



Disaster Risk Management Programme in the Earthquake Affected Areas of NWFP and AJK



Collapsed community on a hill in Muzaffarabad

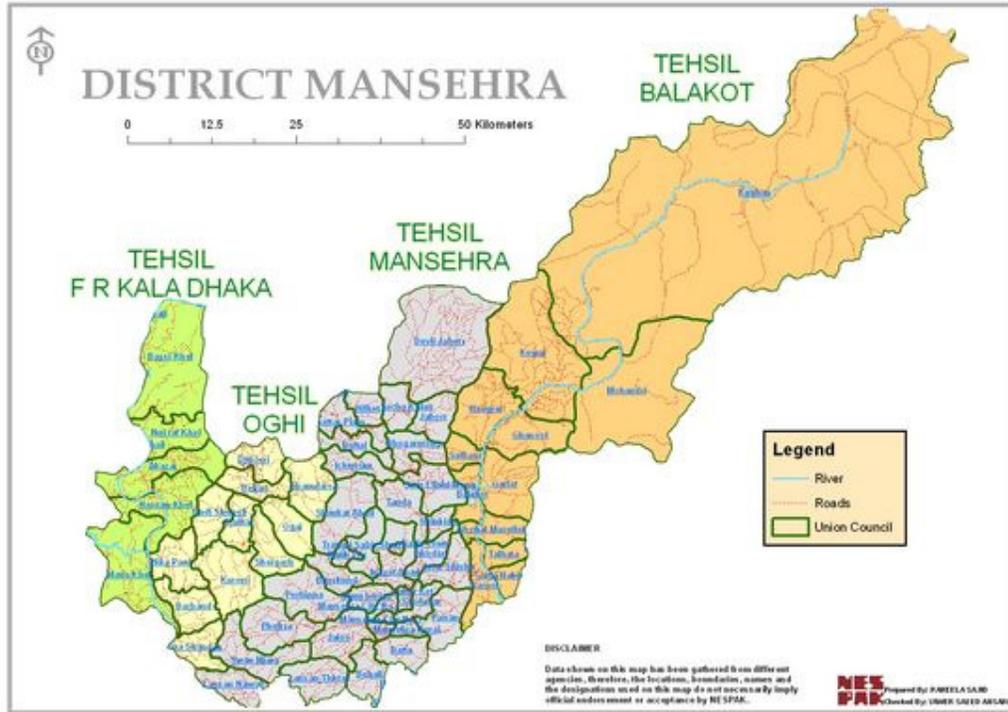
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Acronyms:

AJK	Azad Jammu and Kashmir
CBDM	Community Based Disaster Management
DRM	Disaster Risk Management
DRU	District Reconstruction Unit
EQAA	Earthquake Affected Areas
ERRA	Earthquake Reconstruction and Rehabilitation Authority
GIS	Geographical Information System
HFA	Hyogo Framework of Action
M&E	Monitoring and Evaluation
NDMA	National Disaster Management Authority
NGO	Non Government Organization
NWFP	North West Frontier Province
PERRA	Provincial Earthquake Reconstruction and Rehabilitation Authority
SERRA	State Earthquake Reconstruction and Rehabilitation Authority
UC	Union Council
UN	United Nations
UNDP	United Nations Development Programme

Maps of Mansehra and Muzaffarabad:



Overview

2. In 2003 the Government of Pakistan, with support from UNDP, initiated a proposal namely “Strengthening Pakistan’s Disaster Management Capacities at National, Provincial and District Level”, which in due course was to be the bed rock for the creation of National Disaster Management Commission and Authority. The focus of Disaster Management traditionally has been on more timely and effective response to an impending event, or the provision of urgent services to restore basic services after a disastrous event.

3. Following an emergency event there is no doubt that the role of relief assistance will remain. It is imperative, however, to recognise the need for much greater attention on implementation of protective strategies which can contribute to saving lives and protecting property. It is for this reason that a more holistic approach, that emphasizes vulnerability and risk factors, has coalesced around the concept of risk reduction, or disaster risk management.

