	3,005,401	16%
Drought Response	21	4,114,468	22%
Earthquake Response	13	1,937,032	10%
Total Commitment Funds	**123**	**18,595,809**	**100%**
Balance		**(51,570)**	

The following table lists the total cost per RF-II beneficiary. The cost is further analyzed to compare the cost per RF-II beneficiary for various thematic sectors.

Table 12.   Cost per beneficiary / Sector

Cost per beneficiary / Sector: as of June 30, 2018 (In USD)			
Sector	RF Cost per Beneficiary ($)	PHPF 2017[13]	PHPF 2016[14]
Agriculture and Food Security	14.31		
Economic Recovery and Market System	5.64		
Health	6.7	19.23	26.29
Humanitarian Coordination and Information Management	0.37		
Logistic Support and Relief Commodities	21.3		
Protection	-		18.96
Shelter and Settlement	54.25	140	155.25
Water, Sanitation and Hygiene (WASH)	15.59	14	9.55
Overall Average Cost per RF Beneficiary	9.11		

It was not possible to perform an exact cost comparison for the PHPF and RF-II due to different methods of measurement such as costs of humanitarian coordination (USD 0.37 per beneficiary in RF-II). Nonetheless, it provided a general overview of costs. On the other hand, in RF-II, the hardware intense activities such as shelter, logistic support and relief commodities, and WASH were the most expensive. These hardware intense activities costed USD 54.25, USD 21.3 and USD 15.59 per beneficiary respectively. However, when comparing the PHPF to the RF-II, it is evident that shelter and settlement costs per beneficiary are significantly lower in the RF-II program. In addition, costs in health are also significantly lower per-beneficiary.

---

[13] PHPF Annual Report 2017
[14] PHPF Annual Report 2016

Figure 29:   Case Study: A Ray of Hope

Case Study: A Ray of Hope

"When the drought struck, there was nothing to feed my only goat. I owned merely one goat which was the source of milk and my livelihood. During the drought condition, the milk production was next to nothing. I am the only member of the household as my husband died 10 years ago so I live alone.

Then the NGO came and I received three bags of fodder which I used for 3 months. The health of the goat gradually improved and milk production increased. The milk that I received from goat is the only source of livelihood, which I sell and buy food. The goat provides half kg of milk per day. The goat bore 2 kids and I sold them few months ago. At least now I have a hope to live"
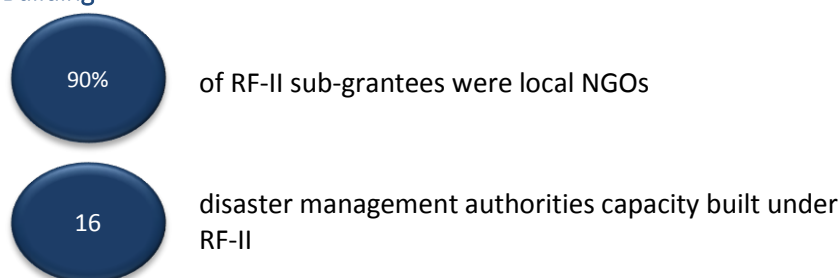
Hakimaan from Tharparkar District

2.5   Cross Cutting Themes / Other Key Evaluation Aspects

For cross cutting themes and other evaluation aspects, the evaluation team look into capacity building, coordination and the operational context in which RF-II was implemented.

2.5.1   Capacity Building

90% of RF-II sub-grantees were local NGOs

16 disaster management authorities capacity built under RF-II

For the purpose of this evaluation, the research team has defined capacity development in practice perspective where "capacity is the ability of a human system to perform, sustain itself, and self-renew." It is important to mention USAID has no single standard definition of capacity or capacity development, rather the above is one of the two frequently used definitions used by USAID capacity development experts.[15] Using this as the overall framework for capacity building, based on evaluation finding it was evident that though capacity building was not one of the formal deliver expected from RF-II, however, it carried out the capacity building activities successfully.

Overall, RF-II carried out capacity building in two major forms i.e. arranging formal capacity building trainings and on-the-job capacity development. The following are some of the key formal capacity building trainings organized by RF-II.

