



**United Nations Development Programme**  
**Country: Pakistan**  
**Programme Document**



<b>Programme Title</b>	Early Recovery and Restoration of flood affected communities in Pakistan
<b>Implementing Agency:</b>	UNDP
<b>Responsible Partners:</b>	EAD, NDMA, PDMA, Provincial P&D Departments, NGO, CBO's
<b>Programme Board:</b>	UNDP - EAD (Co-chair)

**Programme Description:**

In response to the devastating floods that hit Pakistan from July to September 2010, UNDP is launching a comprehensive one year programme in support of early recovery and restoration of flood affected communities. In close partnership with disaster management authorities at national, provincial and district levels, local government institutions, affected communities, and, where possible, the private sector, the programme seeks to restore safe and enabling environments for flood-affected communities in 39 severely and moderately affected districts to recover from the impact of the floods by focusing on achieving three strategic and interlinked outputs:

1. Capacities of local institutions and flood-affected communities for recovery and protection of rights restored
2. Livelihoods of vulnerable flood-affected people stabilized and restored
3. Basic and critical community infrastructure and services restored

Towards this end, UNDP will apply an area-based, multi-sector and integrated approach in the affected districts in order to restore capacities of local authorities, civil society and the private sector to lead the recovery process of communities by building on the relief efforts currently underway, thereby laying the foundations for longer-term reconstruction and recovery.

The programme provides an integrated and expanded platform for the five UNDP project outlines included under various Clusters (Community Restoration, Shelter, Protection and Agriculture) in the Revised Pakistan Floods Emergency Response Plan, launched on 17 September 2010.

<b>Programme Period:</b>	<u>one year</u>	<b>2010-2011 AWP budget:</b>	US\$ 120,000,000
<b>Key Result Area (Strategic Plan):</b>	_____	<b>Total resources required</b>	_____
<b>Atlas Award ID:</b>	_____	<b>Total allocated resources:</b>	_____
<b>Start date:</b>	<u>September 2010</u>	• Regular	_____ US\$ 4.7 million
<b>End Date</b>	<u>August 2011</u>	• Other:	_____
<b>PAC Meeting Date</b>	_____	• Government	_____
<b>Management Arrangements</b>	<u>DIM/NIM</u>	<b>Unfunded budget:</b>	_____
		<b>In-kind Contributions</b>	_____

Agreed by UNDP:

Endorsed by EAD:

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## I. Situation and Needs Analysis

Not in recorded history has a flood of such magnitude swept through Pakistan. The human toll has been enormous. The great Indus plain, home to one of the world's oldest civilizations, lies in ruins. Through the ongoing relief efforts many thousands of lives are being saved. But at the same time there is the tragic reality of millions of livelihoods devastated by the floods. People are returning to destroyed homes and lands covered with silt or standing waters. Community infrastructure has been ravaged. Basic public and communal services have stopped functioning. People have lost their means of subsistence. Community life has collapsed.

Returning to destitution and despair, people are trying to pick up the few pieces that may be left of their lives and rebuild with whatever means may be available. Unfortunately, those pieces and means are often mostly insufficient to meet even the most basic needs, especially for those that were already poor and vulnerable, women, children, the elderly.

### "A slow motion Tsunami" – UN Secretary-General Ban Ki-Moon

20.5 million people affected – more than the 2004 Tsunami and 2005 Pakistan earthquake combined

More than 1,750 dead

1.88 million houses damaged or destroyed

6.2 million acres of crops ruined; 0.5 million tons of stocked wheat lost

2 million bales of cotton lost out of a targeted output of 14 million bales

70 percent of roads and bridges damaged or destroyed

Helping these millions to start rebuilding their lives and prevent an emergency from turning into a humanitarian catastrophe is an immediate priority. One of the lessons learnt from recent disasters, such as the tsunami in the Indian Ocean and the earthquake in Haiti, is that neglecting early recovery only prolongs the need for relief and slows down long-term recovery. Building on the relief efforts, support to early recovery will allow millions to regain their means of subsistence, adequate living conditions, and their dignity. It will provide the foundations for sustainable reconstruction and recovery.

UNDP, mandated by the IASC as the global lead agency and provider of last resort for early recovery, is closely working with OCHA and the humanitarian Clusters in Pakistan to engage in a well-coordinated and effective early recovery response. UNDP also leads the Community Restoration Cluster in Pakistan, which focuses on key priorities for early recovery not covered by the other Clusters, such as restoring basic community infrastructure, non-farm livelihoods, local governance capacities and disaster risk reduction.

#### Pakistan Flood Losses (as of 9 September 2010)

Source: NDMA, PDMA

Province	Deaths	Injured	Houses Damaged	Population Affected
Balochistan	48	102	75,261	*700,000
Khyber Pakhtunkhwa	1,156	1,198	200,799	3,800,000
Punjab	110	350	500,000	8,200,000
Sindh	199	1,072	1,098,720	7,000,000
AJK	71	87	7,108	200,000
Gilgit Baltistan	183	60	2,820	100,000
<b>Total</b>	<b>1,767</b>	<b>2,869</b>	<b>1,884,708</b>	<b>20,000,000</b>

\*Additional 600,000 IDPs from Sindh are living in Balochistan

UNDP and the Community Restoration Cluster therefore propose an area-based, multi-sector and integrated approach in the affected districts towards restoring capacities of local authorities, civil society and the private sector to

lead the recovery process of communities. In doing so, the interventions under the Community Restoration Cluster will focus on the core areas for which it is mandated. At the same time, UNDP and the Cluster will closely coordinate at all levels with other clusters, particularly Food Security, Agriculture, WASH, Shelter and Protection, in order to promote full alignment of activities under these Clusters with those of the Community Restoration Cluster to ensure a comprehensive area-based approach to community recovery. Together with its partners on the ground UNDP is fully committed to returning hope to the people in Pakistan. Hope that they can overcome the disaster and will have a future to look forward to.

### **Early Recovery Assessments and Findings:**

UNDP has engaged in several early recovery related assessments with partners. These assessments have helped identify emerging early recovery needs and priorities for affected communities:

*UNDP/Inter cluster early recovery Assessment:* This survey, conducted between 4-12 August by the UNDP-led Community Restoration Cluster, collected data from all six flood affected provinces and sent teams to 15 districts in four affected provinces, including KPK, Sindh, Baluchistan, and Punjab. Initial findings highlighted serious impacts to **livelihoods** (including shops, industries, agriculture, livestock), the **environment** (mud, debris, carcasses, lack of sanitation and waste disposal facilities, standing water), **community basic infrastructure** (damaged water supply, water pumps, protection works, culverts, drainage and irrigation channels, link roads and bridges), **governance** (ID cards and deeds lost, government facilities damaged, security and theft problems, transparency issues), and **social cohesion** (tension building in some areas related to relief distributions). The survey also made observations on the cross-cutting issues of **disaster risk reduction** (some preparedness actions were reported, but weak local institutions, poor early-warning and community preparedness in most areas) and **gender** (lack of special facilities and arrangements for women).

