

# Pakistan

## Post Crisis Damage and Needs Assessment

### Immediate Restoration and Medium Term Reconstruction in Crisis Affected Areas of NWFP and FATA

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# Genesis of Crisis; State & Multilateral Response

- **Geo-Political Fallouts of War on Terrorism on Pakistan**
  - Proliferation of Militant Non-State Actors and Weapons in specific regions resulting in challenges to State Writ and Territorial Control
  - General Worsening of Law and Order and Retaliatory Attacks by Extremists
- **State Response, Developments and Bank Engagement since Mar 2009**
  - Major military operations since Mar/April 2009 to reassert state writ and fight militancy
  - Mass internal displacement – initial round of around 2 million IDPs, followed by more displacement recently in the wake of continued military offensives
  - Large-scale relief activities by Government in partnership with UN and Humanitarian Organizations
  - Overall security situation of the country fluctuating and interspersed with:
    - Periods of relative calm
    - Sporadic/retaliatory terrorist attacks in response to military operations
  - WB and ADB requested by GOP to lead a Damage and Needs Assessment (DNA) in April/May 2009 -followed in July 2009 by a GOP request to also conduct a Post Crisis Needs Assessment (PCNA)

# Scope of DNA and Scale of Crisis/Damages

- **Scope of DNA**

- Quantification and validation of physical damages caused by the crisis;
- Development of sector level strategies for the immediate restoration of (public and private) infrastructure, services, and livelihoods, and;
- Quantification of corresponding needs in respect of the immediate reconstruction and rehabilitation of critical damaged infrastructure and services and the restoration of livelihood opportunities.

- **Scale of Damage and Corresponding Needs**

- Estimated immediate reconstruction and recovery needs total **US \$1,087 million** – including **33%** in social sectors, **27%** in productive sectors, **25%** in physical Infrastructure, and, **15%** in cross cutting areas including environment and governance
- Major destroyed and damaged assets and infrastructure include: **473** schools, **91** health facilities, **23,000** private houses, **1600** kms of road infrastructure, **500** water supply schemes, and the **largest losses of 690 million** in the agriculture, livestock and fisheries sector

## **Methodology/Process for Damage and Needs Assessment:**

- **Collection and Desk Review of Pre-Crisis Asset and Infrastructure Baseline Data by WB-ADB Sector Teams**
- **Primary Inventory-Based and selective Percentage-Based Post-Crisis Damage Data provided by Government of NWFP and FATA Secretariat**
- **Analytical and Physical Validation of Damage Data by WB-ADB Teams, employing various analytical techniques (such as relative-to-baseline analyses, disaggregated analysis at various levels), project-based field resources and civil society organizations**
- **Development of cross-cutting principles and broad sector strategies/options for reconstruction applicable to each sector – based on policy parameters laid down by the Government**
- **Quantification of recovery and reconstruction needs in each sector based on agreed policy parameters and sector strategies – discussed with NWFP/FATA counterparts**

