Chapter 3

Trend Setters




CHAPTER 3 TREND SETTERS

1. MAINSTREAMING DISASTER RISK REDUCTION FOR SUSTAINABLE DEVELOPMENT

1.1 Overview

There is an unprecedented upsurge in the number and magnitude of disasters in the Asian region. In 2008 alone, in a time span of only 9 months, 22 disasters of varying intensities have struck the region. Some of these have been overwhelmingly devastating. Following is the list of disasters that the region faced since January 2008:

Table 24: Country Wise Disasters of 2008

Date	Disaster Type	Country	Location
Jan	Avalanches and Heavy snowfalls	Afghanistan	Northern Provinces
Jan	Earthquake	Kyrgyzstan	Naryn
Jan	Cold Wave	China	Gansu,Guangxu, Guizhou Provinces
Feb	Floods and Landslides	Philippines	Manila
Mar	Floods	Kazakhstan	
April	Floods	Sri Lanka	Southern Sri Lanka
April	Typhoon	China	Southern China
May	Floods	China	Guandong Province
May	Earthquake	China	Sichuan
May	Tropical Cyclone	Myanmar	South-western Myanmar
May	Tropical Cyclone	Philippines	Halong
May	Flash Floods	Philippines	Manila
May	Floods	Thailand	Nan, Phrae, Mukdahan Provinces
Jun	Floods	India	Bihar, South-western India
Jun	Floods	Bangladesh	Northern Bangladesh
Jun	Typhoon Fengshen	Hong Kong Philippines	
July	Floods	Nepal	Eastern Nepal
Aug	Earthquake	China	Yunnan and Sichuan provinces
Aug	Typhone Nuri	Philippines	Ilocos Norte, Ilocos Sur, Cagayan and Benguet
Aug	Floods	Pakistan	NWFP/FATA, Punjab
Aug	Tropical Storm Kammuri	China, Lao, Vietnam	
Sept	Land Sliding	Philippines	Compostella Valley Province

Loss of life has enormous social, psychological and economic impact on the society. But the material losses in terms of damage and destruction of infrastructure have, invariably, a debilitating effect on the countries' economy. This becomes especially unbearable when the development gains over the years with heavy investment are eroded in a single disaster, mainly, due to failure of integrating disaster risk reduction into the development process.

Studies are being undertaken by some of the international development financing agencies, training institutions and non-government organisations on disaster risk reduction, specifically on mainstreaming DRR into development. UN-ISDR, the World Bank, Tear Fund UK and Asian Disaster Preparedness Centre is leading this initiative. A large group of 168 countries signed the Hyogo Framework for

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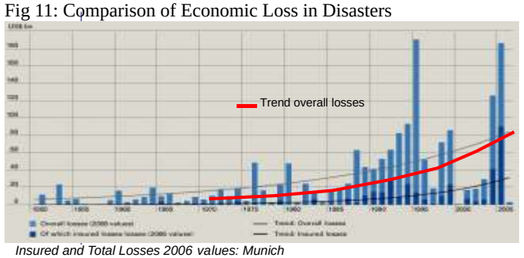
ß8Î²ò@⁴A Þ´˜.¼KuIn the following text, an effort has been made to consolidate some of the relevant research work of these organisations along with ERRA's efforts in this context for the benefit of our esteemed readers.

1.2 Economic Losses in Disasters

Hazards are inevitable and are becoming increasingly frequent. Their impact on societies is increasing because of rising levels of human vulnerability. With every disaster, there is a significant impact on various sectors of development like agriculture, housing, health, education and infrastructure.

Fig 11: Comparison of Economic Loss in Disasters



Insured and Total Losses 2006 values: Munich

This results in a serious social and economic setback to development and poverty reduction strategies of the developing countries, and poses a threat for achieving the Millennium Development Goals (MDGs).

Not only have the number of disaster events increased, but there is an overall trend in the increasing cost of disasters over the past two and a half decades. Estimates show that between 1983 and 2003, the direct economic losses from natural disasters have increased five-fold, to a staggering US$629 billion. These daunting totals exclude the 2004 Tsunami and the Pakistan Earthquake of 2005, whose economic impacts are estimated at over US$100 billion. In 2005 alone, disasters cost US$159 billion in large part due to Hurricane Katrina, which cost US$125 billion.

To meet with these crises, scarce resources that are programmed for development are often diverted for relief and rehabilitation efforts. Likewise, development, activities may sometimes induce new risks if disaster risk considerations do not figure into project design. Development activity and disaster risk reduction are therefore two sides of the same coin and have to be dealt with in unison.

Disaster Risk Reduction (DRR) should be a key element of sustainable development. In fact it is a pre-requisite of sustainable development in hazard-prone environments. There is strong global endorsement for this approach in the form of Hyogo Framework for Action.

1.3 Mainstreaming Disaster Risk Reduction

Mainstreaming means expanding and enhancing disaster risk reduction so that it becomes normal practice, fully institutionalized within an agency's relief and development agenda. That is, to consider and address risks emanating from natural hazards in strategic frameworks and institutional structures, national policies, sectoral strategies and the design of individual projects in hazard-prone areas.

It has three purposes:

Pan-caked Margalla Towers Islamabad

. To ensure that the development programmes and projects that originate from or are funded by an agency are designed with evident consideration for potential disaster risks and will have an in-built ability to resist hazard impact

- To make certain that all the development programmes and projects that originate from or are funded by an agency do not inadvertently increase vulnerability to disaster in all sectors: social, physical, economic and environmental
- To guarantee that all the disaster relief and rehabilitation programmes and projects that originate from or are funded by an agency are designed to contribute to developmental aims and reduce future disaster risk.

Natural disasters are seen as development killers because means are diverted from development into rescue and relief efforts. This is mainly caused by development failures. A disaster is by no means natural -- only the human activity in the wrong place, at the wrong time and not adapted to nature turns a natural event into a disaster.