UNDP engaged the Pakistan Wetlands Programme to assess environmental impacts of the floods in some of the affected areas. Their 22 August report presents findings that "the flood has severely damaged the natural forests, plantations, community forests and trees raised for fuel wood, habitat of wildlife and ex-situ conservation areas, fish resources and fisheries development infrastructure, and has altered habitat for some of the species such as Indus dolphin and hog deer. The findings suggest that there will be a reversion to the use of natural resources for livelihood, as the existing resources with the communities are either washed away or are thinned out. It is therefore imperative to take early measures, so as to avoid secondary damages."

The MCRAM has been enhanced to include some early recovery questions suggested by different clusters, including the Community Restoration Cluster. Preliminary data analysis confirms that there have been severe impacts to the agricultural sector. The data shows a strong demand for early recovery interventions and that most households surveyed have consistently prioritized land reclamation, cash, tools for land preparation and additional agricultural supplies as high-priority livelihood recovery needs. Assessed households have described serious impacts to their businesses and jobs, with most reporting that their employment has been totally discontinued. Though there have been few reports of any serious incidents, there have been reports of some disputes emerging in certain areas. These disputes are primarily arising from access to food and other items (55% of cases), but are also caused by lack of bathing facilities and latrines, and improper waste disposal (31% of cases). Specific

requests for support to restart livelihoods prioritize finance and repair/rehabilitation. More analysis of data is underway and should help provide a more complete picture of early recovery needs.

These assessments show that the impact of the floods is not uniform across the country, and different regions find themselves at different stages of relief and recovery. Consequently, a 'one size fits all' approach for all provinces and districts would be ineffective and there is a need to develop tailor-made approaches for each, based on the actual impact of the floods in each location. Also, as livelihoods, community infrastructure and services, social cohesion, shelter, public administration capacities, the environment and disaster risk are all closely inter-linked, focusing on just one of these sectors may therefore have limited effect in terms of helping communities to recover.

## II. Proposed Programme Strategy

UNDP is therefore launching a comprehensive one year programme in support of early recovery and restoration of flood affected communities in flood affected areas. In close partnership with disaster management authorities at national, provincial and district levels, local government institutions, affected communities, and, where possible, the private sector, the programme seeks to restore safe and enabling environments for flood-affected communities in severely affected districts to recover from the impact of the floods by focusing on achieving three strategic and interlinked outputs:

1. Capacities of local institutions and flood-affected communities for recovery and protection of rights restored
2. Livelihoods of vulnerable flood-affected people stabilized and restored
3. Basic and critical community infrastructure and services restored

Towards this end, UNDP will apply an area-based, multi-sector and integrated approach in the affected districts in order to restore capacities of local authorities, civil society and the private sector to lead the recovery process. This approach rests on applying the following four key principles throughout the planning and implementation of the programme:

- Community-based, participatory approach: by restoring/developing strong partnerships between the affected communities, community based organizations/NGO's, private sector and government institutions in all aspects of community restoration.
- Area-based, integrated approach: to the extent possible, interventions in the sub-sectors will take place simultaneously in target areas/communities in order to exploit linkages between the sub-sectors and ensure an integrated and holistic response to community restoration.
- Vulnerability-based approach: In the identification of needs the most vulnerable groups, especially women, children, and disabled will be given priority.
- Bridging the gap between relief and development: Building on relief efforts, the early recovery and restoration of communities aims at reducing dependencies on emergency relief and establishing the foundations for longer-term, large-scale reconstruction and recovery.

UNDP will also strengthen early recovery and Community Restoration Cluster coordination capacities in the affected districts and in the four main provincial coordination hubs (Multan, Sukkur, Hyderabad Peshawar) However it needs to be clarified that Balochistan will be covered from Sukkur hub, AJK and Gilgit will be covered by existing UNDP field structure based in Muzaffarabad and Gilgit. This

will aim at ensuring that UNDP and its partners in the Community Restoration Cluster work with each other and with the national authorities at Provincial and District levels (PDMAs, DDMAs/DCOs) in a fully aligned and cohesive manner, maximizing the impact of the various projects that will be implemented under the Revised Flood Emergency Response Plan in terms of covering all affected districts and all sub-sectors of the Cluster and in line with the priorities of the provincial and district authorities. It will also ensure full alignment of the early recovery activities undertaken by partners in the Community Restoration Cluster with those of the other Clusters. Towards this end, cluster coordinators and information managers are being deployed at provincial level and EAD while PDMAs and DCOs in all affected areas will be supported through the strengthening of information management systems and capacities.

## **Component I: Capacities of local institutions and flood-affected communities for recovery and protection of rights restored**

**Needs:** Local government authorities were overwhelmed by the magnitude of the floods. With extensive damage to infrastructure, these offices lost basic records and documents. Individuals as well lost invaluable personal identification and legal papers, without which they cannot reclaim land or obtain assistance. Restoring local government functions and rule of law are critical needs in this time of crisis, especially as demands on authorities are stretched to include delivering and monitoring relief and recovery assistance. Revitalizing networks of community organizations, including women's groups, is needed to ensure that citizens are consulted, that their needs are fully taken into account and that their capacities are galvanized during the recovery process. Access to formal and informal justice systems and protection of rights needs to be restored. Disaster risk reduction capacities need to be recovered in order to prevent "rebuilding risk".

### **Activities:**

1. Repair and re-equip at least 190 critical local public administration offices and facilities e.g. 45 police stations that have been damaged in the Punjab province
2. Provide equipment and technical support to at least 120 key offices to facilitate government to recover damaged/lost records, re-issuance of new documents
3. Restore access of citizens to public services through one-stop-shop facilities, including desks at district, tehsil and union council levels for citizens to have lost documents re-issued
4. Support the re-establishment of community organizations, including women's groups, to restore social cohesion and promote citizens participation in planning and decision-making.
5. Establish/restore effective information management systems for participatory planning, implementation and monitoring of relief and early recovery activities involving local authorities, community organizations and private sector entities
6. Establish citizen protection desks at local courts and bar associations to provide legal aid
7. Mobilize skilled social workers to facilitate psychosocial counseling and dispute resolution
8. Strengthening existing Musalihat Anjumans/Jirgas for dispensing alternative dispute resolution to flood affectees

9. Support and strengthen small business and farmers associations and provide them legal aid for securing their rights
10. Strengthen disaster risk reduction through recovery and enhancement of community based early warning systems, emergency communications, flood preparedness and mitigation, water shed management and slope stabilization (water shed management for AJK and Khyber-Pakhtunkhwa)
11. Enhance the early recovery and community restoration cluster coordination capacities in all the affected districts and at provincial level including GB, FATA and AJK, through the deployment of cluster coordinators and information managers at provincial level and strengthening information management systems and capacities of PDMAs , , , EAD and DDMAs/DCOs in all affected districts.