---

[15] https://www.usaid.gov/sites/default/files/documents/2496/Local_Capacity_Development_Suggest_Approaches_1.pdf

Figure 30:   Formal Joint Training / Capacity Building Sessions

Training / Capacity Building Sessions			
Time Period	Type of Session	Location	Number of Participants
Three Sessions Conducted in 2013	Needs Assessment, Proposal Development	Sindh, KP and Balochistan	46
Two Sessions Conducted in 2014	Needs Assessment, Proposals Development and Basic Security Management	KP	45
Three Sessions Conducted in 2015	Proposal Development, Need Assessment	KP, Sindh	74
One Session Conducted in 2016	Proposal Development, Need Assessment	Sindh	22
Three Sessions in 2017	System Training, Proposal Development	KP, Punjab and Sindh	44
One Session in 2018	System training	KP	27

RF-II not only built capacities of the NGOs but also enhanced capacities of the disaster management authorities at district and provincial level. Capacity building of the DMAs focused on humanitarian coordination and information management. Capacity building of the NGOs related to conducting need assessments and proposal development etc.

Besides provision of formal training sessions, the RF-II team provided technical inputs and supports when finalizing a sub grant proposal. Once the sub grant was approved by the RF-II team, they would help the sub grantee in refining the Job Descriptions for the relevant positions e.g. engineers, hygiene promoters etc. The RF-II team worked closely with the sub-grantees in finalizing procurement documents for technical aspects. The RF-II team would also participate in the tender opening process to support sub-grantee in samples evaluation, capacity assessment of suppliers, supplier selection etc. For new sub grantee (and for new staff) in particular, RF-II staff provided orientation to the sub grantee staff. Technical capacity building sessions related to WASH and Shelter or any other sector specific topic were also organized by RF-II to the sub grantee staff to orient them on the specific requirements. This approach of closer engagement with the sub-grantees helped in successful delivery of the projects within the overall proposal framework as well as in line with the OFDA/Concern regulations. This on-the-job capacity building approach, as a whole, provided more practical solutions to the capacity building needs of the sub-grantees.

It is important to note that the level of engagement with the sub-grantees varied from one organization to another. This variation of capacity building support depended on the i) number of sub-grantees engaged by RF-II at a given moment of time; ii) RF-II access to the project implementation areas due to security and NoC situation; iii) RF-II previous experience and engagement with the partners; iv) Capacity of the sub-grantees and v) Availability of RF-II staff for these capacity building measures.

In summary, the local NGOs that implemented RF-II projects received capacity building support from RF-II and now some of them are directly receiving funds from Concern, OFDA (e.g. PREPARED and CESVI) and other donors. However, this success of building capacity of the partners should be formalized and scaled up for even better results in the future phase of RF-II.

Case Study: Improved Local NGOs Capacity
Another NNGO, Bright Star Development Society Balochistan (BSDSB) also implemented few humanitarian projects in Pakistan. Mr. Naseer Ahmed, BSDSB Executive Director, shares: "My organization did not have procurement experience through competitive procedures (i.e. tendering) for emergency response materials, prior to partnership with Concern. BSDSB has prepared its own procurement manual and harnessed internal controls procedures with support and guidance from Concern team. BSDSB got attention from implementing Low Cost Transitional Shelters Project (via Concern partnership), and was able to secure a similar project worth USD 100,000 from Government of Sindh. Moreover, partnership and work experience with Concern has helped my organization to obtain funds from USAID Small Grants Program".

2.5.2   Coordination

The research team defined coordination as the collaboration between stakeholders or actors to improve results or performance, either during a collective endeavor, or in response to a common issue, event, or context. This definition was adapted for the RF-II context: "humanitarian coordination involves bringing together humanitarian actors to ensure a coherent and principled response to emergencies. The aim is to assist people when they most need relief and protection. Humanitarian coordination seeks to improve the effectiveness of humanitarian response by ensuring greater predictability, accountability and partnership".[16]

RF-II carried out coordination/ liaison with relevant Govt. stakeholders/UN coordination system, Pakistan Humanitarian Forum (PHF) and National Humanitarian Network (NHN). Discussions with Start Network also took place as part of the humanitarian response, especially prior to the launch of the call for proposals. There were closer engagements with OCHA led Pakistan Humanitarian Pool Fund (PHPF). Due to close coordination and quality of work, RF-II was well known to various stakeholders providing humanitarian assistance in the country. RF-II also worked with disaster management authorities, strengthening their capacities in humanitarian monitoring, response and coordination.

