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PROGRAMME COMMITTEE

Hundred and Tenth Session
Rome, 7 - 11 May 2012
EVALUATION OF FAO'S RESPONSE TO THE JULY 2010 FLOODS IN PAKISTAN
MANAGEMENT RESPONSE

1. FAO management welcomes the Independent Evaluation of FAO's Response to the July 2010 Floods in Pakistan. This was one of the largest emergency response operations implemented to date by FAO, with almost USD 100 million of donor funding made available, which was deployed to help restore the food production of over 900,000 farming families, assisting more than 7 million men, women and children across Pakistan.
2. FAO management notes the process and methodology of the Evaluation conducted during 2011, and the wide consultation of stakeholders at global, regional and national levels. The Evaluation measured FAO's performance in responding to this major disaster against the internationally accepted criteria of relevance, efficiency, effectiveness, impact and sustainability.
3. Preparation of this management response has been coordinated by TCE, as the budget holder for all of the flood response interventions. The recommendations have been reviewed and discussed with a broad cross-section of FAO staff within TCE, across headquarters technical and shared services units, the ERCU, as well as the FAOR and FAORAP.
4. Management is pleased to indicate that many of the issues identified by the Evaluation were already recognized and being addressed. Some of these issues had arisen as part of the secondary response to the Sindh 2011 Floods, and others were lessons emanating from the After Action Review (AAR) of the 2010 Floods response.
5. The full context and exceptional operating environment of the Pakistan 2010 Floods may not have been sufficiently taken into account by the Evaluation team when appraising the decisions and choices available to FAO. Though alluded to in the report, the sheer magnitude of the response required by the institutional framework at a national level was overwhelming. Donors were receptive in supporting this response, but significant additional funding would have been needed to cover all

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needs assessed interventions. This may not have been taken into full consideration and does not actually represent a “missed opportunity” or “insufficiency”.

6. FAO Management agrees with the findings which highlight the importance of FAO’s role in emergency and rehabilitation work, as well as the positive overall reflection that FAO realized its programmatic objective in responding to the Pakistan 2010 Floods, albeit with areas identified for improvement, as noted in the management response to individual recommendations.

7. Whilst the report is generally positive, management feels that it does not fully recognize and profile success stories and benefits that could be replicated in the future. Had this been done more systematically, the benefits to be drawn from the report in informing future responses would have been enhanced.

8. The overall conclusions reinforce Strategic Objective I (SO-I), viz “*Improved preparedness for, and effective response to, food and agricultural threats and emergencies*”. The Pakistan 2010 Floods Evaluation directly contributes to informing and enhancing one of the three organizational results, “the effective response”. The recommendations support the implementation of the Operational Strategy of the Emergency Operations and Rehabilitation Division (TCE) over the period 2011-13, in line with the Organization’s new decentralized business model, aiming for a faster response to the needs of beneficiaries and moving to a more comprehensive approach reflecting preparedness, response and transition.

9. The timing of the Evaluation is most welcome. It not only builds on the recommendations emanating from TCE’s internal AAR, completed in April 2011, but also coincides with the decision of the Organization to accelerate the decentralization of operational management of emergency and rehabilitation activities to Decentralized Offices by the end of this biennium.

10. Finally, it is noted that the Case Study on Cash for Work Irrigation Rehabilitation (Annex IX to the final Evaluation report) is a useful adjunct to ongoing discussions of the interdepartmental working group reviewing cash transfer mechanisms, as noted under Recommendation 10.

Implementation of recommendations

11. Management accepts all thirteen recommendations addressed to the Organization. Detailed comments on the recommendations are presented in the attached matrix.

12. The recommendations will be addressed during the current biennium, with the reorganization of the structure and decentralization of the operational management of emergency and rehabilitation activities, and the FAOR Pakistan becoming responsible for the management and implementation of the emergency and rehabilitation programme at country level, accountable to the Regional Representative, by the June 2013.

13. The implementation of some of the recommendations will require additional resources, and in some cases extrabudgetary funding will have to be mobilized by the Organization to continue to ensure FAO’s effectiveness in responding to and preparing for emergencies and crises, particularly in the area of capacity development.

14. Management notes that particular emphasis has been placed by the Evaluators on the need to go beyond the direct distribution of inputs in order to ensure programme sustainability and proposes specific follow-up actions in that regard. Moreover, in accordance with the FAO Strategic Framework, in particular SO-I, and the development of integrated Country Programming Frameworks (CPFs), the Organization is aiming to assist crisis-affected countries with the objective of improving communities’ resilience by addressing both immediate and structural needs, provided that adequate funding be available.