**Gender Considerations:** During implementation, women specific community organizations will be formed along with male and mixed community organizations. Female volunteers will be mobilized to ensure that they are able to provide psychosocial and legal support to the female members who are marginalized and subject to immense family pressures due to having been displaced.

**Expected Results:**

1. Local government offices in flood-affected districts will resume their functions and restore access to public services
2. Capacities of local authorities, civil society and private sector entities restored to lead the recovery process in a way that is tailored to the actual needs in the communities
3. Formal and informal mechanisms and capacities restored to restore access to justice and protect the rights of citizens, in particular the most vulnerable.

**Beneficiaries:** Approximately 2 million people in flood affected districts, including users of public services, public servants, members of community organizations and women's groups, people who lost their documents, skilled social workers, with specific focus on the most vulnerable, including women, children/youth, the elderly, people with special needs, lowest income-earning families, large and poor families, and vulnerable workers.

**Implementing Partners:** Local government institutions, Community Organizations, NGOs

**Synergies & Coordination with Humanitarian Clusters:** Community Restoration, Protection

**Funds Required:** \$18,000,000

**Component II: Livelihoods of vulnerable flood-affected people stabilized and restored**

**Needs:** The livelihoods of hundreds of thousands of people have been destroyed and their villages devastated, touching every aspect of individual and community life. Millions of acres of agricultural land with standing crops were inundated and stored crops were damaged. This has deprived the farming communities of the income they would have earned from the sale of these crops for food, basic necessities as well as agricultural inputs for the upcoming Rabi season. The urgent provision of inputs are an essential prerequisite for the timely sowing of the crops to avoid destitution and long term dependency on food aid. In addition, recovery of livestock and kitchen gardens, which are mostly managed by women, is urgently required. In the larger villages and towns, small businesses, shopkeepers, private employers, skilled and unskilled laborers, transporters and others became jobless,

who otherwise were earning wages to provide for their families' everyday needs. A large-scale livelihoods programme is therefore urgently required targeting both on-farm and off-farm income and employment as well as temporary employment to the poorest and most affected communities through labor-intensive cash-for-work programmes to enable quick cash infusions and support repairs and restoration of community infrastructure.

**Activities:**

1. Provide temporary employment to the poorest and most vulnerable through cash-for-work for clearing and leveling land, de-siltation of water channels, repair of small access roads, earthworks for flood protection, etc, through provision of 3 million person-work days
2. Provide cash grants for replacement of assets to at least 2,500 affected small and home-based businesses, with particular focus on women
3. Provide critical agricultural inputs for Rabi planting season such as seeds, fertilizers and basic tools to male farmers
4. Provision of vegetable seeds and tools to women and where needed, support in for transportation / marketing of vegetables
5. Restocking of livestock and poultry to affected women
6. Restoration of animal vaccination and veterinary services where needed
7. Undertake value chain analysis to identify alternative livelihoods
8. Provide vocational and skills training with a particular targeted approach for the women and persons with disabilities.
9. Provide/restore legal aid and dispute resolution mechanisms for vulnerable micro, small and home-based entrepreneurs
10. Provide institutional support for restoring micro finance services, debt rescheduling, etc., as well as other business services

**Gender Considerations:** Cash for work targeting females will be initiated in areas where this is possible. Women will be prioritized for receiving cash grants to restore their home-based businesses. Vocational and skills training will prioritize women. Women are also the primary managers of livestock and kitchen gardens.

**Expected Results:**

1. Livelihoods stabilized and restored for approximately 1.2 million people in targeted flood affected districts
2. Recovery of local economies kick-started through quick cash infusions and restoration of community infrastructure through cash-for-work schemes

**Beneficiaries:** Approximately 1.2 million people in targeted flood affected districts, including the most vulnerable, including women, children/youth, the elderly, people with special needs, lowest income-earning families, large and poor families, and vulnerable workers that will receive temporary employment through cash-for-work; as well as small- and home-based business owners, farmers, recipients of vocational and skills training, and microfinance institutions.



**Implementing Partners:** NGOs

**Synergies & Coordination with Humanitarian Clusters:** Community Restoration, Agriculture, Food Security

**Funds Required:** \$55,000,000

**Component III: Basic and critical community infrastructure and services restored**

**Needs:** Across the country, local infrastructure has been damaged or destroyed, including community-based infrastructure such as access roads, bridges, culverts, foot paths, water facilities and community buildings; agricultural infrastructure such as lands and water channels, karezes (Balochistan) and water harvesting structures; as well as flood protection structures, foundations of roads and bridges, etc. These are essential for ensuring basic services to communities, the revival of local economies and are critical lifelines for survival. Lack of community basic infrastructure can have an adverse impact on the delivery of food and other relief goods to affected populations, and in the longer term will hinder early recovery and reconstruction activities. In addition, low-cost disaster-resistant and energy-efficient housing solutions are needed and will be piloted in Gilgit-Baltistan and parts of Sindh. For women, the restoration of street lights, light in houses, and access to alternative energy sources for household purposes, is particularly critical.

**Activities:**

1. Assess and prioritize with local partners (local authorities, community organizations) damaged community, agriculture and flood protection infrastructure
2. Mobilize qualified skilled volunteers to provide technical advice and support to communities on restoring houses, infrastructure, etc.
3. Repair up to 2,000 prioritized community infrastructure facilities by local private contractors in collaboration with community organizations (male and female)
4. Establish effective operations and maintenance mechanisms of at least 2,000 community physical infrastructure schemes and also provide 2,000 solar-powered water pumps, solar lights for 5,000 households and 100 micro hydro-power stations
5. Provide improved disaster resistant, energy efficient housing for 5,428 households in Gilgit Baltistan and Thatta.
6. Retrofit and repair 4,600 damaged houses and make them disaster resilient and energy efficient.
7. Provide LPG cylinders and biogas installations to flood affected households in selected districts

**Gender Considerations:** There will be a need to ensure that a more or less equal number of infrastructure repair schemes suggested by females will be approved along with schemes suggested by male community organizations. Support to housing repair, safe water supply, lights for streets and houses, and alternative sources of energy for household use, are particularly critical for women.