The process of development (without consideration for disaster risk factor) has put many countries at a risk. Absence of disaster risk reduction components into the development programmes aggravates the negative impact on the socio economic set up of the country. The development activities and disaster risk reduction are two faces of the same coin which have to be dealt with in a unified manner. Thus mainstreaming Disaster Risk Reduction into development policy planning and implementation is one of the essential tools for sustainable disaster resilient development.

A building surrounded by Flood Water

1.4 Natural Threats to Pakistan

Geographically, Pakistan is situated in a hazard-prone region and faces a multitude of natural hazards. Natural hazards like avalanches, cyclones and storms, droughts, earthquakes, epidemics, floods, glacial lake outbursts (GLOFs), landslides, pest attacks, river erosion and tsunamis pose a serious threat to the Pakistani society. A variety of human-induced hazards also threaten the society, economy and environment.

Recently, Pakistan suffered the tragic earthquake of October 8, 2005 that killed over 73,000 and caused over US$ 5 billion of economic losses. These losses could have easily been minimized if disaster risk reduction had been integrated into the development process of the country. Over three thousand government schools were destroyed causing deaths of over 18,000 students, huge construction losses and disruption of educational activity. Approximately 949 government sector buildings were destroyed which resulted in a total collapse of governance infrastructure. In addition, numerous roads and buildings were either completely or partially destroyed causing disruption or problems in the relief and recovery phase after the earth quake. All this happened because buildings and concrete structures were built without incorporating appropriate seismic proofing measures. In the past few years Pakistan has been through various disaster situations.

It is high time that Disaster Risk Reduction is incorporated into the national development policy, planning and implementation essentially in the critical sectors. It is important that mainstreaming be integrated in all relevant sectors and at all levels i.e. at national, provincial, district and grass root level. Few priority areas are highlighted below.

1.5 Agriculture

Disaster Risk Reduction can be incorporated in the agriculture sector if policy guidelines are prepared which:

? Promote programmes of contingency crop planning and crop diversification
? Introduce supplementary income generation programmes from off-farm and non-farm activities
? Offer effective insurance and credit schemes to compensate for crop damage and loss to livelihood.

1.6 Urban Planning and Infrastructure

The importance of integrating DRR in Urban Planning and Development cannot be under estimated. This can be done if the authorities:

? Introduce Disaster Risk Impact Assessments into the construction of new roads and bridges
? Promote the use of hazard risk information in land-use planning and zoning programmes.

Seismic Resistant Rural Housing in EQAAs

1.7 Housing

Most of the people who lost their lives during the earthquake were living in houses which had been constructed without incorporating seismically safe building designs and codes. In order to avert such heavy

losses in the future, it is imperative to:

- ð· Promote the increased use of hazard-resilient designs in housing in hazard-prone areas
- ð· Upgradation of national building codes to include seismic safety features and its compliance in all, especially public buildings in hazard prone areas.

1.8 Financial Services

In order to mainstream DRR effectively, it is necessary to provide financial services to the public to facilitate them. This can be done by:

- ð· Incorporating flexible repayment schedules into microfinance schemes, and
- ð· Encouraging financial services and local capital markets to finance DRM measures.

1.9 Education

To create awareness among the masses about the benefits of disaster risk reduction and disaster risk preparedness, the compilation and dissemination of information at all levels is very important. For this purpose the following steps can be taken.

- ð· Introducing DRM modules into the school curriculum
- ð· Promoting hazard resilient construction of new schools, and
- ð· Introducing features in schools for their use as emergency shelters.

1.10 Health

During the earth quake of 2005, out of 796 health facilities only 211 were not damaged. The rest were either completely or partially destroyed. Nearly 21 people lost their lives and more than 140 people sustained injuries. All this happened because adequate steps had not been taken for disaster risk reduction. For better preparedness in the future the following steps must be taken in the health sector:

Seismic Resistant Basic Health Unit Talhatta, NWFP

- ð· Vulnerability assessment of hospitals in hazard-prone areas must be carried out
- ð· Hazard resilient construction of new hospitals must be promoted, and
- ð· Disaster preparedness plans for hospitals must be devised and implemented.

1.11 Environment and Natural Resources

For a comprehensive programme of mainstreaming DRR, it is highly important to include Disaster Risk Impact Assessment into Environmental Impact Assessments for new development projects.

1.12 Mainstreaming in EQAAs

Earthquake Reconstruction and Rehabilitation Authority (ERRA) has incorporated disaster risk reduction component in all its sectoral reconstruction programmes. Fault line mapping of the entire EQAAs and seismic micro-zonation in the selected areas of EQAAs was carried out. Building codes and guidelines were formulated accordingly and it is being ensured that building guidelines are being followed properly. Payment of installments has been linked to compliance with seismically resistant standards.

ERRA has built local capacities by training Master Trainers in the construction of seismic housing. So for, 909 training programmes have been conducted at the HRC level and a total of 9,853 master trainers trained.

ERRA is reconstructing seismic resistant educational facilities. Buildings identified to be falling on the fault lines, alternate lands have been identified for reconstruction to minimize future risks.

Detailed hazard land survey being undertaken in EQAAs to identify houses located in the high hazard zone. Landless policy is adopted to compensate the most vulnerable families (falling in high hazard zone) are compensated with 75,000 to buy safe land and construct their houses.

ERRA organized an international conference on earthquake risk reduction to put strategies in place to respond to the disaster, and review of best practices and lessons learnt. Also number of workshops organized at the local level for government officials to sensitize them on DRR concepts and tools.

ERRA has also initiated a more specific disaster risk management programme in EQAAs. This programme

has three components which are stated below:

- ? Hazard and risk mapping.
- ? Mainstreaming disaster risk reduction in to development
- ? Building response capacity of communities for future disasters through Community Based Disaster Risk Management.

Hazard and risk maps will be indispensable instruments for mainstreaming DRR in development planning and implementation. Different guidelines and tools will be prepared and relevant stakeholders will be trained in these instruments. Union Council Disaster Risk Management Committees (UCDMCs) and Union Council Disaster Emergency Response Teams (UCERTs) will be established to build the capacity of disaster response and create awareness about basic DRR at the grass-root level. The target communities will also be provided with stockpiles of emergency tools and equipment.

