



SPOTLIGHT PAKISTAN

**BUILDING COMMUNITY RESILIENCE
THROUGH DISASTER RISK REDUCTION**

60 YEARS

Diakonie 
Katastrophenhilfe

What is Disaster Risk Reduction?

The United Nations defines Disaster Risk Reduction (DRR) as: “Actions taken to reduce the risk of disasters and the adverse impacts of natural hazards, through systematic efforts to analyse and manage the causes of disasters, including through avoidance of hazards, reduced social and economic vulnerability to hazards, and improved preparedness for adverse events.” (UN International Strategy for Disaster Reduction, 2009).

Establishing preparedness and increasing resilience in vulnerable communities makes sense from both humanitarian and economic perspectives. DRR is about identifying hazards and their associated risks through detailed Risk Assessment. It involves investment in infrastructure, measures that prevent or limit these risks, and enabling communities to prepare for and cope better with emergencies.

Preparedness examples include the establishment of Early Warning Systems (EWS), such as monitoring river levels or the development of plans for the evacuation of communities and their assets to safe areas. Building resilience includes measures like strengthening or enabling diversification of livelihoods to reduce vulnerability. Empowering communities to take on an active role in risk reduction is a key component in this approach.

Diakonie Katastrophenhilfe strongly believes in the value of DRR. In September 2011 we were a founding member of the national DRR Forum – an alliance of national and international Non-Governmental Organisations (NGOs) – set up to coordinate with the Government of Pakistan, civil society, donors and other stakeholders across the wider humanitarian community to advance good DRR practice. Since then we have supported the expansion of the DRR Forum as a network for coordinating actions, sharing information and strengthening capacity.

Communities the key to effective resilience

Diakonie Katastrophenhilfe is a strong advocate of the DRR concept which places communities at the very heart of a project cycle, from start to finish. We believe in a process of better participation and coordination with all stakeholders, at grass roots level, empowering communities themselves to take an active role in every step.

This approach is referred to as Community-Based Disaster Risk Management (CBDRM).

Therefore, the community lies at the centre of successful DRR which aims to be inclusive, build capacity, foster empowerment and create a level of sustainability.

This brochure presents core CBDRM and DRR elements requiring consideration in projects that engage with vulnerable communities and provides case study examples, outlining key challenges and lessons learned. It concludes with an analysis of progress made and includes recommendations and tools for moving the DRR agenda forward in Pakistan.

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Who we are

Diakonie Katastrophenhilfe (Diakonie Emergency Aid) is an international humanitarian aid organisation. It is part of the ‘Evangelisches Werk für Diakonie und Entwicklung’, the social and development agency of the Protestant Church – one of the biggest welfare institutions in Germany, with its headquarters in Berlin.

For the last 60 years we have supported people in need worldwide, regardless of their origin, religion, gender, age, or nationality. The organisation first came to Pakistan following the devastating earthquake of 2005 and is a strong advocate for integration of DRR and CBDRM into community-based projects. We take the position that these approaches are an essential element of good practice in project planning, empowerment and of safeguarding communities against future disaster. DRR is seen as an investment in the future of Pakistan, helping to strengthen resilience, reduce the level of risk to those most vulnerable and through empowerment promote sustainability.

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Senior Editor Andrew Goss

Editors Christian Fischer and Carine Chasseau

Design Concepts Unlimited, Pakistan

Print Strengths Innovations, Pakistan

Cover photography Thomas Lohnes. A father and son look out across the river to assess the flood risk to their community.



Awareness in schools can save children's lives.
Photo SSD

Why DRR matters

Disaster Risk Reduction (DRR) is becoming increasingly recognised as an important element in assisting and developing vulnerable communities to cope better in the face of potential hazards.

It can be argued it is no longer enough to support communities across the well-established sectors, such as housing construction, livelihoods, or water, sanitation and hygiene (WASH), only to see those same communities plunged into crisis with the onset of the next disaster.



DRR is about attempting to break that cycle of moving from one disaster to the next by building resilience and awareness through different measures which can be part of other programming. Those measures include disaster prevention, such as tree planting to prevent landslides, mitigation, building flood walls, or stronger housing to better resist storms, or by

preparedness to ensure people know what to do and how to cope in the event of an emergency, such as moving to established safe areas. In simple terms, DRR is about preparing for the next disaster before it strikes, now seen as a good investment, as resilience initiatives can help save lives and assets. Planning for, rather than reacting to disasters was summarised by former UN Secretary General, Kofi Annan, who referred to economic calculations which indicate that every one dollar invested in DRR can save up to 10 dollars in emergency response and reconstruction.

The devastating Kashmir earthquake of 2005 was a wakeup call in Pakistan. There was no recognised government policy or strategy on resilience or preparedness across Pakistan. Following the earthquake, the Government of Pakistan passed legislation and subsequently created its National Disaster Management Authority (NDMA), with its local counterparts at

Disaster Risk Reduction (DRR) is:

“ Actions taken to reduce the risk of disasters and the adverse impacts of natural hazards, through systematic efforts to analyse and manage the causes of disasters, including through avoidance of hazards, reduced social and economic vulnerability to hazards, and improved preparedness for adverse events ”

UN International Strategy for Disaster Reduction, 2009

provincial and district level. But the disastrous floods of 2010, which affected 20 million people, were a reminder that more still needed to be done on DRR.

At Diakonie Katastrophenhilfe we have been proactively pushing the DRR agenda in Pakistan since 2010. We believe that resilience is an essential part of the humanitarian assistance and development mix, and currently mainstream DRR through integrated programming. The organisation is also an advocate for ensuring that such resilience measures are community-led. This approach is known as Community Based Disaster Risk Management (CBDRM). This is about involving the community at every step of the project cycle – from identifying hazards through Risk Assessment, through to implementation, monitoring and evaluation.

Today Diakonie Katastrophenhilfe continues to promote the DRR agenda, coordinating with the government and our partners across the humanitarian community to mainstream resilience measures with programming across multiple sectors.

Our brochure aims to highlight this approach to DRR and will, we hope, provide a starting point to anyone interested in, or working on, resilience measures. The publication highlights our experience, the challenges and lessons learned in Pakistan, not in isolation, but with our partners and other stakeholders. We hope you find it informative.

Martin Kessler, Director, Diakonie Katastrophenhilfe



Riverside communities face multiple hazards.
Photo Thomas Lohnes

Pakistan challenges and opportunities

From the Himalayan peaks in the north to the flatlands of the south where the Indus delta meets the Arabian Sea, Pakistan is a vast country embracing a diversity of peoples, languages and customs. In the north-west lie the mountainous tribal areas bordering Afghanistan, the arid terrain of Balochistan in the west, while the plains of the Punjab and Sindh form the country's agricultural heartlands.

The challenges facing Pakistan are many and varied. The country lies in a region prone to natural disasters, primarily from earthquake and flood; the country is in the frontline. Over the last decade more than 80 per cent of Pakistan's 124 districts have been hit by natural disasters, with some 33 million people affected. Since 2005 the country has experienced two major disasters: The massive Kashmir earthquake and devastating floods in 2010, following the annual monsoon rains, which left one-fifth of the country under water. These have compounded the problems of many vulnerable communities already facing hardship across Pakistan.

Millions of people face poverty, food insecurity, limited public health provision and education shortfalls. Pakistan ranks at 146 out of 187 countries in the United Nations Human Development Index (HDI), which aims to broadly define national wellbeing with measures across three basic aspects of development: health, education and income. The HDI for South Asia as a region increased since 1980, but Pakistan is below the regional average.

And in recent years climate change and environmental degradation, such as deforestation, or settlement on traditional flood plain areas, has resulted in increased exposure to extreme events.