4. Disaster reduction policies and measures need to be implemented with a two-fold aim: **to enable societies to be resilient to natural hazards and ensuring that development efforts do not increase vulnerability to those hazards.** It is equally significant that the reduction of risks is viewed as a continuous series of endeavors pursued across social, economic, governmental and professional sectors of activity. Instead of being understood as a specialization of security, emergency services or experts, comprehensive disaster risk reduction needs to involve many segments of society – *starting with those members of the public who are themselves most exposed to anticipated hazards.* This understanding is essential if communities are to become more resilient to the effects of hazards so that disaster losses can be reduced in coming years.

5. Pakistan is highly prone to natural disasters. Floods, droughts, landslides and earthquakes, are a recurrent phenomenon. Recent studies indicate that the energy stored along the Himalayan arc suggests a high probability of several massive earthquakes of magnitude greater than 8.0 in the future. Susceptibility to natural disasters is compounded by frequent occurrences of manmade disasters such as fires, epidemics, road and rail collisions and industrial accidents. Due to environmental degradation; the changing topography has also increased the vulnerability of the country. After the 1935 Quetta earthquake which killed 30,000 people, Pakistan experienced two major disasters

–the Kohistan earthquake in 1974 and the October 2005 earthquake in AJK and parts of NWFP. Localized emergencies including the Northern Areas earthquake in 2002 and flooding in 1995 in northern parts of Pakistan and in the Sindh in 2003 show the need for preparedness and mitigation planning.

6. Frequent disasters lead to the erosion of development gains and restricted options for the disaster victims. Physical safety, especially for vulnerable groups, is routinely threatened by hazards. The current major earthquake disaster has very clearly illustrated that Pakistan needs to develop a multi-hazard preparedness, prevention, response and recovery plan for natural hazards so that threat to human life and property is minimized.

7. Disaster risk management is essentially a development problem and thus any preparedness and mitigation planning will have to be taken up in tandem with environmental concerns that the country is facing today. Disaster Risk Management focuses on reducing threats and potential losses and *not* on managing disasters and their consequences. DRM contributes to developing a "culture of safety" and creating "disaster resilient communities".

Problem Statement

9. The 8th October 2005 earthquake is a wake up call for the decision makers at policy level for a well coordinated disaster risk management initiative in the country. The number and intensity of disasters, particularly in Asia is increasing each year as more communities and populations become vulnerable to natural and human-induced hazards. Pakistan is beset by a multitude of hazards; natural as well as man made. The country has a history of major earthquakes due to its location on active fault lines. The presence of major rivers in the country is a blessing on one hand, but poses serious threat of flooding, causing loss of life and property, almost every year. Due to deforestation and resultant soil degradation the mountainous north is facing the threat of land sliding. Only recently many precious lives were lost in Muzaffarabad and Chitral due to land sliding. The Hattian landslide and subsequent dam formation is a case in point.



Hattian Bala Lake in Muzaffarabad District

10. Disasters impede sustainable development – thus, the integration of disaster risk management into development strategies will complement efforts in poverty reduction, rural and urban livelihood, education, environment, equality, health services, local governance, political or policy advocacy, empowerment of women and the disfranchised, improvement of the quality of life and humanitarian assistance.

ERRA's Relevance to Initiating Disaster Risk Management Project in EQAA

11. Following the devastation caused to lives, property and environment by the 8th October 2005 earthquake, the political will to implement and mainstream disaster reduction into the development process has never been higher. In February 2006 the Government announced as a first step the establishment of National Disaster Management Authority at the federal level that will drive the development of comprehensive disaster risk management system, eventually spanning the regional, district and community levels. However, ERRA has an effective presence on ground in the affected areas in NWFP and AJK through a network of programme offices and other infrastructure. At the same time there is a complete sensitization on the part of the communities as they are still experiencing the process to recovering from the devastation caused by the October 2005 earthquake. With the reconstruction work progressing in full swing, it is the responsibility of ERRA to build the capacities of the community so that Disaster Risk Reduction is built into all sectors of reconstruction and to protect the infrastructure from destruction in any future disaster event, thus saving the development gains from erosion. The situation presents a unique opportunity to ERRA for implementing a comprehensive programme on disaster risk management in these areas.