**Expected Results:**

1. Basic and critical community infrastructure restored for approximately 3.8 million people in flood-affected districts

2. Disaster risk and environmental hazards reduced through the restoration of community flood protection structures, provision of disaster-resistant and energy-efficient low-cost housing, and restoring access to (alternative) energy sources

**Beneficiaries:** Approximately 3.8 million people in flood affected districts, including users of community infrastructure, operators of community infrastructure, owners of damaged and destroyed houses, with specific focus on the most vulnerable, including women, children/youth, the elderly, people with special needs, lowest income-earning families, large and poor families, and vulnerable workers.

**Implementing Partners:** Local Government departments, contractors, NGOs

**Synergies & Coordination with Humanitarian Clusters:** Community Restoration, Agriculture, Shelter, WASH

**Funds Required:** \$47,000,000

**Implementing Partners: NGOs**

**Synergies & Coordination with Humanitarian Clusters:** Community Restoration, Agriculture, Food Security

**Funds Required:** \$55,000,000

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**Implementing Partners:** Local Government departments, contractors, NGOs

**Synergies & Coordination with Humanitarian Clusters:** Community Restoration, Agriculture, Shelter, WASH

**Funds Required:** \$47,000,000

<b>Summary of Potential Districts:</b>						
#	Province/Area	District:	Programme Component:	I. Governance	II. Livelihoods	III. Infrastructure
			Beneficiaries:	2,000,000	1,200,000	3,800,000
1	AJ&K	Neelum		√	√	√
2	Balochistan	Bakhran		√		
3		Jaffarabad		√	√	√
4		Kohlu		√		
5		Loralai			√	
6		Muskakhel			√	
7		Nasirabad		√	√	√
8		Qila Saifullah			√	
9		Sibi		√	√	
10		Gilgit-Baltistan	Gilgit			
11	Skardu			√	√	√
12	Khyber-Pakhtunkhwa	Charsadda		√	√	√
13		Chitral				√
14		Dera Ismail Khan		√	√	√
15		Kohistan		√	√	√
16		Mardan		√		
17		Nowshera		√	√	√
18		Peshawar		√	√	
19		Swat		√	√	√
20		Shangla		√	√	√
21		Punjab	DG Khan		√	√
22	Jhang				√	
23	Khushab			√	√	√
24	Layyah			√	√	√
25	Mianwali			√	√	√
26	Muzaffargarh			√	√	√
27	Rahium Yar Khan			√		
28	Rajanpur			√	√	√
29	Sargodha				√	
30	Sindh	Badin		√		
31		Ghotki		√		
32		Jacobabad		√	√	√
33		Jamshoro				√
34		Kasmore		√	√	√
35		Khairpur		√		
36		Qambar Shadad Kot		√	√	√
37		Shikarpur		√	√	√
38		Sukkur		√		
39		Thatta		√		√

### III. Implementation Capacity and Strategy

UNDP will build on its partnerships with government, local authorities, civil society organizations, NGOs, and communities for planning and implementing the early recovery programme. This section outlines UNDP's existing programme, field, management and operations capacity and the measures being taken to further enhance these capacities for the implementation of the early recovery programme in response to the floods.

#### Programme capacity:

The current UNDP Programme in Pakistan covers four broad programmatic areas: Poverty Reduction; Democratic Governance; Energy and Environment and Crisis Prevention and Recovery. Several of the existing programmes under these areas constitute good **platforms** to support and/or deliver post-flood recovery assistance, in particular:

- The Sustainable Development through Peace building, Governance and Economic Recovery programme, implemented in Khyber-Pakhtunkhwa, which is now a flood affected area.
- The Refugee Affected and Hosting Areas programme (RAHA), implemented in the Baluchistan and Khyber-Pakhtunkhwa provinces.
- The One UN Disaster Risk Management programme, in particular through its support to the National Disaster Management Agency (NDMA), including at provincial and district level.
- The Devolution Trust for Community Empowerment (DTCE) programme, aimed at supporting local authorities and citizen engagement mechanisms. This is a nation-wide programme.
- The "Gender Justice through Musalihat Anjuman" and the "Pro-poor governance for legal empowerment" projects.
- Under the environment portfolio, the One UN Environment Programme, the Pakistan Wetland programme and the GEF Small grant programme.
- The Area Development Programme (which has a focus on agriculture based livelihoods) and the "bio-saline" projects, which operate in Punjab and Baluchistan.

The programme team is well established and experienced. Through the different projects, it has broad access to federal, provincial and district authorities, as well as to a range of local partners and organizations. As a result of the 2005 earthquake and the 2009 IDP crisis, the Country Office (CO) has developed a direct execution capacity that provides additional capacity for crisis response. The current CO management is working on further strengthening the overall programme integration and coordination to maximize synergies.

#### Field presence for programme delivery:

The CO presently manages a large amount of activities across the whole country, including elements of partnerships with established NGOs that have far reach into remote districts. The pre-flood capacity in number of people working on UNDP projects in the affected areas is 334. These existing implementation mechanisms and related capacities provide UNDP a considerable comparative advantage in delivering recovery activities at the community level across the flood affected areas.

**Strategic Management support:**

The CO Strategic Management Unit is responsible for programme management support; monitoring and evaluation; programme financial monitoring; partnerships and communications.

**Operational capacity:**

The Pakistan Country Office has a strong record of operational achievement with successful implementation of medium to large scale programmes and experience in responding to crises such as the 2008 earthquake and the IDP crisis of 2009.