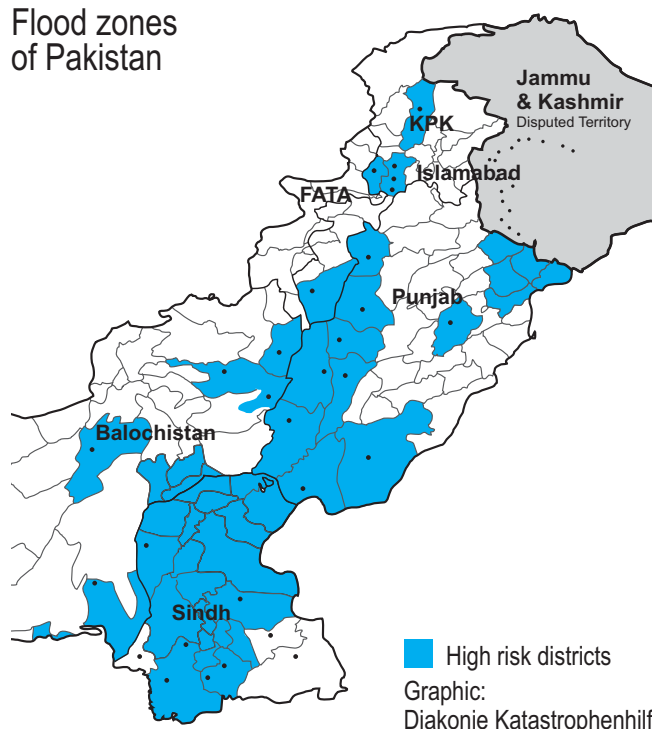
Access challenge

The geography of Pakistan makes access to some areas physically challenging, such as in the isolated high-altitude regions in the north and northwest, embracing

“Although the disaster management system is still in its nascent stage, yet we have made progress in mainstreaming Disaster Risk Reduction (DRR) in development processes, which will lead to greater resilience against potential disasters”

Major General Saeed Aleem, Chairmain NDMA, 2013

Flood zones of Pakistan



Gilgit-Baltistan, Azad, Jammu and Kashmir, and Khyber Pakhtunkhwa provinces, where infrastructure is poor.

Similarly, Balochistan to the west features arid mountainous terrain and desert landscapes, while simmering summertime temperatures across Punjab and Sindh can top 50 degrees Celsius, resulting in water scarcity and drought. In addition to earthquake and flood, Pakistan is also at risk of cyclone, famine and disease in many areas.

Violence, including the ongoing extremist threat and Balochistan militancy add to a challenging operating environment. Conflict in some of these volatile regions has resulted in large populations fleeing violence, swelling the country's Internally Displaced Person (IDP) population to around one million, one of the highest in the world.

In addition there were 1.6 million registered refugees from neighbouring Afghanistan at the start of 2014, according to the United Nations High Commissioner for Refugees (UNHCR). Security tensions are an ongoing consideration to aid and development organisations, limiting access to some of the most vulnerable communities in Pakistan's poorest areas.

Joint efforts

Though the task of supporting vulnerable communities faced by the Government of Pakistan and its partners is challenging, there is an opportunity to apply lessons learned, to improve coordination with all stakeholders - and to help meet humanitarian relief needs and long-term development goals more effectively.

One area of development gathering support – both nationally and globally – for increased commitment is resilience. Pakistan is one of 168 signatories to the Hyogo Framework for Action (HFA), an international framework on DRR endorsed by the UN General Assembly in 2005. The HFA set out a 10-year plan for building resilient countries and communities.

Increased efforts on a joint national and international basis are now focusing much more on DRR in recognition that reducing vulnerabilities and limiting the impacts of hazards beforehand can save lives and assets. There is a growing consensus that resilience should be mainstreamed as a feature of all rehabilitation and development programming.

International NGOs, along with the UN, donors and other stakeholders across the wider humanitarian community are committed to working alongside the Government of Pakistan in a spirit of cooperation to meet the challenges together.

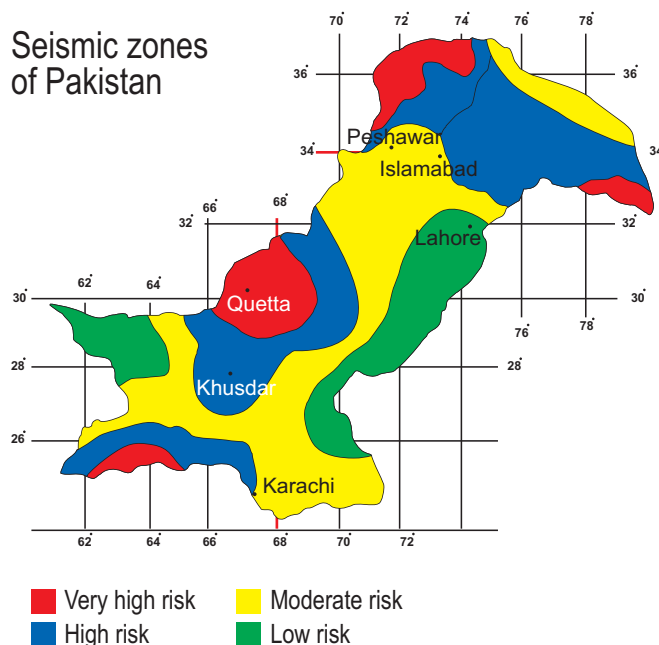
Pakistan has now developed a National Framework on Disaster Risk Management (DRM) but action is as yet mostly confined to the level of policy development.

International support is growing for increased investment in resilience across Pakistan to help its government institutions, its infrastructure and its people to stand better prepared for the many challenges the country faces.

Pakistan factfile

- More than 40 million Pakistanis live on less than \$1.25 a day, which is below the internationally defined poverty line¹
- One out of 10 children die before their fifth birthday, with more than 30 per cent through treatable illness and 60 per cent of deaths attributable to water and sanitation-related disease²
- One quarter of all children under 12 months suffer from malnutrition; 44 per cent of those under five years show stunted development and 32 per cent are underweight³
- Almost 50 per cent of all primary school-age children are not enrolled in education, and among eligible girls this figure is closer to three-quarters²
- More than half the adult population, aged 15-plus years, are illiterate; the figure for women is closer to 75 per cent and literacy below 10 per cent in some rural areas²
- The Kashmir earthquake of 2005 killed almost 75,000 people and left 3.5 million without shelter⁴. Thousands of schools, hospitals and government buildings were destroyed. Many of them have yet to be rebuilt
- The Monsoon floods of 2010 affected 20 million people. Repeated flooding in consecutive years means that full recovery has not been possible and many thousands of families remain without basic amenities⁵

Seismic zones of Pakistan



Graphic: Diakonie Katastrophenhilfe

¹ OCHA Pakistan, March 2013

² UNICEF Pakistan, 2012

³ World Bank 2010-14 Report

⁴ ERRA, 2007

⁵ NDMA, 2011



Entire townships were destroyed in the earthquake. Photo Diakonie Katastrophenhilfe Pakistan

When disaster strikes – 2005 and 2010 experience

On the morning of 8 October, 2005 a devastating earthquake of magnitude 7.6 struck the mountain communities across Khyber Pakhtunkhwa and Pakistan-administered Kashmir. Within a few seconds thousands of homes had been leveled, schools, hospitals and government buildings destroyed and the already fragile infrastructure swept away. The death toll was more than 75,000. A similar number were seriously injured and some 3.5 million people were left without adequate shelter.

Almost five years later in July 2010, with earthquake reconstruction not fully complete, the annual monsoon rains began to fall across Pakistan with unusual persistence, affecting the Indus river basin, which runs almost the entire length of the country, from Khyber Pakhtunkhwa (KPK), down to its delta in Sindh. Within weeks one-fifth of Pakistan's land area was underwater, (882,000 sq km), affecting 20 million people, destroying homes, livelihoods and infrastructure, with a death toll close to 2,000 people.