Concern / RF-II was able to monitor the humanitarian situation through its local partners maintaining strong linkages with over a hundred NGOs across Pakistan. RF-II also kept track of the electronic and print media by regularly scanning it for humanitarian need related information.

The RF-II staff are active in the relevant clusters / working groups e.g. shelter and WASH. As a practice, RF-II shared extracts of potential proposals with relevant cluster and DMA (where active) during proposal review for feedback. The applicants were required to coordinate with line departments and local administrators as well as clusters/technical working groups during proposal review and the implementation of projects. RF-II staff actively contributed to these forums not only in terms of sharing information but also helped the clusters/technical working groups in developing technical guidelines for different aspects considering the local conditions e.g. the development of technical guidelines for WASH and shelter. In addition, RF-II provided recommendations related to designs and material for working in specific locations. Some of the technical documents contributed to includes "Shelter Typologies for North Sindh", "Shelter Guide Scoping Review", "Bamboos Initiative Pakistan", "Water Supply Guidelines for five agencies of FATA".

Overall, RF-II coordinated all of its responses with the relevant stakeholders such as PDMAs, district administration and clusters (where operational) during the design stage, as well as during sub-award evaluation and implementation. The coordination helped RF-II in targeting gaps, immediate needs and ensuring accountability and transparency in the response by keeping all stakeholders informed about the project deliverables. RF-II also modified the project deliverables and changed the target areas based on effective coordination during design stage. The coordination with the stakeholders also helped RF-II sub-

---

[16] www.humanitarianresponse.info

grantees in receiving project NOC for the areas with restricted access. For example, RF-II was amongst the first INGOs to implement relief/recover projects for the TDPs returned to highly security sensitive / conflict affected areas in former FATA.

Figure 32: Water point in District Bannu (Photo Credit: GLOW)

2.5.3 Key Challenges and Limitations

RF-II was implemented during a time when space and funding for INGOs was shrinking. The work of INGOs in the country coming under increasing scrutiny. At the same time, the humanitarian actors have a feeling that the guidelines and procedures are unclear which leads to and creates a sense of uncertainty at the staff and organization level. Similarly, the feeling amongst the humanitarian actors is that government is not openly requesting assistance even when the needs on the ground are under-addressed. The humanitarian actors struggle to extend support quickly to the people in need restrictive rules and regulations. The situation becomes more challenging when some of the key international staff or technical experts are either denied visas or delayed for long periods. Despite this, RF-II was able to successfully gain and retain access through securing NOCs for project implementation. Each sub-award required obtaining NOCs from the competent government authorities. The procedure to make applications for NOCs has been developed over time and NGOs are now familiar with the process. However, it was difficult to ascertain how the response time for NOCs e.g. it normally takes around 8 weeks but it could take longer for unknown reasons especially in the context of newly merged KP districts. Similarly, there is no clear reasons for NOCs acceptance and rejection. This also creates uncertainty as to whether a project can be implemented in the field after approval from RF-II. In addition, the RF-II projects were usually short in duration, therefore, any delay in NOCs would affect the project duration which would then require extensions mainly no cost extensions (this was the case until 2016 but following the issuance of letters of intent, project agreements were signed after obtaining NOCs, therefore, cost extensions were not required). There was also limited travel approval through NOCs for RF-II staff which affected their ability to monitor field activities. Access to beneficiaries, in general, was not an issue once NOCs were granted. In some areas, accessing women was a challenge due to cultural constraints such as in Rajanpur, South Waziristan Agency and Bannu.

Overall, the security situation in the country (which has shown significant signs of improvement in the past few years) also slowed the implementation of projects in areas with a higher security threat such as Bannu or North Waziristan Agency. In addition, in the context of recently merged KP districts, there were announced and unannounced curfews that also affected delivery of assistance and were closely linked to the security situation and/or troops moments.