**Further Enhancement of Capacities:**

Given the exceptional magnitude and scope of the floods, in order for UNDP Pakistan to be in an even stronger position to program, deliver and report against the expected outputs (assuming all funds are made available), and taking into account the specific operational challenges, the volatile security environment, the current office set-up and the existing field deployment, a number of measures are immediately being implemented to scale-up capacities, expand field presence, reorient office priorities, redeploy staff, and reorganize the office in order to ensure sufficiently scaled-up integrated programme management and efficient delivery with proper risk mitigation measures in place. For this purpose, **UNDP is investing USD 2,315,650 from corporate resources to cover the cost of this enhanced capacity for the first three months of implementation of the programme** as follows:

**Integrated programme management:**

Since EAD and UNDP are the joint owner of this programme, the capacity of the EAD will be enhanced for complete ownership and timely disposal of the work relating to this programme. Accordingly a programme support unit comprising of one Programme Specialist, one Programme Analyst and one Programme Associate will be established in EAD. The early recovery programme will be implemented by and through several of the CO programme units (CPR; Poverty; Governance; Environment) and by and through field offices. In order to maintain a strong programmatic coherence and “deliver as One UNDP”, a **robust horizontal coordination mechanism** will be established, based on the programme outputs. Two Senior Recovery Advisors will be ensuring programme coherence, bringing together all units and field offices involved in the delivery of output results. A senior recovery advisor with a post-disaster governance profile would coordinate Component I (Restoring the capacities of local institutions and flood-affected communities), while a senior recovery advisor with a post-disaster livelihood profile would coordinate Components II and III (livelihoods and community infrastructure). In addition, short-term specialists on Field Monitoring and Cash-for-Work will be fielded to provide common systems of delivering under all Programme Units.

**Strengthened Security management capacity:**

Paramount in scaling up the CO activities and presence in Pakistan is ensuring dedicated and continuous management of the existing and evolving security challenges and risks. The CO is therefore mobilizing an expanded and strengthened UNDP Security team, with a clear and direct involvement in all programmatic and operational decision-making. Security related equipment will be procured to ensure minimum MOSS compliance of the expanded UNDP activities.

**Establishment of a field presence in the most affected areas:**

Building on its existing field presence, UNDP will strengthen and/or establish four hubs (field offices), namely in Hyderabad (for Southern Sindh); Sukkur (for Northern Sindh); Multan (for Punjab); and Peshawar (for Khyber Pakhtunkhwa – existing presence). The existing project presence in Baluchistan will also be strengthened, although to a lesser extent due to security considerations. The minimum functions to be located at the field office level include overall programme coordination/integration; liaison with the authorities, Humanitarian Clusters, partners and

communities; programme support; and field monitoring. The field office will also include a security element as well as communication support. Programme coordinators will report directly to the management of the CO. The field office will work with local communities and NGOs to identify the recovery needs. It will provide support to local partners to develop technical and funding proposals for submission through the available mechanisms. It will also ensure knowledge sharing of successful practices across districts and regions.

***Geographic Management concentration:***

To ensure maximum impact, synergies and coherence and limit transaction costs, UNDP aims to the maximum extent possible and wherever feasible, at a **geographic concentration** on an area based approach to be informed by a gap analysis (which will be conducted at the level of the Community Restoration cluster). To the extent possible, results will be delivered under each of the three programme outputs in the targeted districts and communities.

***Strengthening monitoring capacity:***

Considering the anticipated significant increase in delivery and the field deployment, the CO M&E capacity needs to be significantly strengthened, both at CO and field level. The field monitoring function will be carried out either by UNDP staff directly or, alternatively, contracted out to an external monitoring agent.

***Strengthening communications capacity:***

With the increased importance of UNDP to be able to communicate results and bring attention to recovery issues facing the country, the current CO capacity in this critical area will be strengthened through the fielding of a Communications Specialist and two national communications officers who will travel throughout the UNDP flood response project areas to gather and package stories.

***Rationalization of existing Implementation modalities:***

The Programme Teams and the Field Coordinators will identify and coordinate the various delivery mechanisms existing in the provinces that presently exist under the CO portfolio of projects. These mechanisms should be re-oriented towards flood response activities and strengthened with sharing of best practices, tools and systems which will allow greater efficiency and ease of consolidated reporting and tracking.

***Set-up strong contracting processing unit:***

While the programme will continue to use existing (strengthened) mechanisms, the CO expects the majority of new funds to flow directly to delivery agents, such as NGOs and private contractors. In order to manage this volume, a strong contract processing unit will be set up which will carry out sorting, filtering and first level technical evaluation of proposals that are submitted for funding. The unit will also be tasked with managing issued contracts and ensuring a proper performance measurement and record. This will be a unit of up to 10 national contract officers/engineers, led and managed by a dedicated Procurement Officer. UNDP uses an open CFP (Call for Proposals) modality, whereby there will be a window for NGOs to submit proposals on an on-going basis according to specific criteria and requirements defined in the CFP (with weight on capacity of contractor) and contracts are issued to all proposals that meet the requisite technical evaluation score and are financially sound.

***Operational fast-track provisions:***

The CO has activated the use of corporate fast-track policies and procedures that have been specifically designed to enhance UNDP's operational capacity in emergency and post-crisis situations. These simplified provisions allow for a considerable acceleration of delivery in the



areas of human resources, procurement, finance and programming, while fully maintaining transparency and accountability

## IV. Management Arrangements

The programme will be directly implemented by UNDP Pakistan, consistent with policies and procedures.

### *Programme Board:*

A Programme Board (PB) co-chaired by Secretary Economic Affairs Division and Country Director UNDP will be established. The PB will take decision on the following key issues:

1. Approval of the criteria of geographical coverage of the programme;
2. Selection criteria for programme beneficiaries;
3. Review and adopt the components for implementation under national implementation (NIM) and direct implementation (DIM) modalities;
4. Approval of the modality to ensure involvement of relevant district government departments in community infrastructure projects to avoid any duplication and legal issues
5. Monitoring the progress of the programme.
6. Co-opt as member any stakeholder/donor on need basis

The PB will be convened on a quarterly basis regularly and on need basis as and when required to review the progress on implementation of activities, assess the relevance within the overall context of the Revised Pakistan Flood Emergency Response Plan and propose necessary recommendations to adjust activities as required. The PB provides overall guidance and agrees on possible countermeasures/management actions to address specific risks raised by the Programme Manager. It appraises the Programme Annual Review Report and makes recommendations for the next AWP prior to endorsing it. It provides ad-hoc direction and advice for exception situations when the programme manager's tolerances are exceeded.