Management response to “An Independent Evaluation of FAO’s Response to the July 2010 Floods in Pakistan”

Evaluation Recommendation	Management response Accepted, partially accepted or rejected and comment on the Recommendation	Management plan			
		Action to be taken	Responsible unit	Timeframe	Further funding required (Y or N)
<p>Recommendation 1</p> <p>FAO Pakistan should quickly finalise the Country Programming Framework, ensuring that it includes disaster risk reduction and management as a core strategic pillar, also using the document as a resource mobilisation tool, to leverage funding for agricultural flood recovery, and DRM capacity development, over the medium term. This will also involve the operationalization of the FAO/WFP/UNDP MoU on recovery in Pakistan.</p> <p>(Action: FAOR, TCE & ERCU, TCI)</p>	<p>Accepted</p>	<ol style="list-style-type: none"> 1. Country Programming Framework to be finalised. 2. TCE Plan of Action 2012-2014 to be finalised. 3. CPF to serve as a basis for the Resource Mobilization Management Strategy for Pakistan. 4. Future programming to continue to mainstream DRR/DRM activities, leveraging existing agreements with UN agencies as appropriate. 	<p>FAOR</p> <p>TCE/ERCU</p> <p>FAOR/ TCSR</p> <p>TCE/ERCU/ FAOR</p>	<p>3-6 months</p> <p>1-3 months</p> <p>3-12 months / ongoing</p> <p>Immediate/ ongoing</p>	<p>N</p> <p>N</p> <p>N</p> <p>N</p>
<p>Recommendation 2</p> <p>In future responses FAO needs to advocate on behalf of the tenant communities in order to maximize the impact of the items distributed, and to reduce the influence of local power-brokers. This should lead, over time, to a longer term advocacy initiative on land reform.</p> <p>(Action: FAOR, ERCU, NRC)</p>	<p>Accepted</p> <p>Management notes that the recommendation relates to a particularly sensitive and intractable topic. Advocacy for tenant and sharecropping communities is a complex and delicate task, which has multifaceted socio-cultural, political, and possibly security, ramifications. More neutral actors, and response interventions, may be required.</p>	<ol style="list-style-type: none"> 1. FAO to reinforce, to the extent possible, its communication and advocacy in favour of the most vulnerable tenant communities that rely on agriculture-based livelihoods in partnership with ILO, UN Women, UNHabitat and other relevant partners. 	<p>TCE/ERCU/ FAOR</p>	<p>3-12 months / ongoing</p>	<p>N</p>

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<p>Recommendation 3</p> <p>Both the capacity and structure of FAO Pakistan's monitoring system, needs to improve drastically, so as to ensure better beneficiary identification, reduced levels of misallocation of distributed items, and better monitoring of the results of interventions. Targeting guidelines require review and improvement. Furthermore, a system of evaluating the impact and efficiency of co-ordination needs to be elaborated and implemented</p> <p>(Action: FAOR, ERCU and Global FS Cluster Coordinator).</p>	<p>Accepted</p>	<p>1. Critical review of in-country programme monitoring system and procedures to be completed, and recommendations developed.</p>	<p>TCE/ERCU/FAOR</p>	<p>3-6 months</p>	<p>Y - to be built into project budgets</p>
		<p>2. Beneficiary selection criteria and guidelines for all future responses to be revised and adopted in light of extant inter-sectoral guidelines and best practice (see also Recommendation 12).</p>	<p>TCE/ERCU/FAOR</p>	<p>3-6 months / ongoing</p>	<p>N</p>
		<p>3. Coordination indicators to be adopted in line with the IASC Performance Monitoring tool and Transformative Action Initiative. GFSC notes the recommendation for indicators to be elaborated to measure the impact and efficiency of coordination, and will implement it to the extent possible after consultation with GFSC partners.</p>	<p>FAO/WFP/Global Food Security Cluster (GFSC)</p>	<p>6-12 months / ongoing</p>	<p>N – covered under existing GFSC funding</p>
<p>Recommendation 4</p> <p>A change in organisational culture is required so as to empower in-country staff to respond in a more efficient, and effective manner. This includes, but is not limited to:</p> <p>1) Formally involving the FAOR in decisions regarding the recruitment of</p>	<p>Accepted</p>	<p>1. Formal involvement of FAOR in selection of senior emergency and rehabilitation staff to be clarified, and feasibility study of merging ERCU and FAOR offices in Islamabad to be completed, including cost/benefit, security and risk analyses.</p>	<p>TCE/FAOR/OSD</p>	<p>6-12 months</p>	<p>Y – collocation of ERCU and FAOR offices</p>