12. The ground situation in the affected areas offers a unique opportunity to quickly operationalise the key ingredients of NDMA framework in to meaningful actions. The systems and processes introduced in the affected areas can serve as a lesson learning platform for further fine tuning the NDMA framework and then the model can be replicated in rest of the country.

What the Project Aims at Achieving

13. ERRA, supported by UNDP, has already prepared Risk Management Plans through a participatory process for all the affected districts. The plans are comprehensive and they cover range of issues including institutional capacity building, community preparedness, hazard mitigation and disaster prevention. But the Plans can only be as effective and beneficial as they can be made. As is often the case, the plans will add to office racks of government offices and will never be implemented. There will be an issue of ownership and constraint of resources for operationalising. The DRM Project will help the district governments in creating strong institutional basis for operationalising the District Disaster Management Plans.

14. Mainstreaming disaster risk reduction into local development planning is key to sustainable development. The Project will formulate guidelines for mainstreaming disaster risk reduction for each sector of development and work closely with the development sector players both in the government and in the private sector for integration.

Project Framework - General Approach

15. The project will address disaster risk management issues in the high risk Earthquake Affected Areas of NWFP and AJK. The project seeks to address the five priority areas of HFA by strengthening the capacity of the government institutions and local community on disaster risk management, based on appropriate preparedness, mitigation and post disaster recovery.

16. Description of Activities:

➤ Hazard Risks and Vulnerability Assessment and Mapping

- An assessment, using internationally accepted assessment methods of hazards, vulnerabilities, capacities and risks in the earthquake affected area; and secondly the dissemination of this information to local communities and the respective implementation into local development plans.

- Assess risks and vulnerabilities of the public infrastructures (Schools, Hospitals etc.) and private housing.
- Review the impact of settlement pattern and land use practices and options in high risk areas.
- Prepare policies on emergency preparedness, response and post disaster recovery.

➤ **Institutional and Community Capacity Building**

- Delivery of awareness and skill training to selected volunteers at community level on basic Search and Rescue, Emergency Health Care, Fire Fighting and Evacuation etc.
- Building response capacities of the community by establishing stock piles of emergency equipment and stores at communities' level.
- Establishing a community response structure comprising influential community leaders linked with district level institutional framework.
- Assessment of needs at all levels in terms of equipment and stores for emergency response
- Delivery of essential emergency response tools and equipment

Goals and objectives

The overall goal of the programme contributes in two districts of the EQAA to:

- the reduction of existing disaster risks by increasing the resilience of local authorities and communities to the negative impact of natural hazards and/or technological failures
- the prevention of the build-up of new risks through due consideration of disaster risks in the planning processes of local authorities and communities; and
- the adaptation to changing risk factors through the consideration of, inter alia, climate variability and climate change, environmental degradation, changing vulnerability factors, etc.

As such, the programme supports safe lives and livelihood of local communities and contributes to the reduction of the negative impact of disasters in the area.

An important aspect for all three approaches is the provision of technically sound data and information about the prevailing hazards, vulnerabilities and risks and about the existing coping capacities. Considering these overall goals the programme has three main objectives:

1. Provide hazard and risk maps and other related information to the relevant authorities. These documents serve as indispensable basis for mainstreaming of disaster risks reduction and any type of awareness and capacity building on local levels (i.e. they are the basis for objectives 2 and 3).
2. Mainstreaming disaster risk reduction in district planning processes in order to prevent the further build-up of risks through risk-conscious investments and activities and to better respond to disasters through effective preparedness.
3. Provide awareness and capacity building in disaster risk management on community level to render local communities disaster resilient.