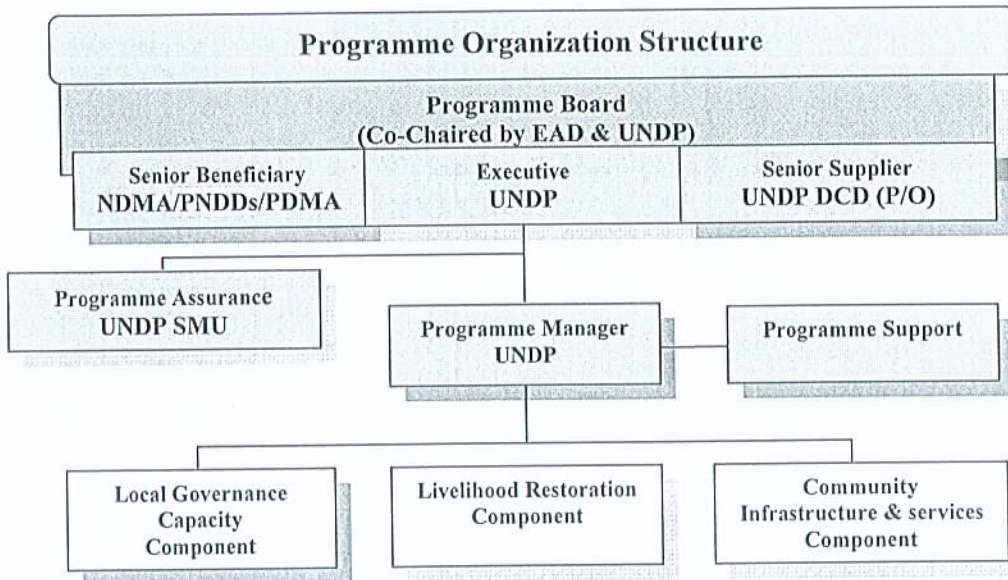
### *Programme Assurance:*

The Programme Assurance roles and responsibilities will be carried out by the Head of the UNDP Strategic Management Unit. The tasks of assurance, includes following up on management actions, keeping track of progress benchmarks, perform regular monitoring activities, such as periodic monitoring visits and "spot checks" to contact beneficiaries and contractors. The Programme Assurance agent ensures that funds are made available to the programme, that the programme progresses towards intended outputs and that resources entrusted to UNDP are utilized appropriately. In addition, it ensures that critical programme information is monitored and updated in UNDP's corporate management system Atlas, that financial reports are submitted to UNDP on time, and that Combined Delivery Reports are prepared and submitted to the Programme Board. Finally, it ensures that risks are properly managed, and that the risk log (see Annex B) in Atlas is regularly updated.

### *Programme Management:*

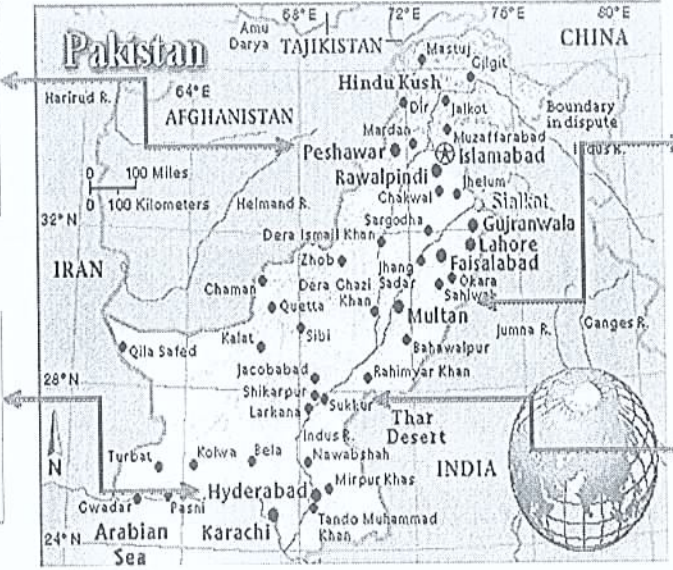
The Programme Manager's roles and responsibilities will be carried out by the UNDP Early Recovery Technical Advisors. The PM is responsible for planning the activities of the programme and monitor progress against the approved work-plan. S/he mobilizes goods and services to initiate activities, including drafting TORs and work specifications. S/he manages requests for the provision of financial

resources by UNDP, using advance of funds, direct payments, or reimbursement using FACE (Fund Authorization and Certificate of Expenditures); S/he is primarily responsible for monitoring financial resources and accounting to ensure accuracy and reliability of financial reports, as well as responsible for preparing and submitting financial reports to UNDP on a quarterly basis. S/he manages and monitors the programme risks initially identified submit new risks to the Programme Board for consideration and decision on possible actions if required, update the status of these risks by maintaining the Programme Risks Log (see Annex B).



# PROVINCIAL HUBS

**Peshawar Hub:**  
International  
Coordinator  
National  
Coordinator  
Programme  
Associate  
Security Associate



**Multan Hub:**  
International  
Coordinator  
National  
Coordinator  
Programme  
Associate  
Security Associate

**Hyderabad Hub:**  
International  
Coordinator  
National  
Coordinator  
Programme  
Associate  
Communication  
Officer (roving)  
Security Associate

**Sukkur Hub:**  
International  
Coordinator  
National  
Coordinator  
Programme  
Associate  
Communication  
Officer (roving)  
Security Associate

## V. Monitoring and Evaluation

**Risk Log (see Annex B):** Based on the initial risk analysis submitted, a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation. Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the Programme Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.

**Lessons Learned Log:** A project Lessons-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project. A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events.

**Field visits and quarterly reports:** The national/provincial programme managers will prepare quarterly reports for the PRB, accompanied by quarterly financial reports. The quarterly progress report will consist of a brief summary of progress in relation to the work plan and an update on the financial situation. This summary will also be used for feedback to the PRB for making decisions and introducing corrective actions.

**Review Meetings:** The national programme manager will be responsible for organizing these meetings and for following up on the recommendations and decisions taken in the meetings. The manager will prepare a brief action-oriented report on the review meeting, in coordination with the programme officer, and send it to participants in the meetings for their approval or comments.

**Annual Project Report:** The national programme manager will ensure the preparation of the Annual Project Report (APR), in consultation with the stakeholders. These reports while serving the purposes of monitoring performance also will cover lessons to help in assessing this implementation modality, including its implications in terms of capacity building and ownership.

**Annual Workplan and Budget:** The annual work plan and budget will serve as the primary reference documents for the purpose of monitoring the achievement of results. The project manager is tasked with the responsibility of implementing the project in accordance with these documents.

**Monitoring visits by UNDP:** The project will be subject to monitoring visits undertaken by UNDP staff and/or an external monitoring agent which will be sub-contracted.

**Review:** Programme performance will be externally reviewed (MTR) six months after its inception and a final review will be conducted upon completion of the programme.

**Evaluation and Audit:** The programme will be part of the Country office outcome evaluations. The audit of the project will be made through the regular external (UN Board of Auditors) or internal audits (audits managed by UNDP's Office of Audit and Performance Review).

## III. Legal Context

The legal context for UNDP-assisted programmes and programmes in Pakistan is established by two major agreements: 1) the Convention on the Privileges and Immunities of the United Nations, given effect by Act XX of 1948 of the Pakistan Constituent Assembly (Legislative) and assented to 16 June, 1948; and 2) the agreement between the Government of the Islamic Republic of Pakistan and the United Nations Development Programme concerning assistance under the Special Fund Sector of the United Nations Development Programme, signed by the parties on 25th February 1960.