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<p>senior emergency and rehabilitation staff (Action: TCE) and considering merging of the two FAO offices at the earliest moment possible.</p> <p>2) Opening an “imprest account” for the ERCU so as to facilitate the speedier processing of payment and reducing bureaucratic delays. (Action: CSF)</p> <p>3) developing standard operating procedures, and</p> <p>4) In the context of GoP decentralization, increasing the authority and responsibilities of provincial offices to plan and manage field programme interventions. This may require recruitment of new staff and/ capacity building of existing staff. (Action: FAOR and ERCU)</p>		<p>2. Decentralization of budget holder responsibility to DO scheduled for end 2012.</p> <p>3. An initiative was started by TCE in June 2011, with support from the US Office of Foreign Disaster Assistance (OFDA), to develop Standard Operating Procedures (SOPs) for emergency preparedness and response. SOPs for emergency preparedness and response to be completed, endorsed by senior management, piloted, rolled out, and capacity development completed (see also Recommendations 5 and 7).</p> <p>4. Ongoing review of staffing structure and recruitment of competent staff according to programmatic requirements, and FAO and GoP decentralization processes.</p>	<p>N/A</p> <p>TC/OSD/CS and technical units, in collaboration with DOs</p> <p>TCE/ERCU/FAOR</p>	<p>N/A</p> <p>End 2012-13 Biennium</p> <p>3-6 months / ongoing</p>	<p>N/A</p> <p>N – already supported by OFDA</p> <p>Y - to be reflected in project budgets as required</p>
<p>Recommendation 5</p> <p>Enhance emergency preparedness and institutionalise learning opportunities and activities, in particular, establish formal follow-up procedures on previous</p>	<p>Accepted</p> <p>Management understands the main focus of this recommendation to relate to the development and roll-out of Organizational Standard Operating Procedures (SOPs) for</p>	<p>1. Review potential service provider list and update/renew by issuing occasional Expressions of Interest.</p>	<p>ERCU/FAOR</p>	<p>Ongoing</p>	<p>N</p>

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<p>evaluations and after-action reviews, establish a performance appraisal systems for all staff (including NPP and longer-term PSA/consultants), and implementing partners and commercial suppliers. This will serve as a pre-qualification assessment for future emergency contracts.</p> <p>(Action: FAOR, TCE and ERCU)</p>	emergency preparedness and response, as also referenced under Recommendations 4 and 7.	<p>2. Review national staff performance appraisal systems and adopt additional measures when appropriate.</p> <p>3. Based on existing experience, continue to submit Supplier Performance Reports to CSAP for all purchase orders, in line with existing procedures under MS 502.</p> <p>4. Prepare and submit follow-up report in line with OED guidelines.</p>	<p>ERCU/FAOR/CSH</p> <p>ERCU/FAOR</p> <p>TCE/FAOR</p>	<p>3-6 months</p> <p>Ongoing</p> <p>12 months</p>	<p>N</p> <p>N</p> <p>N</p>
<p>Recommendation 6</p> <p>Interim or staged payment schedules should be encouraged, particularly within large contracts, thereby reducing the finance costing inherent therein.</p> <p>(Action: FAOR, TCE and ERCU)</p>	Accepted	<p>1. Continued application of partial, interim or staged payments to suppliers according to circumstances, in line with the Organization's rules and regulations which foresee the ability under Manual Sections 502 and 507. to make interim or staged payments to suppliers</p>	TCE/FAOR/CSAP	Ongoing	N
<p>Recommendation 7</p> <p>To make systematic that which worked effectively but on an <i>ad hoc</i> basis in the Pakistan response. Standard operating procedures and a classification system for categorizing the severity and scale emergencies should be developed/adopted in support of fast-tracking administrative actions.</p>	Accepted	<p>1. SOPs for emergency preparedness and response to be completed, endorsed by senior management and disseminated.</p>	TC/OSD/CS and technical units	End 2012-13 Biennium	N – already supported by OFDA