Deputy Chairman ERRA Addressing the Session

1.13 Issues And Challenges For Mainstreaming DRR

The first challenge to mainstream disaster risk management into the development planning process is to convince development agencies, the national planning agencies, the ministries of construction, rural & urban development etc. of the threat that disasters pose to achieving sustainable development and poverty reduction. Secondly major challenge is dearth of necessary skills, capacities and tools in DRR at national and local level.

Pakistan is gradually recovering from the devastating effects of 2005 earth-quake. Concurrently the strengthening and institutional development of National Disaster Management Authority is also taking place. Until 2005, no serious effort was made either at the Government level or at any non-government level to introduce pre-disaster preparedness in the country. Among the many questions the 2005 Earthquake posed, firming up our Disaster Risk Reduction Mechanism was a major challenge. The situation offers a conducive environment to use EQAAs as a laboratory, for establishing Pakistan's Disaster Risk Management programme.

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2. PROMOTING GENDER MAINSTREAMING

2.1 Introduction

The attention given to gender dimensions in reconstruction and rehabilitation efforts has come a long way since October 2005.

It was realized that at the stage of emergency response, the explicit focus on varied needs and interests of the affected population (women, men, girls, and boys) was misplaced. Specifically the needs and interests of girls and women were not taken into account even though key documents reflected a commitment to address these. The initiation of the Gender Equality Technical Assistance (GETA) furthered the rationale of paying adequate attention to gender specific impacts of disasters. The efforts were premised on an in-depth inquiry process. Also, these efforts were supported by champions, but were not devoid of critics who have influenced the evolution of gender mainstreaming in ERRA.

A comparative review with other such experiences indicates that the accomplishments and the learning from the process within ERRA resonate with lessons from many other programmes that attempted to include gender equality principles. The ERRA experience highlighted the elements that played a crucial role in promoting a gendered approach in disaster response that moves beyond rhetoric to making a real difference in the lives of all. It is important to stress that these efforts are in line with gender related national priorities. These endeavors within ERRA and the earthquake affected areas (EQAAs) have, therefore, not taken place in isolation. It is heartening that the condition and situation of women and girls have started to influence the thinking of policy makers in reconstruction and rehabilitation arena.

At the outset, the pressure and urgency was to address the basic needs of shelter, food, security, water and health etc but by implementing these strategies in the emerging scenario did have impacts on the position of women in these societies.

> Vision
>
> To promote principles of inclusion, equality and sustainability in reconstruction and rehabilitation efforts to increase the likelihood that the benefits accrue equitably to women, men, boys and girls, and to vulnerable groups.

2.2 Gender Equality Initiatives and Measures

The approval of the gender policy for EQAAs in September 2007 reaffirmed the commitment to gender and led to amendments in the planning document (PC-1) of ERRA in which assessment of both gender and vulnerability dimension is now required for relevant sectors. This has paved the way for upfront consideration of gender dimensions. The complementary approach of main-streaming and gender specific measures at policy and operational levels reduced the risks of policy evaporation. The establishment of the Gender Core Group in headquarters and the Gender Reconstruction and Rehabilitation Networks in the districts are institutional mechanisms that support efforts to mainstream gender and facilitate exchange of information and discussions on issues of mutual concern.

The experience has confirmed that building gender related awareness and capacity are critical building blocks. The development of relevant resource materials such as case studies describing the change in situation of the communities from the affected districts has been effective in clarifying the concept. Meetings, written communication, apart from traditional training sessions, were used as alternate means to enhance gender sensitivity and skills of staff of ERRA and of line departments working in the affected districts.

In ERRA the aim was to emphasize gender sensitive programming rather than promoting actions at organisational level. However, a downward trend is observed in the staffing ratio of women (regular employees in ERRA HQ) which now stands at 2%, much lower than the target set by the Government of Pakistan for the public service. The overall ratio may be higher if the consultants and the contract staff working in different projects are taken into account.

However, the programmatic priorities of ERRA do refer to measures ensuring access for women, girls and vulnerable groups to opportunities and services. Examples of such measures include presence of women in village reconstruction committees, affirmative action to promote girls education in NWFP by having girls' schools in all *tehsils* of the affected districts. Efforts in WatSan sector have brought about changes in the lives of women and girls by paying attention to gender dimension as illustrated in the case study below:

2.3 Outcomes and Impacts

2.3.1 New Role of Women in Public

The reconstruction and rehabilitation related initiatives have led to increased exposure for women. Some are

participating in village level institutions, providing new opportunities for women in decision making in the public spaces usually dominated by men. Participation of women in housing related activities highlight their capacity and willingness to engage in non-traditional activities.

2.3.2 Livelihood Opportunities

Community Livelihood Rehabilitation Plans (CLRPs) document the needs articulated by women during the Needs Assessment Sessions. The new realities, despite the limited mobility of women and conservative environment has compelled ERRA to identify a combination of social and economic activities. However, the struggle continues to strike the right mix of activities to promote gender equality in an inclusive manner ensuring that men are also involved, and adopting context specific approaches in partnership with other stakeholders endeavoring for change in the affected region.

Village Sattar Karian is about 80 minutes drive from Muzaffarabad located in Union Council Hattian Duppatta. By spending PKR 1.240 million on a partially damaged water supply scheme the life of over 50 households have changed.

"The water connections supplying water in homes is saving 730 hours to 1460 hours of work (1-2 months) for women and girls in a year." The water source, a nearby stream, ceased to flow after the earthquake and women and girls had to walk to the nearby river. The physical burden of work included walking 2 to 4 hours and carrying back pots of water. Women use water to clean, sweep, drink, wash and bathe. With the water consumption close to houses,

the utility of water has increased consequently. Now although their work related responsibilities have increased in terms of different activities undertaken by them using water, availability of water has improved the family hygiene. "The incidence of skin disease has reduced especially among children" said a woman.

Although the social opportunity provided while fetching water for women to interact with each other has been reduced, they are now participating in the water committees and a shift in men's roles has been described as the men are now becoming involved in the collection of water when the supply of water becomes available during the night.