The disaster or emergency related government structures of PDMA at provincial level and DDMAs at district level had capacity issues in terms of human and operational issues, and also the frequent changes

in staff. To cope with the situation, RF-II team focused on second tier staff who were more likely to stay longer in their positions.

RF-II worked with local NGOs. This approach had several advantages as discussed in the previous sections of this report but at the same time the local NGOs lacked capacity in terms of technical and financial know-how to manage the projects. In addition, it was difficult for the small organizations to recruit and more importantly retain highly competent staff especially when their RF-II projects were for short durations. The overall funding situation was challenging, many local NGOs found it difficult to continue their operations. These NGOs were found it difficult to fund their needs assessments from their own resources. There was limited availability of suitable local suppliers in some of the project districts. These suppliers were either unavailable, unable to meet quality requirements of RF-II or they were unable to meet administrative requirements of RF-II such as registration with tax authorities.

Section 3: Conclusion and Lessons Learned

The following section provides key conclusions for the RAPID Fund II program.

3.1   Conclusions

The following is a summary matrix of overall achievements:

Evaluation Criteria	Rating 1-5 (1 Low, 5 High)				
	1	2	3	4	5
Relevance and Appropriateness	⬭	⬭	⬭	⬭	⬤
Coverage	⬭	⬭	⬭	⬤	⬭
Efficiency	⬭	⬭	⬭	⬤	⬭
Effectiveness	⬭	⬭	⬭	⬤	⬭

3.1.1   Relevance and Appropriateness

The RF-II was highly relevant and appropriate to the needs of Pakistan, which is a country prone to natural disasters and suffered from complex emergency. RF fund was an excellent humanitarian instrument to reach out to the vulnerable communities affected from natural disasters or complex emergencies.

3.1.2   Coverage

Considering the humanitarian need, RF-II worked across Pakistan despite access challenges due to security situations and NOC requirements. The RF-II, however, did not assist people affected by small scale emergencies as it was not as per their mandate.

3.1.3   Effectiveness

The RF-II managed to reach out to over 2.908 million beneficiaries (1.431 million men and 1.477 women) through successfully completing around 116 projects. RF managed to achieve this through engaging with local CSOs. RF maintained good coordination with relevant DMAs and Clusters.

3.1.4   Efficiency

The RF-II achieved cost efficiency through following competitive processes for awarding sub-grants. On timely response to the humanitarian needs, the evaluators understand the field challenges to timely initiate activities, however, still it might be useful for the RF team to discuss it further with OFDA as how best to save some time when responding to humanitarian needs.

3.2   Lesson Learned

The following are the key learning from RF-II:

- *Capacity Development of the Partners:* RF-II experiences demonstrated that it is possible to develop capacities of sub-grantees and improve delivery through closer engagement at the time of the humanitarian response. This provided a low-cost effective tool for capacity building. Combined with other formal training, this may prove even more effective in future.

- *Increased Capacities for Needs Assessment:* Needs assessments both in emergency and early recovery responses require a high level methodological rigor, the submitted proposals show that I/NGOS needed RF-II support to conduct a quality needs assessment.

- *Higher Level Results Reporting and Logical Framework:* RF-II mostly collected data at output level in line with the OFDA standard indicators for RF-II. RF-II developed an advanced online system that could be used as a model for similar interventions. RF-II reports were mostly focused on output level reporting and limited outcome reporting. This is partly as a result of the way sub-grantees contracts were setup to be in line with the OFDA requirements which did not require collection of data at the outcome level. As a result, the broader impact created through RF-II results were lost. This could be tackled by incorporating outcome reporting as part of RF-II reporting.

- *Documenting Cross Learning and Lesson Sharing:* RF-II provided a great learning opportunity. There were many innovative approaches successfully practiced by RF-II such as practices related to gaining and retaining access. During monitoring visits, the RF-II team shared the lessons learnt with other sub grantees. Similarly, in application reviews, the RF-II team shared the lessons learnt with applicant NGOs / potential sub grantees to ensure lessons learnt from previous projects were incorporated. However, RF-II sub-grantees generally operated in isolation with little cross learning from each other. This hindered the ability of the partners to learn from each other by replicating best practices. There were no systematic efforts to document learning at the end of each major cycle of funding by sharing lessons learned with sub grantees and wider humanitarian community.