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(Action: TCE, CSA/F/H, LEG)					
<p>Recommendation 8</p> <p>With respect to funding, pre-agreements with identified donors (including CERF) need to be established in order to precipitate the establishment of a nationwide cluster system, available for any future large scale disaster responses.</p> <p>The level of SFERA funding should be raised proportionately dependent on the scale of the disaster and the funding commitments made.</p> <p>(Action: TCE HQ and Global Food Security Cluster Coordinator)</p>	<p>Accepted</p> <p>Management welcomes this recommendation as it addresses the need to ensure sufficient, timely and robust sectoral coordination by FAO and its partners for large-scale responses.</p>	<ol style="list-style-type: none"> 1. Explore possibility of, and advocate for, extra budgetary funding to support Cluster coordination in large-scale sudden onset emergencies. Global stand-by arrangements have already been concluded (e.g. Norwegian Refugee Council, CANADEM, and Danish Refugee Council), which can assist in the rapid establishment of cluster systems at country level. 2. SFERA already provides the ability to increase allocations for large-scale emergency responses Linkage between level of SFERA funding and declaration of level of emergency to be finalised as part of SOPs. 	<p>GFSC/TCE/ TCSR</p> <p>TCE</p>	<p>6-12 months / ongoing</p> <p>6-12 months</p>	<p>N</p> <p>N</p>
<p>Recommendation 9</p> <p>To improve the integration of gender issues into FAO's programming, more women need to be employed within FAO Pakistan, not only at senior level in the organisation, but also in the programme and monitoring teams, so as to improve access to female members of the community.</p> <p>(Action: FAOR, ERCU)</p>	<p>Accepted</p> <p>The broad intention of this recommendation is well noted, in order to improve gender-responsive analysis and design.</p>	<ol style="list-style-type: none"> 1. Continued capacity development and sensitization of FAO staff and local partners on gender analysis within the project cycle, particularly in needs assessments and targeting, programme/project design, and monitoring of gender markers during project implementation. 	<p>TCE/ERCU/ FAOR/ ESW</p>	<p>12 months</p>	<p>Y</p>

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		2. Explore possibility of a GenCap advisor to be deployed to Pakistan, working with the ERCU, FAOR, Sub-Working Group on Gender and other relevant bodies.	TCE/ERCU/ FAOR/ ESW	12 months	N
Recommendation 10 FAO needs to learn from its cash for work initiative, and develop its internal capacity for future usage of this, and other cash transfer mechanisms, including the use of vouchers and unconditional cash transfers. (Action: TCE HQ)	Accepted	1. The work initiated on <i>Operational Guidelines on Cash Transfers</i> and a <i>FAO Policy Document on cash transfer programmes</i> based on acquired experience in several regions will be completed and disseminated in line with the Organization's commitment to an integrated FAO programme, and to promote a high standard of quality across all FAO cash transfer programmes.	TC, TCE, in conjunction with relevant Units	3-6 months	N
Recommendation 11 FAO needs to follow up on training of staff and sector partners to better promote the use of good practice guidelines such as SPHERE, LEGS, and SEAGA. (Action TCE HQ and technical units)	Accepted	1. Capacity development planning to continue to include provision for training on good practice guidelines, including annual refresher training for both FAO staff and GFSC sectoral partners.	TCE/ERCU/ FAOR/GFS C/LTUs	6-12 months / ongoing	Y
Recommendation 12 Targeting of beneficiaries needs to be improved. The recently developed	Accepted	1. Review and amendment of beneficiary selection and targeting criteria in light of best practices,	ERCU/ FAOR	Ongoing	N

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<p>“beneficiary selection and targeting, inter sectoral guidelines for Pakistan” should be evaluated and where advisable adopted.</p> <p>(Action: ERCU)</p>		recommendations by GoP and UNCT, and response context.			
<p>Recommendation 13</p> <p>Shift emphasis in supporting flood affected agricultural communities beyond agricultural inputs towards the provision of low cost credit, value chains development, and agricultural extension. For tenant farmers in particular, develop an approach that focuses on the underlying causes of their vulnerability (land rights) and which seeks to diversity their livelihood strategies.</p> <p>(Action: FAOR and ERCU)</p>	<p>Accepted</p> <p>As mentioned under Recommendation 2, Management is acutely aware of the issues surrounding precarious land tenure relationships, particularly in heterogeneous and highly complex rural societies in Sindh Province. However, addressing land rights directly may not be the most appropriate strategy.</p>	<p>1. Consider all response options that meet the needs of crisis-affected populations, and which provide a transitional link to medium- and long-term development objectives as articulated in the CPF.</p>	TCE/ERCU/FAOR	Ongoing	N