The men reported in the discussion that, "Girls are now getting more time to concentrate on studies." The tangible benefits accrued not only point to meeting the basic needs but strategic interests of women; women have more say and play a role in happenings of the village and the girls can find time to attend school.

Women working in the farms

2.3.3 Engaging with the Communities

It is also important to look at issues through the eyes of the local community or community members, rather than making assumptions. By doing this in a participatory manner through engaging the community, it is possible to determine under what conditions some norms and practices can be transformed in support of improved living conditions for all. Gaining the trust and support of the community elders and men, and by providing much needed health services, volunteers and organisations were able to demonstrate the benefits of involving women in a community health initiative.

Doorstep Health Facilities for Women in EQAAs

By respecting the local culture and norms the confidence of the people was won. This meant that people would now discuss issues like child and maternal morbidity and mortality rates and eventually, agree to trained community health workers.

2.3.4 Ensuring Entitlements for Vulnerable Women and Girls

The implementation of the landless policy has been a successful measure ensuring joint property ownership by all members of the family. Not many precedents exist where women were given control over resources. Of the 8,386 individuals who are new land-owners under the ERRA Landless Policy, 47% are women and girls and 53% are men and boys.

2.4 Managing Challenges

When gender team working at ERRA started working, the level of awareness on gender issues within ERRA was uneven and the capacity for gender analysis was lacking. There was also a perception that soft issues were not relevant to many initiatives.

To overcome this situation, the first step was to build understanding of gender related issues and concepts, linking these to the social implications of R&R Policies, Strategies, and Programmes. The objective in building gender awareness was to generate a conscious knowledge that groups are not homogeneous, and that benefits from legislation, policies, strategies, and programmes do not automatically accrue equally to all members and segments of society. Gender-aware policy makers, planners, implementers, monitors, and evaluators are then able to consciously plan, implement, monitor and evaluate rehabilitation and reconstruction activities that take into account gender differences in access and control.

However, gender awareness and policy level commitments alone are not sufficient. A conscious commitment to address gender issues operationally is also needed to bring about the required changes. Therefore, the second step was to ensure that there was a commitment to translating gender dimensions, already included in sectoral policies and strategies, into gender sensitive programmes and activities. This commitment includes undertaking activities that increase the chances that benefits of reconstruction and rehabilitation reach equally to men and women as well as boys and girls.

An innovative strategy that was translated into practice is the Landless Policy, which requires that the land be mutated in the name/s of the landless and their family members. Another example in the approved policy is the

legal protection provided for orphans' property rights. Orphans, particularly female orphans, living with extended families or independently, enjoy legal protection to ensure that they are not deprived of their rights. Legal Protection for widows and single women with regards to property and inheritance rights has also been put in place.

In summary, the key factors in overcoming challenges to mainstreaming gender in recovery, reconstruction and rehabilitation efforts include, inter alia:

- Senior Leadership's willingness to listen, learn and become the champion for Gender Mainstreaming in ERRA and the R&R efforts
- A clear link between the gender mainstreaming efforts in R&R and national policies and international commitments agreed to by the Government of Pakistan
- A Gender infrastructure to support gender mainstreaming efforts at the central, provincial/state, and district levels
- Building relationships with key decision-makers at the central, provincial, and state levels
- Achieving broad-based buy-in for gender mainstreaming by senior managers in general
- Adopting a collaborative and incremental awareness-building approach
- Adopting a constructive engagement strategy with the “ERRA mainstream” combined with a flexible, pragmatic/realistic and change management approach to gender mainstreaming, recognizing people's starting point
- Acknowledging and taking into account the cultural norms and practices in a given EQAAs and adopting culturally sensitive approaches combined with identifying entry points and champions that will support the delivery of effective assistance and services to all, and especially to women and children
- Demonstrating through sex-disaggregated data the differential impact of the EQ on women, girls, men and boys of all ages, capacities, and abilities, and
- Making materials relevant to the work undertaken in R&R and EQAAs context.

2.5 Lessons Learnt

The gender mainstreaming experience in ERRA has led to many lessons including:

- Building gender awareness and sensitivity can be effective only when women and men find these skills and knowledge relevant to their work. Thus pointing out that it is not only the broadly scoped gender training but also sector specific learning sessions that influence practice and programme design.
- While initiating programmes at the operational level, the stress was only to look at specific needs emerging as a result of the earthquake and not going beyond. Even within these needs, preference was to look at the entire household as an identical entity without making any distinction of needs and interests of men, boys, girls and women within the household.
- Religion and culture are critical in the context of the EQAAs. These cannot be ignored by those promoting gender equitable approaches in disaster response. Explicit engagement with religious and cultural opinion leaders is essential. Emphasis on girls and women in many societies generate resistance from the conservative forces. A response that tends to endorse compliance from communities may not be a viable approach. Rather, it is important within a given context to explore other strategies that can be used to create buy in and support for gender interventions.
- Gender and development and gender mainstreaming as concepts and approaches need to be clearly defined and tailored to a specific context, with care given to minimize backlash, particularly for women and girls. The importance of shared responsibility of all cannot be denied but experience has shown that designated persons with responsibility for gender mainstreaming have made a differenc.
- Without the commitment of senior management for translating into practice written policies for gender mainstreaming and gender equality, nothing will change in the lives of women and men residing in the affected areas or in the lives of staff.
- Establishing forums to share issues and experiences facilitate linkages and systematic flow of information from the field to the policy level and provide a space to discuss issues linked to gender issues and appropriate strategies.

3. TARGETED VULNERABILITY SURVEY (TVS)

Amongst affected population in the earthquake hit areas, a considerable number of families have become “Vulnerable”. This required special attention and programmes. Though ERRA catered for the immediate needs and sustenance of the vulnerable through various short-term programs, yet their long-term rehabilitation required basic information on the size and characteristics of the vulnerable population. Various National and International Agencies, NGOs, Federal as well as Provincial Government Departments have carried out piecemeal damage and loss assessments, which may have served some dedicated short term interventions. Moreover, individual agencies have also collected relevant information for their areas of focus. However, no comprehensive survey or census was carried out to determine the number of vulnerable population and their specific needs.