This Programme Document shall be the instrument (therein referred to as a Plan of Operation) envisaged in article 1, paragraph 2, of the agreement between the Government of the Islamic Republic of Pakistan and the United Nations Development Programme concerning assistance under the Special Fund Sector of the United Nations Development Programme.

UNDP-assisted programmes and programmes for Pakistan are planned and executed in accordance with the global UNDP Financial Rules and Regulations and the Programme Cycle Operations Manual for Pakistan.

The following types of revisions may be made to this programme document with the signature of the UNDP Country Director, subject to the endorsement/approval of EAD.

- Revisions in, or addition of, any of the annexes of the programme document;
- Revisions which do not involve significant changes in the immediate objectives, outputs or activities of a programme, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation; and
- Mandatory annual revisions which rephrase the delivery of agreed programme inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

This programme document shall be the instrument envisaged in the Supplemental Provisions to the Programme Document, which are available.

## VI. Summary Budget

#	Item	Amount (USD)
<b>I.</b>	<b>Capacities of local institutions and flood-affected communities for recovery and protection of rights restored</b>	<b>18,000,000</b>
1	Staff, travel, security, equipment and supplies, monitoring, communications	900,000
2	Capacity restoration of public administration and community organizations	9,693,705
3	Legal Aid and Small Grants	1,367,080
4	Business Facilitation for vulnerable and marginalized businesses including extension of SMEDAs legal status	1,237,085
5	Alternate Dispute Resolution Councils	1,004,360
6	Institutional Support for Protection at the local level	2,620,200
7	General Management Services (7%)	1,177,570
<b>II.</b>	<b>Livelihoods of vulnerable flood affected people stabilized and restored</b>	<b>55,000,000</b>
1	Staff, travel, security, equipment and supplies, monitoring, communications	1,100,000
2	Cash-for-Work schemes and cash grants	32,650,000
3	Agricultural livelihoods support	17,651,869
4	General Management Services (7%)	3,598,131
<b>III.</b>	<b>Basic and critical community infrastructure and services restored</b>	<b>47,000,000</b>
1	Staff, travel, security, equipment and supplies, monitoring, communications	1,000,000
2	Community Infrastructure	18,925,234
3	Solar-powered water supply	9,000,000
4	Low-cost disaster resilient housing	7,000,000
5	Subsidized and alternative energy sources for flood victims	8,000,000
6	General Management Services (7%)	3,074,766
	<b>TOTAL</b>	<b>120,000,000</b>

## Annex A: Results and Resources Framework

### **Intended Outcome as stated in the Country Programme Results and Resources Framework:**

By 2012, National capacities and systems in disaster risk management strengthened through One UN Program to reduce the impact of disasters on the poor and most vulnerable

### **Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:**

Communities in high-risk areas empowered with resources and capacities to respond to and recover from disasters;  
Enabling environment for sustainable return, improved harmony and security and enhanced livelihoods opportunities for men, women and youth and vulnerable groups in the crisis-affected areas;

Social cohesion through community development leading to improved livelihoods for the Refugee-Affected Areas;

### **Partnership Strategy:**

The programme will be undertaken in collaboration with the Office of the Humanitarian Coordinator and in partnership with the Economic Affairs Division, Govt. Institutions and donors will be kept fully informed of progress through regular meetings and narrative and financial reports

### **Programme title and ID (ATLAS Award ID):**

INTENDED OUTPUTS	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS (required)	INPUTS (available)	INPUTS (short/fall)
<p><b>Output 1: Capacities of local institutions and flood-affected communities for recovery and protection of rights restored</b></p> <p><b>Target areas:</b> 31 flood-affected districts in AJK, GB, KPK, Punjab, Balochistan and Sindh</p> <p><b>Baseline:</b></p> <ul style="list-style-type: none"> <li>• % and # of critical public offices/facilities requiring rehabilitation in affected areas;</li> <li>• # of community organizations before and immediately after the floods and % of those specifically targeting women;</li> <li>• % and # of people that lost documentation, by type.</li> </ul> <p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>• % and # of damaged public offices/facilities rehabilitated;</li> <li>• # (%) of community organizations re-established and % of which are women's organizations;</li> <li>• # of community restoration initiatives undertaken through partnerships between local authorities, community organizations, private sector entities, and amount of contributions provided by each of these;</li> <li>• % of the above in which women's organizations are directly involved;</li> </ul>	<p>1.1 Repair and re-equip at least 190 critical local public administration offices and facilities</p> <p>1.2 Provide equipment and technical support to at least 120 key offices to facilitate government to recover damaged/lost records, re-issuance of new documents</p> <p>1.3 Restore access of citizens to public services through one-stop-shop facilities, including desks at district, tehsil and union council levels for citizens to have lost documents re-issued</p> <p>1.4 Support the re-establishment of community organizations, including women's groups, to restore social cohesion and promote citizens participation in planning and decision-making.</p> <p>1.5 Establish/restore effective information management systems for participatory planning, implementation and monitoring of relief and early recovery activities involving local authorities, community organizations and private sector entities, etc. Undertake community based participatory assessment on the actual impact of floods at each location to feed into the IMS</p> <p>1.6 Establish citizen protection desks at local courts and bar associations to provide legal aid</p>	<p>UNDP; PDMA, P&amp;DD, District government institutions; community organizations,</p>	<p>\$10,000,000 (Governance) \$8,000,000 (Protection)</p>	<p>none</p>	<p>\$18,000,000</p>