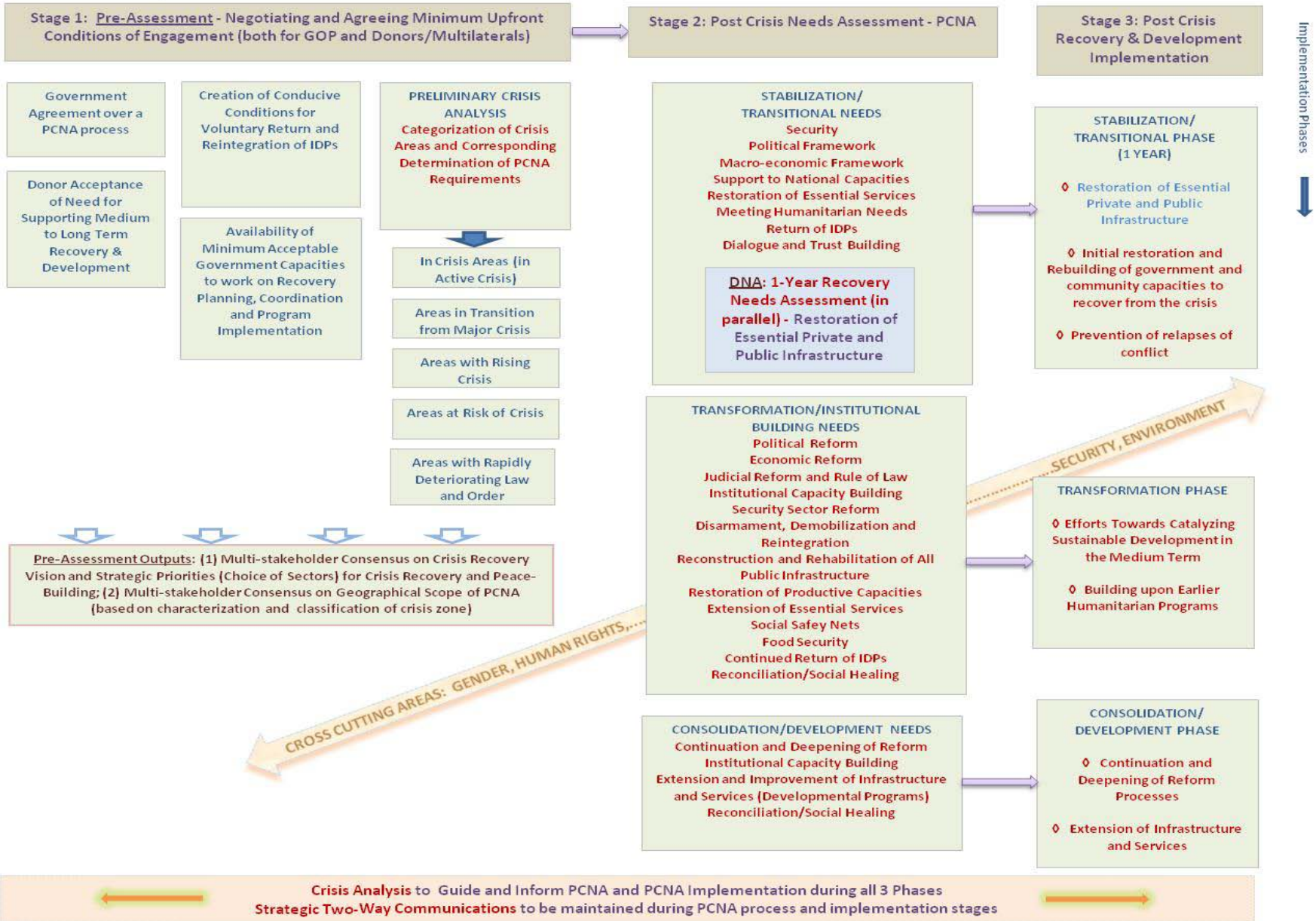
## Some Cross Cutting Principles:

- **Alignment with the 3-stage PCNA framework for incremental crisis recovery**
  - Focus on immediate service delivery-related infrastructure reconstruction, and livelihoods restoration needs
  - Triggering conditions conducive for immediate recovery, contributing to prevention of crisis relapse in the transitional period
- **Regenerating livelihood opportunities, with special attention to the needs of most vulnerable/socially-disadvantaged groups - through income support programs**
- **Inclusion of immediate capacity building interventions required for restoring capacities to manage sector-level recovery processes**
- **Promoting building-back-better (BBB) solutions, short of addressing pre-crisis developmental deficits (infrastructure and service delivery gaps will be addressed through the PCNA) – BBB will include improvement in specifications but not scope**

# DNA in the Context of the Overall PCNA Process

## Agreed Roadmap for Post Crisis Recovery and Development in NWFP and FATA

PCNA Stages →



## Key Constraints & Assumptions:

- **Use of relative to baseline analyses (%-based) where inventory based damage data not available – such as in housing, private enterprise, etc.**
- **Restricted primary data validation was possible due to security/mobility constraints (use of secondary sources such as civil society and informal networks)**
- **Government's damage classification criteria (fully vs partially damaged) has remained consistent across sectors and administrative boundaries**
- **Indirect Losses (opportunity, employment, revenue) could not be quantified due to lack of reliable baseline and loss data, particularly in the private goods sector**
- **Any damages that may occur beyond the current cut-off dates not accounted for. Any damage after the cut-off date in the geographic area covered by this DNA and/or outside the scope to be taken up by government using this model**
- **Damage and Needs assessment estimates arrived for certain sectors, based on context specific assumptions (requiring government agreement), e.g.:**
  - calculation of shops as a ratio of housing; baselines for housing projected from 1998 census; computation of livestock restocking needs from various compensation options;