- *Review of Timelines and Triggers:* RF-II was very conscious of due diligence processes. This affected their efficiency in terms of quicker processing of sub-awards. The operating context in Pakistan was challenging and this hindered RF-II's ability to start its response in a shorter period of time. There were no triggers in RF-II, which could have been used to expedite the humanitarian response especially in the case of ongoing interventions or slow onset emergencies.

- *Diversification of Sectors:* RF-II mostly worked in sectors where it has been traditionally engaged due to the need on the ground and time required to complete field activities. This potentially came at the cost of certain activities such as protection and food security which would require a renewed thinking of RF-II. Evaluators understand that Concern was operating in a difficult operational environment where protection activities had less acceptance from the government authorities.

- *Project Management/Online Documentation Management:* RF-II successfully rolled out PRINCE2 for project implementation, which was a successful experience. RF-II also developed a strong online documentation management system for its projects, which was also success. It provided a good example for other such programs to learn from RF-II.

Section 4: Recommendations

Based on RF-II evaluation findings and learning, the following section presents key recommendations:

4.1   Monitoring, Evaluation and Learning:

Context: RF-II does not have a Logical Framework Agreement as it was not a requirement by OFDA. Similarly, most of the monitoring functions are focused on output level. RF-II has limited capacities in needs assessment, results monitoring and reporting. No mid-term review was conducted as part of RF-II or other independent lesson learnt exercises. Based on these factors, the evaluation team believes following recommendations will further strengthen RF-III:

- A structured Logical Framework Agreement to be developed for future RF programs. This LFA should include outcome and output level information, as well as targets and baselines. This will help in tracking the RF impact progress. This LFA should be reviewed and agreed annually with OFDA to account for any changes in the context. The LFA will help RF on capturing outcome level project information as well as collecting output level data. The RF-III team should have primary responsibility for developing this LFA with input from OFDA.
- While working closely with/through local partners, RF may also consider further strengthening needs assessments, results monitoring and impact analysis in relation to measuring program outcomes as well as making decisions on time, type and location of humanitarian response. This will help RF to provide more evidence-based input to OFDA for their decision making in relation to overall RF grant leadership.
- RF may consider documenting lessons learnt through post-action reviews, preferably facilitated by an external consultant to bring in objectivity to the process, after every major emergency response and share these findings with key stakeholders through learning workshops. These learning workshops can be linked with other on-going program activities such as annual review. As part of organizational learning framework, it may consider commissioning a third party midterm evaluation to identify possible avenues for midcourse correction.

4.2   Strengthening capacity of NGOs/Institutions:

Context: RF-II has made contribution in terms of capacity building of local institutions, even though this was not a formal requirement. This capacity building was made possible through active formal and informal engagements with local institutions. There were particular challenges faced by RF-II in relation to partners capacity such as their ability to conduct needs assessment and results reporting. To reduce similar challenges in the future, the evaluation team would like to recommend the following:

- RF can have a greater focus on improving capacity building of local NGOs. This will involve focusing on crucial areas which are essential for the delivery of humanitarian assistance. This will include needs assessments, beneficiary identification, monitoring and evaluation, report writing and other project management functions. On-the-job training, standalone specialized training and secondment of RF-III staff are some of the options RF may explore for the capacity building. Cross learning opportunities between partners will support these capacity building measures. Besides using an on-the-job training approach, RF should carry out standalone capacity building projects to build capacities of NGOs and relevant government institutions. This will not only help in bringing on board new partners but will also improve the quality of assessments. It may also lead to a reduction in response time due to better quality proposals, amongst other factors.
- Partners' capacity building will help with the RF exit strategy from Pakistan at the end of RF-III where OFDA has indicated they will not extend RF for a forth phase. This will allow OFDA to fund these local organizations directly in the future if a need arises. These local NGOs will be able to do fund raising by themselves with other donors and attract additional funding over and above allocations from OFDA which will also reduce response need from OFDA as well for particular emergencies.