ERRA, therefore, conducted Targeted Vulnerability Survey (TVS) in all earthquake affected areas and developed a comprehensive database, while the data entry process is in progress.

The survey questionnaire contained 26 distinct questions to elicit demographic data such as residential address, gender, age, marital status, educational level, employment status, existing skills and skills development needs, type of vulnerability, kind of disability, household size, national identification number, bank account number, types of aid received, and source(s) of income etc. at the household as well as individual level.

In terms of geographic coverage, 271 most affected Union Councils (UC) were directly covered, wherein designated field teams conducted survey at the UC level while the remaining UCs were covered indirectly where the vulnerable populations were requested through a comprehensive public information campaign to appear at designated District/Tehsil Offices for registration.

The data-collection phase of the project was launched on November 20, 2007 and concluded on April 15, 2008. The Survey engaged the staff from District Revenue Departments, District Administration Offices and Union Councils of NWFP and AJK. The Survey was conducted by 327 Targeting Teams. Each team comprised three members: a Data Collector (local government school teacher), a Verification Facilitator (Patwari/local revenue official) and an Event Organizer (local councillor). A four member Central Management Unit (CMU) was formed at ERRA Social Protection Islamabad to coordinate the entire project. The CMU is comprised of Project Director, Technical Advisor, Project Coordinator and Project Officer.

The questionnaires of 405,227 households were filled in nine earthquake districts of NWFP and AJK. With an estimated household size of 6-8 persons, detailed data on approximately 2.823 million vulnerable persons has been collected. A comprehensive MIS for the database is complete. More than twenty customized reports have been designed to provide information on the vulnerable persons. The database provides valuable information on vulnerable persons to all Partner Organisations, NGOs, INGOs and government departments.

The vulnerable groups identified by the survey will be linked with Khushhali Bank's Microfinance Programme and Pakistan Bait-ul Maal's Programmes for support. Based on the survey results some other programmes will be initiated. The findings of the survey will also benefit ERRA's on-going programmes such as Medical Rehabilitation of the Persons with Disabilities and in targeting the affected and deserving people. The Survey will hence provide basis for effective planning, designing and implementation of targeted rehabilitation programmes for the vulnerable population in the affected areas.

4. RAIN WATER HARVESTING

4.1 Background

The areas affected by 2005 earthquake comprise some of the most idyllic places in the country. With their green mountains, covered with thick foliage, silver streams and rivers, they appear like Paradise on earth. Not many outsiders are aware that life in these areas has been getting more and more difficult in the recent years due to an increasing scarcity of water that is forcing many people to abandon their ancestral villages.

The earthquake further deteriorated the situation of supply of water, destroying over 4000 existing water supply schemes and affecting yield of water sources. It was estimated that yield of water from these sources decreased by 40 percent due to the earthquake.

4.2 ERRA's Mandate

ERRA took up the responsibility of reconstruction and rehabilitation of affected water supply schemes as a part of its mandate. The Herculean Task of rebuilding the water supply schemes were undertaken on war footings in collaboration with partners and the affected communities. A good part of the work has already been done and the work on the remaining schemes is underway.

However, ERRA realizes that rebuilding the affected water supply schemes, even when new structures far surpass the structures they replace in quality and reliability, is not the answer to the acute water scarcity faced by people. ERRA has been looking for innovations that could ensure sustainable supply of water to these areas on a long term basis. As more than 90% people live in scattered rural hamlets, huge projects relying on lifting water from large water bodies lying hundreds or thousands of feet below on the floor of the valley or water sources high on the mountain tops provide neither viable nor cost effective solutions.

4.3 Rainwater - a Natural Solution

It has been realized that a huge promise lies in the form of rainwater, a great gift of nature to the earthquake affected areas. The earthquake affected areas receive large amounts of rain as the average rainfall is 1500 millimetres, which is higher than in any other part of the country. Even if a small fraction of this rainfall is harvested, the problem of scarcity of water can be overcome to a large extent. A new window of opportunity has opened as the rooftops of the new houses subsidized by ERRA are made of CGI sheets. Rainwater flowing down these sheets is clean and quite safe for human use after harvesting.

People in these areas are quite familiar with the concept of rainwater harvesting. Till twenty years ago, every household in these areas used to have a small pond at its disposal. These small reservoirs, which stored rainwater, were an important link in the livelihood of the farming families as they provided water for irrigation and for drinking needs of farm animals. However, water stored in these ponds was not considered fit for human consumption.

4.4 Rain Water Harvesting

Rainwater harvesting provides the best possible alternative and supplementary source of water in this situation where existing water sources are depleting and fail to fulfill the needs of increasing population. For these reasons, ERRA has decided to start an initiative to revive and develop the age old practice of rainwater harvesting. WatSan Programme at ERRA has estimated that no less than 90,000 litres of water (20,000 gallons) can easily be collected every year from a house comprising two rooms with a 30 ft x11 ft roof. There are three basic components to Rain Water Harvesting namely catchment, gutters and pipes, and a storage system.

The CGI sheet provides effective catchment surface area. Rain water flushes quickly and the accumulated water is quite clean as compared to other roofing systems. It can then be stored in water storage containers or can even be charged into aquifers through any structure like dug well, percolation well, boreholes, recharge trenches or water ponds.

[illegible]

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the idea of RWH with all its partner organisations in the WatSan sector. Donors appear quite keen on supporting ERRA in transforming this dream into reality.

ERRA is the first ever public institution that has planned to improve methods of storing rain water and maintaining its quality for replication in other parts of the country.

Hullar Syedan, a picturesque village in district Bagh, AJK is one of the places where practice of rooftop rainwater harvesting has evolved in response to people's requirement.

Fifteen years ago, the villagers used to face severe water shortages. The village had some communal wells, which were kept locked and elderly women were made custodians of keys to ensure equal distribution of water among village residents. The villagers also had 4 ponds built some generations ago. These ponds were used to store rainwater and were cleaned every year. However, these ponds and wells dried up due to consistent periods of drought. When this happened, the villagers had to take their cattle to distant places for grazing and watering. The women used to carry water from streams located miles away.