## Lessons Learnt – What worked well?

- **Strategic Alignment achieved** with the PCNA framework for incremental crisis recovery – sector teams/pieces were able to distinguish between:
  - Promoting building-back-better (BBB) solutions (including improvement in specifications but not scope), and
  - Addressing pre-crisis developmental deficits (pre-existing infrastructure and service delivery gaps will be addressed through the PCNA)
- In the absence of inventory-based baseline and damage data in some sectors (particularly private sectors), and given acute security constraints towards validation of primary data, **the following innovations worked:**
  - Reconstruction and rationalization of baseline data based on context specific assumptions - e.g., calculation of shops as a ratio of housing; baselines for housing projected from 1998 census
  - Extensive physical validation of data (particularly in private sectors such as housing) through civil society organizations, ADB's project-based field resources, and limited site visits
  - Employing various analytical techniques for validation such as relative-to-baseline (or %-based analyses, disaggregated analysis at various levels, comparison of data across horizontal and vertical data streams)
- **Extensive and repeated rounds of training** for government resulted in the use of **uniform and consistent damage classification criteria** (particularly for distinguishing between fully and partially damaged infrastructure) across different sectors and administrative boundaries
- The development of sector strategies was **effectively informed** by:
  - **Cross-cutting principles** including incremental crisis recovery, crisis/conflict sensitive recovery and reconstruction, regeneration of livelihoods, addressing reconstruction capacities, BBB, strategic harmony between DNA and CERINA, promoting equity through uniform assistance packages, etc.
  - **Policy parameters laid down by the Government** for various sectors; conversely the policy and strategic imperatives finalized by government in some sectors were selected from a **range of strategic options for recovery** developed by various sectoral teams – e.g., subsidy versus compensation in the case of housing reconstruction cash grants to eligible homeowners

## Lessons Learnt – What did not work too well?

- Significant delays were incurred by the DNA team in waiting for “perfect” inventory-based data (particularly in private sectors) – later on relative-to-baseline (% based) methods were used in sectors where damage inventories were not available. The lesson learnt is that an acceptable trade-off must be envisaged/agreed upon at the very onset between ‘precision of data’ and ‘timeliness/delivery of outputs’ - particularly in sensitive post-crisis environments where managing expectations of affectees can be of greater value than seeking precision
- Restricted primary data validation was possible due to security/mobility constraints (use of secondary sources such as civil society and informal networks)
- Initial primary data on livestock losses and restocking needs appeared disproportionate with damages in other sectors – in the absence of rigorous field validation opportunities, very effort intensive corroboration of records had to be resorted to. Lesson learnt: rigorous analytical techniques need to be developed for data validation in such sectors
- Indirect losses including opportunity, employment, investment and revenue could not be quantified due to lack of reliable baseline and loss data (will be included in the PCNA sector assessments). Given the shifting geography of crisis and the nature of economic and opportunity losses over a prolonged period of time, it is necessary to design context specific strategies that are based on post-crisis scenarios rather than observed or perceived damages.
- Any damages that may have occurred beyond the cut-off dates of September 2009 could not be accounted for as part of this DNA. Reliable extrapolation methodologies and models need to be developed for future post crisis DNAs
- Security risk premiums were not factored in the final cost estimates due to the fear that these might unreasonably jack-up future bids received from reconstruction contractors. A more informed and systematized approach must be developed for post crisis DNAs

## Benefits of Carrying Out Upfront Rapid PDNA in Post Crisis Situations

- Clear Differentiation and delineation achieved between shorter term crisis recovery and reconstruction needs versus longer term stabilization, consolidation and developmental needs – *attempting both simultaneously can be confusing for uninitiated sector teams*
- Provides the opportunity for initially focusing on alleviating the immediate sufferings of crisis-affected people (in terms of lives and livelihoods), and managing expectations in the crucial initial transitional period to avoid crisis relapse
- Affected (damaged/destroyed) infrastructure, services, and private sector activities can be restored more efficiently and with greater dedication and focus
- Such DNAs can help in creating the initial momentum, space and enabling conditions for subsequently and incrementally addressing the root causes of the crisis through a **crisis risk management strategy** akin to post-disaster situations where disaster risk management is introduced incrementally over a longer time horizon