<ul style="list-style-type: none"> <li>• % of the above that enhance DRR/DRM;</li> <li>• % of people that have recovered lost documentation (by type);</li> <li>• # of citizens protection units established;</li> <li>• # of disputes recorded and % successfully resolved.</li> </ul>	<p>1.7 Mobilize skilled social workers to facilitate psychosocial counseling and dispute resolution</p> <p>1.8 Strengthening existing Musalihat Anjumans/Jirgas for dispensing alternative dispute resolution to flood affectees</p> <p>1.9 Support and strengthen small business and farmers associations and provide them legal aid for securing their rights</p> <p>1.10 Strengthen disaster risk reduction through recovery and enhancement of community based early warning systems, emergency communications, flood preparedness and mitigation, water shed management and slope stabilization (water shed management for AJK and Khyber-Pakhtunkhwa)</p> <p>1.11 Enhance the early recovery and community restoration cluster coordination capacities in all the affected districts and at provincial level including GB, FATA and AJK, through the deployment of cluster coordinators and information managers at provincial level and strengthening information management systems and capacities of PDMAs and DDMA/DCOs in all affected districts.</p>		
<p><b>Sub-total Output 1</b></p> <p><b>Output 2: Livelihoods of vulnerable flood affected people stabilized and restored</b></p> <p><b>Target areas:</b> 27 flood-affected districts in AJK, GB, KPK, Punjab, Balochistan and Sindh</p> <p><b>Baseline:</b></p> <ul style="list-style-type: none"> <li>• # of highly vulnerable people (identified through VAM and/or food aid recipients of WFP);</li> <li>• # of micro/small/home-based entrepreneurs that lost more than 50% of assets, disaggregated by sex;</li> <li>• # of farmers in need of inputs for planting;</li> <li>• # of households that lost all their livestock /poultry;</li> <li>• # of microfinance clients in arrears</li> </ul> <p><b>Indicators:</b></p>	<p>1.1 Provide temporary employment to the poorest and most vulnerable through cash-for-work for clearing and leveling land, de-siltation of water channels, repair of small access roads, earthworks for flood protection, etc, through provision of 3 million person-work days</p> <p>1.2 Provide cash grants for replacement of assets to at least 2,500 affected small and home-based businesses, with particular focus on women</p> <p>1.3 Provide critical agricultural inputs for Rabi planting season such as seeds, fertilizers and basic tools to male farmers</p> <p>1.4 Provision of vegetable seeds and tools to women and where needed, support in for transportation /</p>	<p><b>\$18,000,000</b></p> <p><b>\$35,000,000</b> (Cash for Work / Cash grants non-farm livelihood support)</p> <p><b>\$20,000,000</b> (farm livelihoods support)</p>	<p>none</p> <p><b>\$55,000,000</b></p>

<ul style="list-style-type: none"> <li>• # of work/days created through cash-for-work</li> <li>• % of highly vulnerable people provided with temporary employment, disaggregated by sex;</li> <li>• % of affected micro/small/home-based male &amp; female entrepreneurs that have successfully restarted their businesses through cash grants;</li> <li>• % of farmers having received inputs for planting in time;</li> <li>• % of households restocked with livestock /poultry;</li> <li>• % of microfinance clients out of arrears.</li> </ul>	<p>marketing of vegetables</p> <ol style="list-style-type: none"> <li>1.5 Restocking of livestock and poultry to affected women</li> <li>1.6 Restoration of animal vaccination and veterinary services where needed</li> <li>1.7 Undertake value chain analysis to identify alternative livelihoods</li> <li>1.8 Provide vocational and skills training to at least 6,000 people</li> <li>1.9 Provide/restore legal aid and dispute resolution mechanisms for vulnerable micro, small and home-based entrepreneurs</li> <li>1.10 Provide institutional support for restoring micro finance services, debt rescheduling, etc., as well as other business services</li> </ol>			
<p><b>Sub-Total Output 2</b></p> <p><b>Output 3: Basic and critical community infrastructure and services restored</b></p> <p><b>Target areas:</b> 23 flood-affected districts in AJK, GB, KPK, Punjab, Balochistan and Sindh</p> <p><b>Baseline:</b></p> <ul style="list-style-type: none"> <li>• # &amp; type of basic community infrastructure damaged in affected areas;</li> <li>• # of houses partially/completely damaged in Gilgit-Baltistan, Chitral (KPK) and Thatta (Sindh);</li> </ul> <p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>• # of community infrastructure programmes identified by men and by women and subsequently repaired</li> <li>• # &amp; type of basic community infrastructure repaired</li> <li>• # of repaired community infrastructure benefiting women;</li> <li>• # of houses partially/completely reconstructed in Gilgit-Baltistan, Chitral (KPK) and Thatta (Sindh)</li> </ul>	<ol style="list-style-type: none"> <li>3.1 Assess and prioritize with local partners (local authorities, community organizations) damaged community, agriculture and flood protection infrastructure</li> <li>3.2 Mobilize qualified skilled volunteers to provide technical advice and support to communities on restoring houses, infrastructure, etc.</li> <li>3.3 Repair up to 2,000 prioritized community infrastructure facilities by local private contractors in collaboration with community organizations (male and female)</li> <li>3.4 Establish effective operations and maintenance mechanisms of at least 2,000 community physical infrastructure schemes</li> <li>3.5 Provide improved disaster resistant, energy efficient housing for 5,428 households in Gilgit Baltistan and Thatta.</li> <li>3.6 Retrofit and repair 4,600 damaged houses and make them disaster resilient and energy efficient.</li> <li>3.7 Provide 2,000 solar-powered water pumps and organize local training on use and maintenance</li> <li>3.8 Provide solar lights for 5,000 households and</li> </ol>	<p><b>\$ 55,000,000</b></p> <p>\$20,000,000 (community infrastructure)  \$13,000,000 (solar-power water pumps)  \$ 14,000,000 (shelter /housing)</p>	None	\$47,000,000

	provide solar modules for restoring street lights				
	3.9 Repair up to 100 micro hydro-power stations in Upper Swat and Upper Dir (Khyber Pakhtunkhwa)				
	3.10 Provide LPG cylinders and biogas installations to flood affected households in selected districts			\$47,000,000	
<b>Sub-Total Output 3</b>				<b>\$120,000,000</b>	<b>\$</b>
<b>TOTAL</b>					<b>\$ 120,000,000</b>

## Annex B: Risks Log

ID	Type	Date Identified / Author	Description	Comments	Status	Owner
1	Physical /environmental	Programme Developer	natural disasters that affect the implementation of programs in the field.	In consultation with implementing partners in preparation and operation of preparedness and response plan, integrated into the reconstruction planning.	To be factored into programme implementation	UNDP
2	Institutional	Programme Developer	Covering all districts may dilute resources in some of the most affected districts.	The programme budget will need to be enhanced further to include the costing of all the districts.	To be factored into program formulation.	UNDP
3	Financial	Programme Developer	Inadequate/Untimely receipt of funding from donor countries	A full Resource mobilization strategy developed and implemented	Resource mobilization strategy being developed;	UNDP
4	Political	Programme Developer	Security situation in some affected areas deteriorates thereby reducing space for reaching out flood-affected communities and engagement with government	-Continuous monitoring of situation by programme staff and senior management in coordination with UNDSS -Take immediate decisions to protect property and staff as appropriate.	-Ensure improved programming and benefits for youth and communities so as to increase incentives for peaceful existence; -Maintain neutrality in humanitarian and development assistance;	UNDP