In the 1970's many people moved to the Middle East for better employment. This resulted in improved economic situation by 1980 and people built houses with sloping roofs. Villagers started collecting water coming down from the rooftops in cans and pots.

In a few years, all houses with a sloping roof had a water tank and toilet. These tanks could store a large volume of water. Periods of drought saw them using their water carefully so that supply could last till the next rains. In 1996, with the collaboration of the local government of Azad Kashmir, a large water pumping scheme was completed which could provide water to 2500 people.

The residents are running the water supply scheme on a self-help basis. They have set up a committee for the maintenance of the water supply schemes. Every household makes a monthly contribution to keep the system running. Alongside the scheme, people are still using the rainwater harvesting to augment their water supplies. During the months of rain, pressure on the water supply decreases as people switch to water collected through rainwater harvesting. Water scarcity is now a story of the past.

5. ERRA - LEGAL AID CENTERS

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A lawyer working at LAC

[illegible]

people in far flung areas. The employees of the LAC are mostly from the local area and have been instrumental in dissemination of information. Recently, a second phase of the media campaign has been launched using radio for raising awareness regarding the LACs. These efforts have resulted in spreading the message to the people who are approaching LACs in increasing numbers.

5.4 Capacity Building and Reforms

Since the legal issues faced by the earthquake affectees required an innovative approach, internal capacity building of the project staff was undertaken related to database, counseling, finance, administration and teaching the staff the norms of case handling. Moreover, ERRA also held in-house trainings and orientations seminars for the LACs staff so that they become well aware of the other interventions being implemented, and the policies being followed by ERRA.

In addition to providing legal assistance to the vulnerable population, the LAC project will put forward a six-point advocacy agenda proposing changes in laws, rules and procedures based on first hand experience gained in the field.

5.5 Latest Statistics

At the end of August 2008, 23,115 beneficiaries have been provided with legal assistance in all the earthquake affected areas and out of these 19,226 cases have been resolved. The filed cases are broken down as follows: 9,441 administration cases; 13,101 documentation cases; and 573 court cases.

Majority of the administrative cases were related to housing compensation. Since the LACs are located at Tehsil Level, many beneficiaries find it convenient to approach LAC instead of Data Resource Centres (DRCs) that are located at the District Level. In order to further facilitate the process, Housing Wing is in the process of providing 'view only' access of housing compensation database to the LACs. This will create synergy between the DRCs and the LACs and will greatly facilitate the beneficiaries to get easy and timely updates on their cases. The majority of documentation cases relate to CNIC, Birth Certificates, Domicile Certificates, affidavits, Death Certificates, declarations etc while the court cases mainly comprise succession, guardianships and injunctions cases, etc.

5.6 Impact

Given the scope of the overall work being undertaken by ERRA, LAC is a small intervention, however, its impact

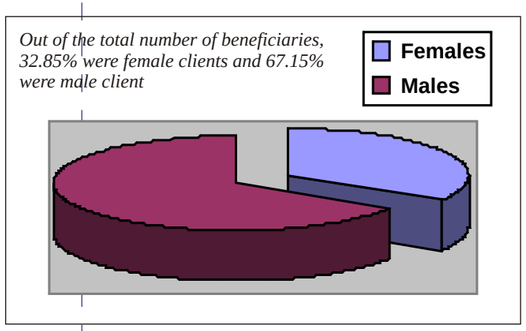

Fig 12: Gender Wise Break Up of Clients

on the beneficiary population is far reaching. Beneficiaries have an easy access at the Tehsil level and

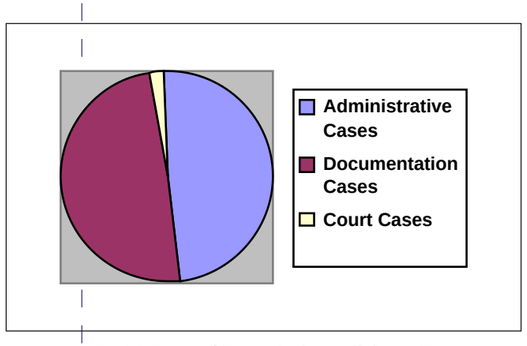

Fig 13: Types of Cases Dealt By All the LACs

their issues are being redressed. This is also reflected in the number of cases being filed in various Tehsils.

6. ERRA RURAL LANDLESS PROGRAMME

The earthquake caused physical disappearance of land due to landslides and flooding and also rendered number of sites hazardous for inhabitation. It is estimated that about 10,000 families have either lost the land or are living on highly hazardous zones. In order to rehabilitate these families, ERRA under its Social Protection Cell formulated Rural Landless Programme under which a financial assistance package of PKR 250,000 (PKR 75,000 for purchase of land and PKR175, 000 for construction of house).

Rural Landless Programme was initiated in July 2007 and is being implemented with the support of UN-HABITAT. Six Land Verification Units are functional in 6 affected Tehsils, i.e. Mansehra, Balakot, Muzaffarabad, Patika (Neelum), Hattian and Bagh.

The Programme Cost of US$ 50 million (PKR 3 billion) is funded by USAID and DFID provided implementation cost of US$ 730,000 for Phase I and US$ 995,623 for Phase II.

6.1 Phase-I

Phase I was launched in July 2007 and concluded in May 2008 with the support of UN-Habitat. During the first Phase, 1,730 families were provided with grant of PKR 75,000. All rural landless people who qualify under this policy are also eligible to receive PKR 175,000/- for construction of their houses on that particular land. ERRA devised a comprehensive policy for verification of landless families and disbursement of the financial assistance.

A Rural Landless is defined as, “a person who owned land on or before the 8th of October 2005, as indicated in the revenue land records or a registered sale deed, and has, as a result of the earthquake, lost whole or part of the land, provided that the part of land not destroyed is less than 5 Marlas.

A Rural House in EQAA

The assistance was subject to the purchase of land for those landless affectees who have lost their land and houses and currently have no place to construct their houses. The grant was disbursed through “One Window Operation”. This is a mechanism designed to ensure disbursement of grant and mutation of land purchased with the grant money at one spot on the same day.