Christian Fischer, Head of Mission in Pakistan, provides insight into Diakonie Katastrophenhilfe's experiences, the lessons that have been learned in Pakistan and the role of Disaster Risk Reduction (DRR) in the organisation's programming:

→ What was the situation in the earthquake zone in 2005 when Diakonie Katastrophenhilfe first responded to the disaster?

← There was no resilience in place before the earthquake – and no clear policy at national or local level.



“ With extreme geographical and social vulnerabilities of target communities exposed to numerous natural hazards, resilience is an important part of Diakonie Katastrophenhilfe's integrated approach to programming in Pakistan ”

Christian Fischer, Head of Mission, Pakistan

Communities were simply not prepared, nor were the local authorities; everybody was overburdened by the situation

→ What were the first priorities for the organisation?

← We responded right after the earthquake to basic needs for drinking water, temporary shelter, food, health and warm clothing and prepared with our local partner organisations further rehabilitation and livelihood projects according to the assessment of urgent need of the affected population.

→ How effectively was the Government of Pakistan able to react to the emergency?

← In my opinion and from what I understand the response was not well organised. Access, of course, was very difficult, due to the isolated location of many communities and destroyed roads. The main government response came from the Army and later from international NGOs.

→ What lessons on resilience were learned following the disaster?

← The realisation that local communities could not rely on external agencies for their safety, rescue and relief. They are often on their own and should make an effort to prepare themselves properly for any disasters.

→ What was the view of resilience following the emergency?

← The disaster was a 'wake-up call'. An earthquake of that magnitude had not occurred in Pakistan before. The Government set up the Earthquake Reconstruction and Rehabilitation Authority (ERRA) to bring a coordination to activities. National Disaster Management legislation followed in 2007 and its coordination body, the National Disaster Management Commission (NDMC), was established later.

→ Five years later, when monsoon rains brought widescale flooding, was Pakistan any better prepared?

← Sadly, in our view it was not, with resilience talked about, but not implemented. And there was still limited capacity for local authorities to respond in a systematic way. If lessons had been learned from the earthquake, little had been done at community level.

→ How was Diakonie Katastrophenhilfe placed to deliver its response?

← The organisation was still in Pakistan, supporting communities recovering from the earthquake in Kashmir. We were therefore able to respond rapidly as the floods hit. Again, we were in an emergency response situation in the same country.

→ How does Diakonie Katastrophenhilfe implement DRR across its programming today?

← We are a strong advocate of DRR, not only as stand-alone projects, but in mainstreaming across all programme areas as a cross-cutting issue. In Pakistan we are implementing integrated, multi-sector programming, embracing reconstruction/housing, livelihood, WASH and DRR.

→ What do you think the greatest challenge is on DRR?

← Acceptance of DRR as an important priority especially in poor countries, where there are often competing basic issues including food insecurity, desperate poverty and other urgent needs. People have high expectations, above all from NGOs. They want a better life now, that is understandable, and not through preparing themselves for a situation somewhere in the future.

→ What would be the most important step forward for DRR in Pakistan?

← A joint local, national and international initiative to take the lead and promote consistency of approach, with a common strategy for implementing DRR, such as the DIPECHO framework which is being developed. I think the Provincial Disaster Management Authorities (PDMAs) could play a more important role in assuring effective coordination of all stakeholders and in shaping better resilience across Pakistan.

Diakonie Katastrophenhilfe in Pakistan

In Pakistan Diakonie Katastrophenhilfe has supported more than one million people in need since the earthquake of October 2005. We have implemented more than 65 projects in Khyber Pukhtunkhwa (KPK), Azad Jammu and Kashmir (AJK), Punjab and Gilgit-Baltistan in partnership with Pakistani Non-Governmental Organisations (NGOs).

We implemented immediate emergency relief operations, recovery and reconstruction projects following the 2010 floods, and are currently bridging relief with development through multi-sector integrated programming. This approach combines elements of housing construction, livelihood recovery, water, sanitation and hygiene (WASH) and DRR.

Diakonie Katastrophenhilfe is a member of the Pakistan Humanitarian Forum (PHF), which supports and represents a network of more than 50 international NGOs, and acts as a platform for sharing information and coordinated action. As a member of the Civil Alliance for Disaster Resilience (CADR), we participate in the European Community Humanitarian Office (ECHO) disaster preparedness programme, which aims to develop a national CBDRM model to promote best DRR practice in Pakistan.

With extreme geographical and social vulnerabilities of target communities and households exposed to numerous natural hazards, resilience-building has been an important part of our approach in Pakistan, working with a wide range of stakeholders, including local authorities and civil society.

Through our local implementing partners our work is coordinated with national, provincial and district authorities. We believe local structures are best placed to deliver the most effective results and actively support our Pakistani partners through information sharing and building capacity.



The Pakistan flood affected 20 million people. Photo Thomas Lohnes

CBDRM minimums ++ Project phases



Strong community mobilisation leads to better projects.
Photo RDP

The DRR process steps

Risk Assessment

Risk Assessment is a systematic approach to identify threats and vulnerabilities. This evaluation usually also takes into account possible worst-case scenarios, available resources and examines ways to respond, or counter threats. Having participated in, or having conducted a Risk Assessment themselves, communities will have developed awareness and understanding of hazards, vulnerabilities and capacities within their community. This awareness will start to enable the community as a whole, and different vulnerable groups, to identify appropriate responses to reduce their risks. Within the Risk Assessment process a community's role, its capacities in planning and implementation of activities are determined, and existing community structures are identified.

CBDRM planning

Community plans for Disaster Risk Management (DRM) are developed, based on the Risk Assessment findings, either with or by the community as a whole and by different vulnerable groups and stakeholders. The initial plan will include the structures to be used for establishment of the community or village Disaster Management Committee (DMC), the priority actions identified by the community and the community's and other stakeholders' role in the implementation of these activities. This initial plan also provides the basis for project development. Plans are then further developed by the community and roles and responsibilities allocated as the DMC structure develops. Plans can ultimately be integrated into local authority planning and used for accessing resources.

DMC formation and development

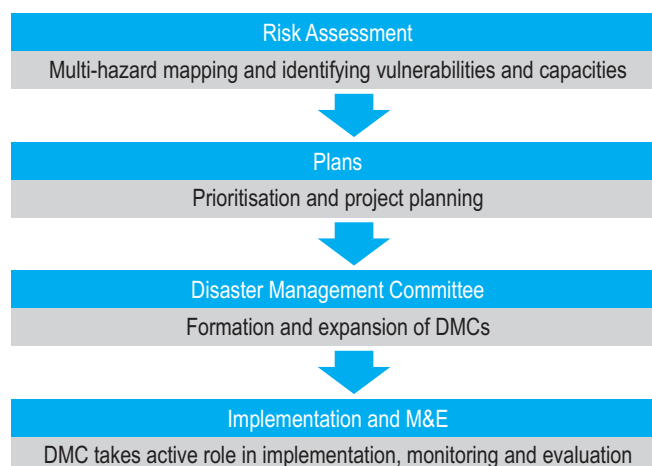
DMCs are intended to represent DRR needs of the community through equal participation of the community members. The DMC structure is not limited¹. Inclusion of the whole community, including women and those most

vulnerable is of primary importance from the start to ensure that any existing power structures are not further reinforced. The structure of the DMC develops based on the prioritised and feasible activities identified during the Risk Assessment and planning process. Committee roles are established for general committee administrative responsibilities and for activity implementation tasks. The DMC should not be treated as a product of CBDRM but as a mechanism through which community structures can develop, in order to engage the entire community and to ensure mechanisms for the inclusion and empowerment of those most vulnerable.

Implementation, monitoring and evaluation

The community takes an active, and ultimately leading role, in the implementation of all DRM activities within their community and on behalf of their community. This includes activity monitoring and reporting on implementation. As a DMC develops it conducts periodic reviews and incorporates learning into conducting further risk assessment, analysis and project cycle management.

Process chart



¹DMCs can be at village or Union Council level, embracing separate men and women's wings.