Project Outline and Geographic Area

19. Initially the DRM project will be implemented as model in two districts; Mansehra in NWFP and Muzaffarabad in AJK. The project will be implemented through a team comprising:

- Project Management team including GIS capacity and Risk Assessment capacity located at ERRA
- A District Project Coordinator-cum-Trainer, assisted by six Master Trainers in each district for the mainstreaming component and CBDRM. The Master Trainers team will have the capability and skill to train communities in disaster risk management, including hazard awareness basic search and rescue, emergency first aid, fire fighting, evacuation and early recovery and reconstruction.

An international expert will be acquired under the programme to guide and backstop the first phase of programme implementation in the first two districts.

20. On successful implementation of the project for the initial one year in these districts an evaluation will be carried out, and based on the outcome of the evaluation a decision about its extension to other parts of the affected areas will be arrived at.

Management Arrangements

21 ERRA will manage the umbrella project ensuring a unified and coordinated approach is adopted towards community based disaster management. ERRA will facilitate the compilation of community training and awareness material while the implementation and information dissemination at the grass root level will be carried out by the implementing partners. Efforts will be made to link up activities of project with all stakeholders including government, private sector and civil society. The overall

supervision will be the responsibility of a project management team at ERRA to ensure regular monitoring and evaluation for the production of expected outcome.

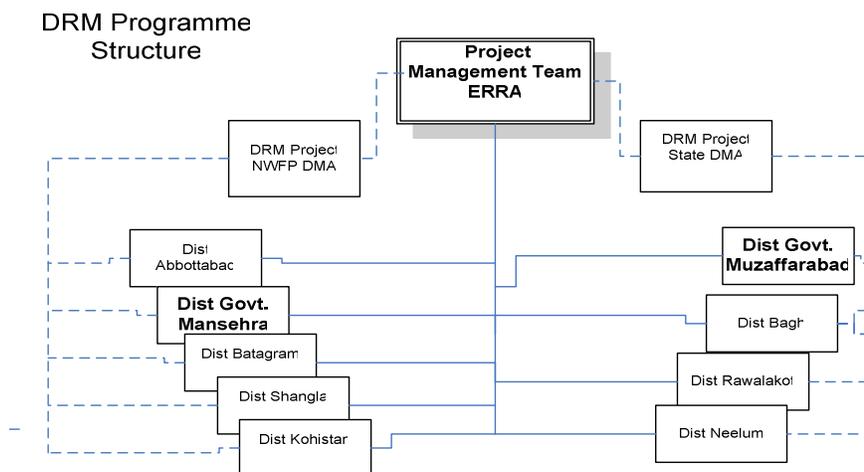


Fig 2: suggested DRM structural diagram

22. Project Steering Committee

A Project Steering Committee will be convened, chaired by the Deputy Chairman, ERRA with membership including the governments of AJK and NWFP, WB and UNDP. The Committee will meet quarterly to review the project for its progress and its impact on the communities and to provide direction as required. The Committee will provide strategic level coordination and advice to the Programme implementation staff and partners. A Project Monitoring Committee comprising Director General Provincial/State Disaster Management Authority, District Nazim/Deputy Commissioner and Regional Project Coordinator ERRA will also be established at the State/Provincial level.

23. Monitoring and Evaluation

The implementation of this programme will take place in close coordination with provincial and local authorities and other partner organizations and subject to evaluation by ERRA’s M&E system. The project management team will be responsible for the production of results to achieve the objectives and meet expected targets. A community level needs assessment would be necessary in order to determine a baseline for assessing the program’s impact. Questionnaires, interviews and group discussions will be conducted for data collection, and case studies will be reviewed through participatory analysis. On-site monitoring staff will be responsible for formulation of reports and updates that will be shared with the management for analysis and evaluation. Impact assessment studies will be carried out to measure the change to revise future policies and plans. Annual review

and assessments will be carried out and reports will be submitted to the donors and partner agencies