6.2 Phase-II (For Virtually Landless People)

After the earthquake, it became evident that some sites were not suitable for rebuilding in-situ due to vulnerability to seismic, soil, or landslide hazards. Having disbursed the landless grant to those families whose land was completely lost due to the earthquake, ERRA came up with the Phase II of the Landless Programme for virtually landless people who are living on highly hazardous sites. The programme commenced on July 22, 2008 and will be completed on March 31, 2009.

A Heavy Landslide due to Earthquake

ERRA's Policy for virtually landless people is an extension of the Rural Landless Programme Phase I. The policy aims at the rehabilitation of virtually landless people living in High Hazard Rural Areas through provision of grant of PKR 75,000 and PKR 175, 000 for purchase of a minimum 5 marlas of alternative land and construction of house respectively. All the families which are currently living on hazardous land, in the affected areas will be relocated to 'safer places'.

The LVUs are processing claims for high hazard cases. The criterion of 'one house - one family' as applied in the payment of compensation for houses in the Housing Policy is being applied in this policy as well.

Geological Survey of Pakistan (GSP) is carrying out

survey of High Hazardous Zones reported by the Governments of NWFP and AJK to identify hazardous land affectees. The Land Verification Units are following relevant procedures identified in the Financial Assistance Policy and Procedures for the Rural Landless Phase-I.

A High Hazard Zone is defined as one in which it is probable that a catastrophe will occur in the future that may threaten lives, property and infrastructure. A catastrophe may include large scale movement of land, rock, debris, or mud. It may also include flooding, avalanches, slope failure and high-magnitude earth- quakes.

Grievance Redressal Committees established under the Landless Policy have continued to function for Hazardous Land Programme. Based on the GSP lists, the LVUs are informing the beneficiaries to register their claims with LVUs. Subsequently a targeted media campaign shall be conducted in the High Hazard Areas to inform the left out affectees of these areas to register their claims with LVUs.

The implementation of the programme is being monitored by ERRA's Monitoring and Evaluation Wing and the Social Protection Cell.

Rural Landless Case Study:
Ghulam Murtaza (Village Kohinoor, UC Pungran, Tehsil Patika AJK)

Ghulam Murtaza was the resident of village Kohinoor, UC Pangran when the earthquake struck. Before 8th October, 2005, he was leading a happy life with his family in a katcha house. On 8th October, 2005, he started his day as he usually would by walking to school with his younger brother not knowing what was in store for himself and his family. He was in his classroom when his school building started shaking from side to side. When shaking stopped, most of his fellow classmates were injured or had died. The school building could not withstand the intensity of the earthquake and turned into debris within seconds. Those who survived were confused and were unable to understand the entirety of the tragic situation. Under these circumstances Ghulam Murtaza tried to take his younger brother to a safer place. He was unable to reach his home where he had safely left his parents a few hours ago. With no options remaining he spent the night under the open sky with those classmates that had also survived.

The next morning he went home to search for his parents. When he reached his village he was unable to recognize the land and the location of his home because the entire area was completely destroyed and nothing was left in its original place. He desperately started searching for his parents but did not find them. However after the third day, he found the bodies of his parents near his house under a heavy stone and cried for someone to help him take them out from under the rubble.

As a result of the earthquake, he not only lost his beloved parents and two younger sisters but also his land and became landless. He was shifted into a temporary camp where he lived for over six months.

One day, he overheard a stranger discussing the state of landless affectees. He was distributing printed material in which the criterion for landless people was explained. He took all of the printed material from the stranger and went to his Uncle's shop. A few days later his Uncle visited the LVU office in Patika. The next day he took Ghulam Murtaza with him to the LVU office where Ghulam Murtaza was interviewed by the staff and a landless application was filled on his behalf. After a few days a landless spot check team visited his village and verified that Ghulam Murtaza's land was completely destroyed by land sliding and declared him a landless child. Ghulam Murtaza and his younger brother Ghulam Mujtaba received the certificate of entitlement in which they were declared landless and were advised to search for a new safer piece of land. This land would ensure that they receive financial installments from ERRA to rebuild their home. When Ghulam Murtaza's uncle found a seller he provided the verification staff team with all the necessary information.

7. HUMAN RESOURCES ERRA INTERNS VOLUNTEERS PROGRAMME (HR-EIVP)

7.1 Preview

ERRA officially launched its first Human Resource ERRA Interns Volunteers Programme (HR-EIVP) with the vision to create and enhance social awareness of post disaster response activities among national and international communities and add to ERRA's capacity to deliver the services in an efficient and timely manner. As a sequel to this, a Pilot Programme of one month was initiated on 14th July 2008.

First Batch of ERRA Interns and Volunteers with the Deputy Chairman

7.2 Determined Objectives

The objectives of the programme are:

- To edify ERRA's profile, work and achievements in the Post Disaster Response and Disaster Risk Reduction at National and International Sphere
- To create and enhance social awareness of the earthquake affected people including National and International Communities in the field of post disaster reconstruction and rehabilitation activities
- To augment ERRA's capacity by integrating interns and volunteers into respective offices, cells and wings within ERRA and other associated entities
- To develop a resource pool for response to future disasters within Pakistan or anywhere in the world, and
- To create goodwill ambassadors.

7.3 Programme Structure

EIVP was planned in two phases to invite the national and international individuals as interns and volunteers to ERRA and its other field associates; PERRA, SERRA and the DRUs. In Phase I, Pilot Programme was launched on 14th July, for a period of one month till 13th August 2008. The offering of program was kept limited in terms of time and area, locally and internationally, with a view to ascertain the public response and measure ERRA's capacity along with its other partners, matching the vision of this initiative.

350 Applicants applied for the pilot program out of which 28 joined as pioneers of first ERRA Intern and Volunteer Program after a competitive selection process.