Structured approach to resilience

Implementing Partner: LASOONA **Location:** Tehsil Behrain, District Swat, KPK **Target:** 2,227 households

The Society for Human and Natural Resource Development (LASOONA) began working with Diakonie Katastrophenhilfe in July, 2012. Two severely flood affected union councils of Tehsil Behrain, in Swat District, Khyber Pakhtunkhwa (KPK) were identified for Risk Assessment on the basis of their vulnerability, being threatened by multiple hazards including flooding, landslides, heavy snowfall, waterborne disease and riverbank soil erosion.

Risk Assessment and analysis

LASOONA staff capacity was built through training and familiarisation on Risk Assessment tools, followed by a pre-test practical exercise in a field environment. During the assessment various Participatory Rural Appraisal (PRA)¹ tools were used, including Focus Group Discussions (FGDs), hazard timelines, seasonal calendar and transect walks² for hazard mapping. The information was collected from both men and women from the community.

Men and women Risk Assessment committees were formed for data collection in each target village. An inclusive approach was adopted to engage persons with disabilities (PWD) and the elderly.

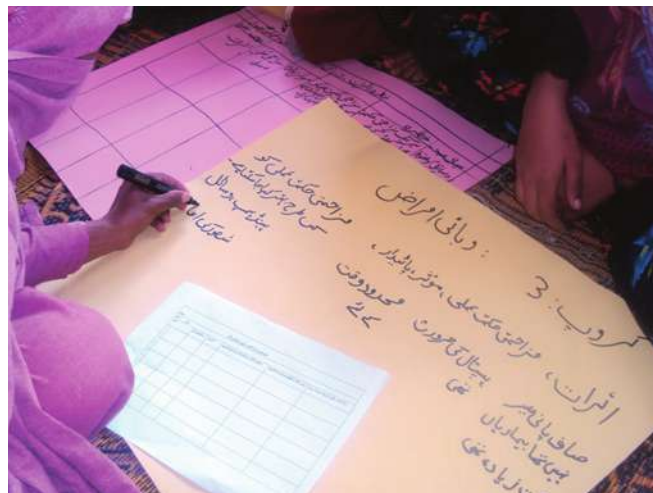
Hazards were identified by community members and developed into multiple hazard maps for each target village. A household vulnerability monitoring survey was conducted across 2,227 households to assess community exposure, fragility and resilience of the two union councils. Union Council Utror was found to be extremely vulnerable, with 271 households recorded at high risk and 598 at medium risk. In Union Council Kalam, 137 households were found to be at high risk and 939 at medium risk. Major hazards identified were flooding, waterborne epidemics, river bank soil erosions and landslides.

Project planning/design

On the basis of the findings two projects were designed: one to address identified livelihoods vulnerabilities, which included potato crop storage and propagation of tubers as coping mechanisms for the impacts of transport routes being cut off to isolated communities. The second project focused on water, sanitation and hygiene (WASH) to increase access to resilient clean water and improve hygiene practices to avoid disease. In addition preparedness, hazard impact mitigation interventions and initiatives for local authority engagement in DRR were planned.

Formation of DMCs

In the first three months following project initiation separate Disaster Management Committees (DMCs) were formed for men and women. DRR basic training was provided for members and wider community DRR awareness raising trainings were also conducted. The information collected during Risk Assessment was shared



Inclusion of women is important through separate DMC wings. Photo RDP

with DMC members for any necessary correction and validation. Work on CBDRM planning was initiated and factors including seasonal community migration to lower districts considered in the planning of activities.

LASOONA utilised existing Village Development Committees (VDCs) for its WASH and livelihood projects in all target villages and these contacts were also used to form DMCs. Members of these committees also includes people with disabilities, the elderly and others with specific vulnerabilities.

DMC involvement in implementation

In supporting community empowerment LASOONA enabled village DMCs to take a lead role in all project interventions, with LASOONA's social mobilisers acting as community facilitators. DMC members selected beneficiaries according to their level of vulnerability and exposure to specific hazard impacts. The LASOONA team was also involved in monitoring the process to strengthen accountability.

To enable additional transparency and accountability LASOONA established a village level community feedback process which DMC members oversee, with people encouraged to record any concerns, or make suggestions for improvements.

Challenges/lessons learned

Before the project designing and initiation a detailed Risk Assessment was essential to pave the way for an inclusive CBDRM approach. During the Risk Assessment process strong community participation helped identify the need for an inclusive approach, creating awareness that all people are affected by disasters differently, with different needs. Therefore, during the project implementation process, inclusion of vulnerable groups became easier with no resistance from the community. However, keeping in view the local culture, separate DMCs were formed for both men and women.

¹A Participatory Rural Appraisal is an approach used to incorporate the knowledge and opinions of rural people in the planning and management of development projects and programmes

²A walk through an area with community members, making a map and notes of potential hazards

Review of community strengths and weaknesses vital

Implementing Partner: IDEA **Location:** Tehsil Behrain, District Swat, KPK **Target:** 14 villages

Experience from previous natural disasters, including the 2010 floods, has highlighted that local authorities responsible for disaster management have often remained inactive or unable to cope with the sheer magnitude of multiple demands in a sudden crisis.

With this in mind, communities and respective local authorities were targeted by the local NGO, Initiative for Development and Empowerment Axis (IDEA) in a project aimed at heightening awareness, building the DRR capacity of a range of local stakeholders and establishing more effective linkages between them. IDEA conducted a two-month detailed Risk Assessment covering two severely flood affected union councils (Madyan and Tirat) in Tehsil Behrain, District Swat, Khyber Pakhtunkhwa (KPK). Communities were unaware about Disaster Risk Reduction (DRR), nor prepared for emergencies. The community had potential capacities that would help them to cope, but needed to be organised for effective collective action.

Risk Assessment implementation

A detailed Risk Assessment (RA) was carried out across 14 villages. Information was gathered on the damages caused by the 2010 flood, historical profile of disasters/hazards, the roles of different groups in coping with disasters, livelihood resources, impacts on local resources including deforestation, social support systems, household level vulnerability, and vulnerabilities and capacities in education and health. Tools used in the RA process included Focus Group Discussions (FGDs), hazard mapping, ranking and profiling, seasonal calendar, transect walk, individual interviews and observation. A DRR Knowledge, Attitudes and Practice (KAP) survey was conducted across the communities in order to develop part of the baseline for monitoring the project's progress.

Risk Assessment findings

The area was found to be susceptible to flash floods and debris flow, earthquake and riverbank erosion. It was evident from the RA findings that the targeted communities' capacities to cope with disasters were extremely low. Social, financial, human, environmental and physical vulnerabilities were all evident within the communities. The target communities faced the problem of the unavailability of clean drinking water and waterborne diseases during floods. The 2010 floods also devastated local livelihoods. A DRR project was developed and implemented across 16 months with funding and technical support from Diakonie Katastrophenhilfe.

Stakeholder involvement

The information collected during the Risk Assessment process was validated with local authorities embracing municipal cooperation, agriculture, health, District Disaster Management Authority (DDMA) and education line departments. The collected information was quantitatively analysed and after detailed assessment, seven communities were found to be at high risk and extremely vulnerable. These were selected for DRR interventions, including construction of flood protection walls using locally available river stone. The RA process



Water testing is part of resilience. Photo Diakonie Katastrophenhilfe

guided local stakeholders to identify hazards and vulnerabilities – and to make effective use of available resources within their communities.

Findings and plans validated by the district government Civil Defence Department were communicated to communities, local authorities and other relevant stakeholders.

Actions taken

As a result of the detailed assessment, Village Disaster Management Committees (VDMCs) were formed with the aim of self-implementing community preparedness and response planning, livelihood strengthening, women's empowerment through engagement in DRR, resilient water supply, sanitation and hygiene (WASH) initiatives and DRR training in schools. Fuel efficient cooking stoves were also introduced to reduce household expenditure, as a source of heating in cold conditions, improved health through smoke reduction and as part of a natural resource management awareness raising initiative.