4.3   Response Planning:

Context: In line with OFDA guidelines, RF-II response was determined by the scale of the humanitarian crisis and needs on the ground. These needs were verified through needs' assessments. This framework limited RF-II ability to respond to smaller emergencies with unmet needs. Similarly, due to challenges in access negotiation with the government and other due diligence requirements such as partners' identification, in some instances, it took longer to launch a humanitarian response. The evaluation team believes RF-III should cater for these issues through better response planning, as recommended below:

- RF may like to develop different triggers which could entail different type of responses. This will involve overall response triggers as well as thematic response triggers. This can be linked with Concern's own response triggers that are already developed as well as OFDA's own response parameters. It is important to mention OFDA is already planning to develop certain triggers of its own where RF efforts can be linked with these efforts. For example, for a large-scale sudden onset emergency, RF may decide to be on the ground within a week of the emergency. Certain considerations could include: assessing the scale of disasters by measuring the total number of affected people and geographical areas, the UN and Government of Pakistan decision respond to the needs and/or the request for assistance from provincial authorities for mobilizing existing resources.
- RF can link response planning with capacity building measures. RF may use pre-identified partners for the needs' assessments and responses. This may also involve the use of pre-qualified and capacitated NGOs for carrying out post-disaster needs assessments and responses.
- RF should engage new partners thus maximizing its potential benefits to wider group of local NGOs. A balanced approach will be needed in terms of identifying new partners as it will also entail experimenting with new partners who might not necessarily have the same track record as old RF partners. This new partner engagement process can be linked with RF capacity building initiatives as well to reduce such risks.
- RF in consultation with OFDA can further explore the possibility of utilizing and replenishing Concern contingency stocks. These stocks are available on the ground for Concern and can reduce the RF timeline for the procurement process. The usage of these stocks may require adding a budget line into the RF budget. RF may also consider reducing the overall sub-award timeline process through pre-disaster identification of potential sub-grantees in the high-risk areas and completing due diligence for them.
- In the future sub-awards, RF may consider a higher emphasis on protection mainstreaming with special emphasis on women, children, elderly, minorities and people with disabilities. This could be either done through standalone protection related projects or mainstreaming protection aspects in other projects. The sub-grantee staff capacity should be thoroughly assessed and include protection aspects. Similarly, it may assign longer project implementation periods for certain activities such as for food security related activities.
- Due to climate change there are more frequent smaller or localized disaster events taking place across the country. These events may receive less attention from the government and humanitarian actors and sufficient assistance may not get to the communities. Therefore, RF may consider providing assistance in such cases, if these meet OFDA emergency response criteria or triggers.

4.4   Operational Considerations:

Context: Based on evaluation findings, it was evident RF has strong grant management system and can be used as a model by similar programs around the world. At the same time, it can further build on its existing systems to bring additional efficiencies to make this system even stronger and efficient through the following recommendations:

- The sub-grantees should be encouraged to upload all the required documents, especially procurement related documents, to the online system as early as possible to avoid any delays and overburdening at the project completion stage. Making minor changes in the online documentation management, which is a very good example of online data management, may be required for these effects to take place.
- Similar sub-grantee costs should be grouped in one-line item reducing time required for compliance. For example, costs related to vehicle rent, driver, fuel, maintenance and other transportation should be grouped in one budget line item.
- Sub-grantees, in consultation with RF, should identify any cost extension requirements in time so that all the requirements are completed before the original contract expiry date. The project documents e.g. proposal structure and reporting formats should be considered as live documents. These documents should be annually reviewed in consultation with OFDA to capture any required change.

4.5   Building Upon RF Experience:

Context: OFDA and Concern have invested 10 years in the Rapid Fund. Over the years, this has now evolved into a strong and credible system and provides an opportunity for further expansion. To provide cost efficient solutions to donors, evaluation team would like to recommend the following:

- Since Concern has the capacity to manage and implement humanitarian programs and needs are huge, therefore, other donors can be approached by Concern for funding the humanitarian responses complementing RF work. This will require proactive lobbying from Concern. RF-II can act as a pool fund where multiple donors can come and contribute, especially those who would not like to channel their funding through the World Bank, United Nations and Government.