The Pilot Programme entailed working in ERRA Headquarters and its different offices including; Media Wing, Knowledge Management Cell, MIS, Urban Housing, Finance, Health/Social Protection, Donors and Sponsors Coordination Cell, and WatSan. The second component was the field trip that was conducted to give the Interns and Volunteers a feel of the field, and how the rehabilitation and reconstruction work is being carried out in the EQAAs of NWFP and AJK.

Visit of EIVP Team to the Under Construction site of Hazara University, NWFP

The pilot programme met with encouraging success leading to the second phase of it; the Regular Programme

First Batch of ERRA Interns and Volunteers with Chairman ERRA

building on the lessons learnt during the pilot program.

The commencement of Regular Programme is expected by the first half of October 2008. The total duration package of the Regular Programme is three batches of three months per year, spread till mid of year 2010.

7.4 Procedural Feature

Acquiring needs assessment from ERRA and its associated outfits (PERAA, SERRA, DRUs) is the first step to determine the numbers of interns and volunteers needed by various offices/cells/wings. The period for which an intern is required is also determined at this stage.

Based on the needs assessment, a rational is made to finalize the number of vacancies internally. The program is then advertised on the web and a week is allowed for the applications. Advertisement is also published in the various national and local news papers for inviting the applications. Having received the applications, these are sifted through a comprehensive system culminating in short listing followed by final selection on merit.

During the program, each candidate is monitored by the concerned officer supervisor. The supervisors/officers evaluate the candidates and forward the evaluation to the concerned office, while interns also forward their feedback reports with their comments about the program. On the completion of the program, successful candidates are eligible for the award of program completion certificates.

7.5 Future EIVP Prospects

7.5.1 EIVP-UNV (United Nations Volunteers) Linkage Programme

In the backdrop of successful completion of EIVP-Pilot, the officials of United Nations Volunteers (UNV) Programme showed their interest in adding their programme to EIVP by building ERRA's capacity in the form of volunteers, which was welcomed by ERRA. The linkage with the UNV Programme is one of the components of the larger EIVP, and will be an addition to the regular one. EIVP-UNV programme has commenced in the first half of September 2008, with the aim to enhance the capacity of ERRA, PERRA, SERRA and DRUs by placing around a dozen volunteers in various offices/cells/wings adding to the services of reconstruction and rehabilitation activities in the EQAAs as well as ERRA Headquarters. This programme will run as the segment of EIVP, while Regular ERRA programme will be organised and conducted on the established terms and condition of EIVP, separately.

7.5.2 Regular-EIVP

Contrary to UNV programme, the ERRA's Regular Programme will cater for both Interns and Volunteers. The commencement of regular program (1st Regular Batch) is scheduled to launch in the first half of October 2008 till December 2008. The total duration package of the regular program is three batches per year, spread till mid of year 2010. The procedural and conduct pattern of the regular program is same as of the pilot program except few of the changes and additions as below:-

- Interns and volunteers will also be invited in SERRA/PERRA/DRUs
- The programme shall be opened to people from around the world.

7.6 Insight of an Intern: ERRA and I

Sarim Saghir (The author joined ERRA's Interns and Volunteers' Programme 2008. He recently appeared in his A' levels exams.)

8th October 2005. Our nation was rocked by one of the worst natural disasters in its history. The entire nation was in shock. The affectees were in dire need of aid and rehabilitation. The need of the hour was immediate relief and rescue work. Our nation responded magnificently at this crucial hour and everyone turned out to help our brothers and sisters who had been affected by this unfortunate calamity.

Filed Visit of EIVP Team to University of AJK, Muzaffarabad

However, what was soon realized was that a coordination and supervisory body was essential to ensure the smooth operation and organisation of all rescue and relief efforts. Keeping this in mind, the government took the initiative and hence, ERRA the Earthquake Reconstruction and Rehabilitation Authority was created.

I first heard of ERRA back in October 2005 and I remember thinking that this organisation in its nascent stages faced a very daunting task in the relief and reconstruction of the earthquake affected areas. It had to overcome many obstacles like difficult terrain, fast approaching winter, and a dearth of the necessary equipment to deal with a disaster of such a tremendous magnitude. Despite all these hindrances, ERRA set about the task of providing relief to the disaster-stricken areas with determination and persistence.

Almost three years on, ERRA's success is a monument unto itself. ERRA, with the assistance of the Pakistan Army, has organized and carried out one of the largest and speediest relief and reconstruction efforts the world has ever seen. It coordinated all rescue operations from domestic and international agencies and effectively advocated the needs and rights of the earthquake affected people. It has reconstructed major facilities like the road and telecommunications network. Water and electricity provision is also one of the key priorities of ERRA.

The most important thing which inspired me to join ERRA was the long-term planning which ERRA has undertaken. It is usually seen around the world that most relief efforts focus around immediate assistance, aid and reconstruction: the word rehabilitation is seldom used. ERRA has not only taken the short-term strategies and targets into account, but had also thought and planned out its long-term goals for rehabilitating the earthquake affected people.

EVIP Team with the Bosnian Ambassador at Muzaffarabad

Never was this more apparent to me than when I joined ERRA. ERRA's various sectors are a testimony to ERRA's commitment in pursuing its long-term strategy, and to provide the earthquake affectees with a new and hopeful life. ERRA is committed to helping these people in the long run by providing them with livelihood, physical and mental therapy, and freedom in their own land. Examples of ERRA's dedication to this cause include the construction of the New Balakot City a purpose built model city constructed with the cooperation of NESPAK; and also, the establishment of the NIRM a hospital which caters to the requirements of the earthquake affected people.

EIVP organized a field trip for all the interns and volunteers. Over two days, the team visited earthquake affected sites in the NWFP and AJK regions. The trip was a real eye-opener as we witnessed firsthand the work that ERRA, along with its partners, has been doing to reconstruct the affected areas. ERRA has supervised the reconstruction of numerous schools, hospitals, mosques and public sector buildings. It was also heartening to see that countries like Turkey, Bosnia and Japan have also aided greatly in the reconstruction of the affected areas.

My stay in ERRA has helped me to gain an insight into the workings of this assiduous organisation and has also helped to clear away any misconceptions that I had regarding ERRA. It has cemented my belief in the fact that 'life goes on'.