Challenges/lessons learned

The DRR concept was new for the communities in targeted areas. Very few had knowledge of the concept therefore this was quite challenging to extract information on prevailing hazards, vulnerabilities, capacities and develop an action plan for disaster risk reduction. The complexity of the Risk Assessment approach used within the project was effective in identification of more vulnerable and higher risk households. However, some components of the Risk Assessment methodology and tools applied were too complex for the understanding of the community members. The Risk Assessment terminologies should be simple so that it can be understandable to the community because the community have low literacy rate. It should be more community friendly.



Irrigation channel mitigation measures under construction. Photo AHD

Project plans shaped and led by community

Implementing Partner: RDP **Location:** District Nowshera, KPK **Target:** 16 villages, 9,300 households

In partnership with Diakonie Katastrophenhilfe Rural Development Project (RDP) learnt a new approach to programming and proposal development. Conducting a thorough Risk Assessment, with strong community involvement was the key driver in shaping project planning. The multi-sector Risk Assessment approach proved to be effective; communities took the lead in developing a comprehensive action plan to respond to their immediate needs, resulting in Community Based Disaster Risk Management (CBDRM) in action.

The approach adopted at the planning stage was driven by CBDRM and integrated DRR into livelihoods, food security and water, sanitation and hygiene (WASH). The establishment of safe places as a refuge for people and for livestock, with access to fodder and for the storage and protection of agricultural seeds, was also identified as a priority.

Target group identification

The project design addressed the needs of those households most at risk and target groups, ensuring the inclusion of the most vulnerable sections of the community. The project interventions were prioritised by the at-risk communities during the Risk Assessment and were verified during proposal development.

The inclusion of vulnerable groups and establishment of broader community partnership working laid down a strong foundation for the ownership of the project. Stakeholders were consulted to define the implementation approach of the project. The involvement of district government agencies at the time of designing the project was very effective. Especially the involvement of agriculture, livestock, on-farm water management, research institutes and the local authority Disaster Management Officer, incorporating the input of these agencies.

At the implementation stage the benefits of applying this approach were seen as these agencies had developed a

stake in the process and relationships were established. The social mobilisation process defined at the planning stage ensured the participation of communities in a transparent and accountable way. Risk Assessment was the foundation for development of CBDRM plans.

Community ownership

The implementation approach ensured a bottom-up flow of information, thus confirming the ownership of the process. Engagement of men, women, older people, those with disabilities and children has proven effective to ensure that the plans cater for the needs of different sections of the community.

The community-based data collection approach adopted by RDP enabled the organisation to undertake a census at village level and produce detailed information, which can be used for longer term planning.

At the time of writing, RDP is in the process of working with the community to realise the project plans. It is anticipated that the priorities identified in the CBDRM planning process will be realised within the project design phase, providing a comprehensive outline of community DRR needs.

Challenges/lessons learned

Following the 2010 flood response it has been observed that incentive-driven approaches have reduced social cohesion and increased community dependency on external aid. This challenge is addressed by mobilising communities for their self-action to address their CBDRM needs and involving them in the project planning phase. This approach reduces the risk of individuals 'hijacking' the process simply to obtain benefits for their respective households. The social mobilisation approach also plays an important role in the transformation of leadership from aid agencies to the communities themselves.

Promoting risk awareness at household level

Implementing Partner: AHD **Location:** Tehsil Tangi, District Charsadda, KPK **Target:** Biyar Garhi Village

In 2012 the Association for Human Development (AHD), working in partnership with Diakonie Katastrophenhilfe, completed a rapid community vulnerability assessment and Risk Assessment in villages including Biyar Garhi in Charsadda District, Khyber Pakhtunkhwa (KPK). A multi-sector project was then planned embracing disaster resistant reconstruction of housing, water, sanitation and hygiene (WASH), livelihoods and Disaster Risk Reduction (DRR).

Community members from the village were involved in project activities related to disaster preparedness. Separate Disaster Management Committees (DMCs) of 20 members for both men and women were formed with an emphasis on inclusion to encourage maximum participation from all sections of the community at hamlet level.

Capacity building

Capacity building sessions were conducted for DMC members, including vulnerable groups, on preparedness topics: the basics of DRR, Risk Assessment process, social resource mapping, risk maps and land use mapping, community based early warning systems and community-based disaster risk management planning.



Early Warning System (EWS) monitoring water levels. Photo AHD

Local knowledge was utilised to develop a flood warning system for the nearby river. A joint stakeholder workshop was organised in which ideas were shared to strengthen the community-based Early Warning System (EWS) by devising a mechanism for passing reliable and timely warnings to and through the community.

An Emergency Response Team (ERT) of 85 people was formed, with training provided on first aid, search and rescue, evacuation, management of safe places, information management and coordination with authorities. Early warning monitoring equipment was installed at nearby Mianwalay village which was identified as another high risk community. The ERT is responsible for monitoring the river water level and for coordination with different stakeholders to ensure reliable information is delivered during periods of high alert.

Development of plans

Community Based Disaster Risk Management (CBDRM) plans were prepared, detailing the available village level resources, hazard timeline, seasonal calendar, community-based early warning system procedures and emergency contact lists with highlighted roles and responsibilities. Village maps showing social resources, natural hazards, households at risk and land use were also developed with the community. The detailed plans have been translated into Urdu to make them more accessible to local people and distributed at household level. DMC members have the responsibility to update the plans on regular basis with the participation of community members.

Biyar Garhi DMC has now established its own committee office and has started making initial contacts with other humanitarian organisations interested in working with the village on DRR projects. The DMC has plans to register with the Social Welfare Department as a Community Based Organisation (CBO) so that it is able to apply for funds for projects to self-implement. The committee also has plans to register its trained ERT members with the District Civil Defence Department so that the community can support the District Authorities in future emergency situations.

Challenges/lessons learned

Community DMCs must be established based on existing community structures, but these structures must be reviewed to ensure that their actions are known to all (transparent) and mechanisms must be in place to enable the participation of those most vulnerable (inclusion). A community DMC is not only a committee of representatives who work on community Disaster Risk Management (DRM), but is also a mechanism which works to ensure the active engagement and empowerment of the entire community.

Highlighting preparedness for pupils

Implementing Partner: SSD **Location:** District Nowshera, KPK **Target:** six community-led schools

Children's participation is essential to ensure that preparedness capacity and Disaster Risk Reduction (DRR) knowledge is built across all sections of the community. Although much attention is given to the needs of children in emergencies, it has mostly been from the aspect of adults acting on behalf of and in the interest of children. There is less focus on working directly with the children in reducing their vulnerabilities. To address this issue the Society for Sustainable Development (SSD), Initiative for Development and Empowerment Axis (IDEA) and Diakonie Katastrophenhilfe trained teachers of six community-led schools and DMC members on resilience from the union councils of Dagai, Kheshki Bala and Payan in District Nowshera, Khyber Pakhtunkhwa (KPK).

Under this approach teachers and members of Parent Teacher Committees were trained on how to conduct Risk Assessments, develop school preparedness plans and carry out awareness raising and implementation of a DRR co-curriculum in their respective schools.

Formation of school DMCs and ERTs

School children usually rely on others for their safety and protection due to limitations of age, but this does not mean that their capacities can't be developed to reduce their vulnerabilities. As part of the process of developing safe schools, committees were formed, comprising school teachers, parents and senior students. These committees and Emergency Response Teams (ERTs) were tasked with the responsibility of ensuring that the DRR needs of the school were met.

Capacity building

To reduce risks to the lives of school children, due to their lack of knowledge on how to respond to a situation, it was necessary that the school DMC and ERT had capacity building and training in the following areas:

- Participatory school Risk Assessment, based on hazard vulnerability and capacity analysis to identify risks, hazards and vulnerabilities.
- Interactive awareness raising methodologies, such as awareness walks.
- School safety measures and management plan.
- Evacuation procedures for multiple hazard scenarios.
- Basic essentials of first aid.

Structural and non-structural issues

School facilities were also assessed for safe areas in the event of an emergency. Structural vulnerabilities were identified and plans developed outlining deficiencies. In addition, non-structural weaknesses in preparedness and resilience planning at the school were evaluated and plans developed to meet those needs. Plans were shared with



Promoting awareness for school children. Photo LASOONA

the education department both at the district and provincial level and funds requested to overcome identified vulnerabilities.

Awareness-raising

Children who are aware about natural hazards and protection measures play an important role in protecting and saving the lives of their family members during a disaster. Child-to-child and child-to-parent learning is one very effective method adopted to transfer this awareness. To achieve this a detailed awareness-raising campaign was organised in the target schools in which preparedness measures were highlighted during lessons. Other initiatives included inter school quiz competitions focusing on DRR, campaigning for safety, developing students as DRR initiators, through awareness walks and street theatre.

Challenges/lessons learned

A major problem faced was that there was no DRR curriculum, as the one piloted in some districts of Khyber Pakhtunkhwa had been discontinued. Enlisting support from the provincial education department for the implementation of resilience measures in government schools of the area was therefore difficult. It was, for example, obligatory to have No Objection Certificate (NOC) from the education minister, and, of course, in the absence of an approved DRR curriculum it was not possible to obtain the necessary permissions.

To overcome these hurdles a specific DRR co-curriculum module was designed and the activity was implemented in the community-led schools that agreed to implement it, engaging with students aged from 13 to 16 years (Classes eight to 10).

Building household resilience within the community

Implementing Partner: SEED and AHD **Location:** District Charsadda, KPK **Target:** Dildar Gharhi Village

In July 2010 unusually persistent monsoon rain began to fall across Khyber Pakhtunkhwa (KPK) and Dildar Gharhi village in Charsadda District was hit by the worst disaster in the history of Pakistan.

Before the 2010 disaster Jalat Khan and his family of eight children were living in a single-room mud house with very limited resources. He was working as a tenant in the fields of a local landowner, which provided the only source of income for his family. His land and home were his only assets. But the family was coping.

Sea of mud

Union Council Mirzadher suffered 100 percent infrastructure and agricultural loss following the floods and Jalat Khan with other community members lost their houses and their livelihoods. With the help of community members they moved temporarily to Tarnab (town), the nearest safe area.

When they returned to their land two weeks later, there was nothing but a sea of mud. The family's house had been almost entirely washed away in the flood; only one damaged room remained. His land was waterlogged. Jalat Khan contacted local landowners and political leaders for help but received no assistance, nor was there any support from the local authorities. With no other source of income Jalat Khan started working as a general labourer, with daily earnings of Rs 300 (Euro 2.40) to support his family.

In 2012 Diakonie Katastrophenhilfe with partner organisation Association for Human Development (AHD) conducted a Risk Assessment in Union Council Mirzadher. A comprehensive vulnerability assessment was conducted at household level to identify shelter and livelihood related needs.

Later a multi-sector project was designed with funding from the German Federal Ministry for Economic

Cooperation and Development (BMZ), including housing, livelihood and resilience elements.

Poor living conditions

AHD and Social Efforts for Education and Development (SEED), another local Non-Governmental Organisation (NGO) conducted beneficiary verification assessments. Further beneficiary verification came from the local Disaster Management Committee (DMC) which had been established under the project. Jalat Khan was identified as a beneficiary for housing and livelihood rehabilitation support.

AHD provided livelihood assistance in the form of a kitchen gardening pack, including vegetable seeds, toolkit items and training. Through the rehabilitation of irrigation channels his land also was improved for agricultural use. SEED constructed a house consisting of one living room, a washroom and kitchen. His new home is earthquake and flood resilient engineered housing, constructed to seismic standards on raised plinths.

Now Jalat Khan is living with his family in a newly-constructed home, which he says would not have been possible without support. And he is grateful to AHD for the provision of kitchen gardening support, which has enabled him to grow vegetables for sale at the local market.

He said: "I am thankful to the people of Germany who are helping needy people like us. I did not know how we were going to cope."

Jalat Khan's personal experience and loss during the flood has also made him determined to engage in Disaster Risk Reduction (DRR) awareness raising activities as part of the DMC set up following the flood.

He said: "During the 2010 disaster we didn't know what to do or how to save ourselves. Now we have trained people in our village who will help the community prepare for a disaster." He aims to continue his involvement with disaster preparedness to help safeguard his family, located close to the River Swat. But he has high hopes of a positive future, following support for his new home and livelihood – and a community to watch for and prepare for disaster.



Household resilience - Jalat Khan with his new home. Photo SEED

Challenges/lessons learned

At the start of the project one challenge was the low literacy rate in target villages, which made it difficult for communities to understand some of the DRR concepts of the project interventions. AHD developed project documents in local, understandable language to make information more accessible to community members. Another challenge was enabling the participation of women in project activities. In local culture, men do not allow women to travel beyond their immediate scattered hamlets, which make up a village. Later this challenge was resolved by forming separate women DMCs and arranging meetings at hamlet, rather than village level.

How to measure DRR community engagement

Implementing Partner: SSD **Location:** District Nowshera, KPK **Target:** 2,724 households, four union councils

Effective Monitoring and Evaluation (M&E)¹ to measure results and outcomes is critical for any project. In Disaster Risk Reduction (DRR) some specific tools are required to measure the effectiveness of interventions in which community engagement, learning and empowerment are important factors in building resilience.

Diakonie Katastrophenhilfe implementing partner Society for Sustainable Development (SSD) is one local organisation that has worked on the development of such DRR M&E tools and processes.

SSD's M&E Manager, in coordination with the Programme Manager and DRR Project Manager developed monitoring indicators and data collection tools to regularly gather information from the field on progress towards community and household resilience.

M&E tools

A baseline DRR Knowledge, Attitudes and Practices (KAP) survey was carried out with different community target groups and wider stakeholders. Themes for consideration included preparedness, Early Warning Systems (EWS), natural resource management, DRR mitigation measures and DRR advocacy.

A Household Vulnerability Monitoring survey was also conducted at the start of the project. These surveys assessed the initial situation and provided information for the project's social mobilisation strategy and implementation strategy. To further streamline the implementation process and monitor changes Key Informant Interviews (KII)² and Focus Group Discussions (FGDs) were conducted with stakeholders and beneficiaries of project interventions at various intervals during the project cycle.

Over the 15 months of implementation the project aimed to increase DRR Knowledge, Attitudes and Practices (KAP) among stakeholders to 70 per cent and to decrease household vulnerability by 20 per cent. Following the project a DRR KAP Survey showed average levels of 72 per cent and household vulnerability monitoring showed a decrease in vulnerability of 86 per cent for the highest risk households.

CBDRM implementation approach

The approach adopted for implementation of the Community Based Disaster Risk Management (CBDRM) process is the transformation of communities from passive victims to proactive self-organised actors. This is achieved by empowering them for self-help action to



Community resilience training in progress. Photo SSD

strengthen their existing coping mechanisms utilising available human and physical resources.

To achieve this, a three-pronged social mobilisation strategy has been devised. In the first stage the communities are formalised in the structures of DMCs and Emergency Response Teams (ERTs) and a capacity building campaign is designed, drawing from KAP findings. During the initial phase SSD's social mobilisation team took the lead on the CBDRM process implementation but ensured that the DMC participated in and learnt from the entire process.

In the second stage, upon reaching a certain maturity level, the DMCs were given a lead role in the CBDRM process and SSD's social mobilisation team becomes more of a facilitator, providing technical support as required for the process. In the third stage communities are empowered to lead the process and the SSD's social mobilisation team become the monitors, again providing technical support, as necessary.

Challenges/lessons learned

Progress is being made in Pakistan on the development of a common CBDRM Framework, both by the national DRR Forum and through the DIPECHO funded Disaster Preparedness Programme (see pages 16 and 22 for further detail). The challenge still remains in making this framework and associated minimum standards and tools suitable and adaptable for the diverse range of contexts and actors in Pakistan. In addition the process of CBDRM Framework development must use participatory consultative approaches to ensure their adoption and replication by wider civil society, local governments and the development sector.

¹Systematic methods to measure project implementation, showing progress and effectiveness

²Key Informant Interviews are qualitative in-depth discussions with individuals who are selected because of their presumed knowledge about particular topics and issues

Multiple stakeholder approach to preparedness

Implementing Partner: SSD and IDEA **Location:** Four union councils, District Nowshera, KPK **Target:** 40,000 people

A project focusing on disaster preparedness across eight villages in four union councils, with a population of 40,000 is being implemented by Diakonie Katastrophenhilfe jointly with multiple stakeholders.

The project in Nowshera District, Khyber Pakhtunkhwa (KPK) is funded by the Disaster Preparedness initiative of the European Community Humanitarian Office (DIPECHO) and brings together a range of stakeholders and partners. The consortium partners under the Civil Alliance for Disaster Resilience (CADR) banner include CARE International, Helpage International and Diakonie Katastrophenhilfe in Pakistan, working in collaboration with local partners Society for Sustainable Development (SSD) and Initiative for Development and Empowerment Axis (IDEA).

Stakeholder involvement

The project is being implemented at various levels: Community, district and provincial level, with strong involvement of multiple stakeholders including the Provincial Disaster Management Authority (PDMA) its counterpart at district level (DDMU) and the national DRR Forum. The ownership and participation of all the stakeholders is being ensured throughout the project cycle with the DDMU as the lead for the processes of Community Based Disaster Risk Reduction (CBDRM).

The engagement of vulnerable and excluded groups, including women, children, older people, and those with disabilities are being ensured in the processes, systems and structures in preparation and implementation of CBDRM plans. The community based local structures – the Disaster Management Committees (DMCs) - are being strengthened and these will be linked to the DRR Forum network and Social Welfare Department.

The CADR is also coordinating with the regional DIPECHO project 'INCRISD South Asia: Inclusive Community Resilience for Sustainable Disaster Risk Management' for joint learning and sharing of practices.

Project requirements

Two key requirements under the project are:

1. Local people, including vulnerable groups in disaster-prone areas are to be organised for DRR in formalised structures with adequate CBDRM plans, tools and systems.

Following a consultation process with CADR, DIPECHO partners and government stakeholders the following key tools have been designed, updated and agreed:

- Risk Assessment Methodology
- Mapping including Geographic Information System (GIS) maps development
- Risk assessment database development
- Community vulnerability monitoring tool
- Baseline tools including a DRR Knowledge Attitude and Practices (KAP) Survey

- Group Maturity Index (GMI) for DMCs
- Development of a CBDRM model and its operational guidelines
- Inclusion guidelines and matrix

These tools are being implemented and tested during the course of project.

2. Improved disaster preparedness and response mechanism through capacity building, networking and advocacy for effective humanitarian governance, coordination, networking, quality, training and learning.

Close coordination with PDMU and district authorities is ongoing to ensure ownership and agreement on an inclusive CBDRM model and operational guidelines and tools. The project aims to support the DDMU to develop a district level DRM plan by involving multiple stakeholders through advocacy, technical facilitation and institutional strengthening.

The support includes capacity building of the DDMU, government line departments and civil society actors. The DDMU is taking the lead in the development of the district DRM plan in coordination with the PDMA. CADR partners are supporting the DDMU in conducting consultative workshops to ensure stakeholders' inputs in the DRM planning process, in which high risk communities' members, line departments and civil society (DRR Forum Members) will participate.

It is planned that the tools, models and plans being adopted will be replicated across other districts and the lessons learned shared across Pakistan and worldwide.

Challenges/lessons learned

The challenges of managing a project with multiple district, national and international stakeholders have been many and varied. Obtaining the necessary consensus to move forward at different stages a time-consuming process, not just with all the DIPECHO partners in Pakistan, but at South Asia regional level, through the Inclusive Community Resilience for Sustainable Disaster Risk Management (INCRISD) initiative, also involved in the project.

Signing off the project agreement therefore took longer than expected, which delayed implementation. Lengthy deliberations on CBDRM model development (an additional condition to draft a workable document by ECHO) also caused delays in overall project implementation. In addition, the final model added a new dimension to the agreed activities, which required additional planning.

Engagement of Government agencies from national, through to district level has also been a key engagement requirement of the project and a further challenge. Despite sustained efforts district government stakeholders are not always showing the required level of commitment.

Crucial role for local organisations

Civil society has an important role in ensuring the establishment of mechanisms at community level in order to ensure the inclusion of those most vulnerable. They also have significant capacity in terms of established community connections, which can be a mobiliser in the establishment of community coordination, consultation and participatory planning processes.

International NGOs and other donors should consider and balance top-down assistance provided through government structures with that of bottom-up approaches via civil society groups and organisations in order to ensure efficient use of valuable local knowledge and reach in the creation of resilient communities.

In the area of Disaster Risk Reduction (DRR) there are several important civil society forums at which resilience is regularly discussed.

Collective voice on DRR

The national DRR Forum was established in September 2011, through the Pakistan Humanitarian Forum (PHF), as a platform for national and international civil society organisations to discuss Disaster Risk Reduction/Management (DRR/M) and Climate Change Adaptation (CCA) issues.

The Forum provides a mechanism for national and international NGOs to share and coordinate information, advocate mainstreaming of DRR within programmes, and enable NGOs to have a cohesive voice on this issue. There has been considerable interest to start sub-national level chapters at the provincial and district levels. In September 2013 Diakonie Katastrophenhilfe supported the formation of a formal chapter in Khyber Pakhtunkhwa (KPK), with other informal meetings taking place at district level.

Membership in the DRR Forum is open to any international or national NGO, or Red Cross/Red Crescent organisation actively working on DRR/DRM and CCA in Pakistan. Representatives from the government, donors and the United Nations also participate as observers. The Forum is led by an annually elected Coordinating Committee on a voluntary basis.

The government routinely calls on the Forum for civil society support and inputs on DRR policy documents for national and international use, including its National DRR Policy. Collectively the Forum also advocates for major donors to focus on DRR in their programming and funding priorities.

Implementing Partner Coordination Meetings

Diakonie Katastrophenhilfe has established a regular monthly platform for DRR discussion in the form of Implementing Partner Coordination Meetings to promote enhanced coordination and joint working with and among its local implementing partners. This forum helped overcome implementation challenges of stakeholders through capacity building, sharing best practice and lessons learnt.

Meetings aim to develop expertise across a range of areas:

- Risk Assessment (with a unique approach to quantify risk at the household level)
- Mapping, including GIS maps (with representation of ranked hazard and risk zones)
- Risk Assessment databases (to identify the most

vulnerable and at-risk households)

- Risk Assessment reporting
- DRR projects design
- Baselines tool development, such as a DRR KAP Survey
- Development of CBDRM models and operational guidelines
- Inclusion guidelines for vulnerable and marginalised groups

National Humanitarian Network (NHN)

The National Humanitarian Network (NHN) is an important network of national civil society organisations working in the humanitarian sector, acting as a collective voice to engage with stakeholders across Pakistan. Its aim is to promote humanitarian principles by influencing policies and building capacities to ensure responsible and accountable humanitarian institutions.

NHN was formed in 2010 in consultation with the National Disaster Management Authority (NDMA) and has a national secretariat, currently hosted by Diakonie Katastrophenhilfe partner Sungi Development Foundation. The NHN has provincial chapters across the country, including Azad, Jammu and Kashmir (AJK), Gilgit-Baltistan and the Federally Administered Tribal Areas (FATA).

The NHN's main objectives include:

- Conducting research-based policy advocacy before, during and post-humanitarian crisis (including disaster preparedness, mitigation and management and conflict sensitive programme management (CSPM).
- Facilitating all stakeholders in capacity building to promote CBDRM, emergency response and peace building.

“Improving the resiliency of individuals and families is imperative to ensuring a community's ability to withstand shocks. In this regard, DRR is an important aspect of all development activities and one that civil society organisations support”

Syed Shahid Kazmi (Islamic Relief), Co-chair, DRR Forum



Resilience is not just about construction of gabion walls. Photo IDEA

Implementing through effective local partnership

Diakonie Katastrophenhilfe in Pakistan implements only through local partner organisations. We seek to develop local capacity through close working relationships with local Non-Governmental Organisations (NGOs), not only providing funds, but also technical knowledge and training to support effective implementation. However, Diakonie Katastrophenhilfe also stands ready to respond to emergency needs with its partners in the event of a major disaster.

Our approach is based upon agreed principles of partnership which outline a commitment to seek out and build equal relationships with the local NGOs we work with. The approach acknowledges local capacity as one of the main assets to support and enhance and also recognises the range and strengths of different local NGOs.

Diakonie Katastrophenhilfe is grateful to its partners for their support in implementing various relief and rehabilitation programmes assisting vulnerable communities facing hardship to improve their lives. Working with many different implementing partners across different sectors, there are seven local organisations that are implementing DRR projects, with whom we are building additional capacity in resilience.

We have provided training across different areas of DRR and Community Based Disaster Risk Management (CBDRM). The Diakonie Katastrophenhilfe DRR programme team also provides ongoing technical support.

Association for Human Development

The Association for Human Development (AHD) was set up in 1999 as a non-political, non-profit development organisation. The organisation has emerged as a catalyst to mobilise and organise rural communities to secure basic rights, participation and ownership in development and justice.



AHD activities in 1999 initially focused on mobilising and organising communities to bring about a change to political exploitation, gender discrimination, violation of children and women's rights.

The organisation aims to network and collaborate with all stakeholders at all levels to accelerate the process of development.

AHD programme objectives include:

- Enhancing women's social and economic conditions through gender equality, livelihood, and education, advocating for their human rights.
- Curtailing child labour and violence against children through integrated services in prevention, education and support services.
- Providing health care services in rural and low income areas through awareness raising, training and service delivery.
- Promoting harmony through peace education to foster a culture of harmonious living, peace and tolerance.
- Delivering relief and rehabilitation services to people affected by manmade and natural disasters.

AHD has good experience in Disaster Risk Reduction (DRR) following its association with Diakonie Katastrophenhilfe, having implemented a successful project in Charsadda. It is particularly strong in community mobilisation and preparedness.

Initiative for Development and Empowerment Axis

Initiative for Development and Empowerment Axis (IDEA) is a local humanitarian and development organisation active since 2003. IDEA is working in various sectors including water, sanitation and hygiene (WASH), education, health, livelihood, shelter, DRR and community development. IDEA swiftly responded to the 2010 floods by implementing emergency and relief projects across the districts of Swat, Nowshera, Charsadda, and Lower Dir in Khyber Pakhtunkhwa (KPK).



IDEA's Community Development Strategy highlights the importance of a strategic approach to development that supports community needs and resources to produce tangible, sustainable benefits, identifying key potentials and assets within a community. It supports long-term, well-planned development and works in partnership with local communities to enable sustainable change to improve lives.

The organisation has implemented one stand-alone DRR project in Swat and is engaged in implementing an additional project in partnership with another local organisation, LASOONA. It has expertise developed with Diakonie Katastrophenhilfe in 'soft' and 'hard' DRR components. Construction of mitigation measures is a strength.

In contrast to the emphasis on simply creating an enabling environment or development without taking into consideration the sustainable improvement in the lives of the poor, IDEA strongly advocates an approach of 'Making markets work for the poor'.

LASOONA

LASOONA - Society for Human and Natural Resource Development is a national, multi-disciplinary, development oriented and non-profit making organisation. LASOONA is committed to the wellbeing of communities through promoting ecologically sound development in remote and impoverished pockets of Pakistan. Its work focuses on Khyber Pukhtunkhwa (KPK) and the Federally Administered Tribal Areas (FATA).



LASOONA is a Pushto word, meaning "Hands". The organisation was established in 1997 with the aim of empowering communities to engage with sustainable change. Currently LASOONA is implementing projects across the districts of Swat, Shangla, Kohistan, Dir, Nowshera, Swabi and Gilgit-Baltistan, with different partners. It works to improve sustainable livelihoods to improve food security, across water, sanitation and hygiene (WASH) and to implement DRR initiatives. Other cross cutting themes include human and institutional development, gender mainstreaming and advocacy. Over the last decade LASOONA has been committed to the conservation, promotion and sustainable management of natural resources and has been advocating the participatory management of natural resources as a means to livelihood security. Building resilience through community-lead DRR is seen as an important cross-cutting issue and the organisation is currently implementing projects in District Swat, KPK with financial and technical assistance from Diakonie Katastrophenhilfe.

National Integrated Development Association

National Integrated Development Association (NIDA-Pakistan) is a local Non-Governmental Organisation (NGO) committed to aiding underprivileged communities across Pakistan, including Gilgit-Baltistan, the Federally Administered Tribal Areas (FATA) and Azad, Jammu and Kashmir (AJK).



NIDA-Pakistan intervenes both in disaster and non-disaster situations, aiming for the sustainable development of marginalised communities. Since its registration in August 2008, NIDA-Pakistan has directly implemented 20 different research and implementation projects in Pakistan, large and small.

NIDA-Pakistan has undertaken its projects in areas of health, education, livelihood, water, sanitation and hygiene (WASH), human rights, peace and development, human and institutional development, and Disaster Risk Reduction (DRR).

The organisation has also contributed to emergency relief, recovery, rehabilitation and development of rural and urban communities across Khyber Pakhtunkhwa (KPK) and in parts of Punjab province. Inclusion of all sections of the community is a key focus of NIDA-Pakistan's interventions.

Programme sectors include:

- Food Security and Livelihood
- Preventative and curative health and nutrition
- Social mobilisation and community development
- Gender development and women's empowerment
- DRR and Climate Change Adoption
- Governance and democratisation
- Social protection and Human rights
- Water, Sanitation, and Hygiene (WASH).

NIDA has been developing its DRR expertise with ongoing support from Diakonien Katastrophenhilfe. It is currently part of an integrated project in Shangla.

The Rural Development Project

The Rural Development Project (RDP) was established in 1991 as a village level advocacy and human rights forum in an industrial village, Hattar in Haripur District of Khyber Pakhtunkhwa (KPK) and was formally registered in 1993.



Since then RDP has evolved through different stages of organisational development and emerged as national level rights-based humanitarian organisation. RDP's first integrated humanitarian response lasted for seven years following the earthquake of 2005. RDP designed, developed and implemented a community-based disaster response programme. During the response cycle RDP was able to mainstream the community-based DRR across all the thematic areas.

RDP was able to organise the at risk communities, carry out participatory Risk Assessments, formulation of Community Based Disaster Risk Management (CBDRM) plans and implement them. RDP was able to transform its organisational learning into the complex emergency response programme following the 2009 military operation. Later in 2010, RDP adopted the same approaches, which had been successful in the past, to respond to the widescale flooding of 2010. RDP believes in the empowerment of communities at grass roots level by allowing them to take the lead in planning, implementation, monitoring and adoption of actions for positive outcomes.

RDP is experienced in implementing DRR projects and has

worked with different international NGO partners. It has excellent expertise in Risk Assessment.

Society for Sustainable Development

Society for Sustainable Development (SSD) is a Non-Governmental Organisation (NGO) founded in 1999.



SSD, in coordination with other humanitarian organisations, was actively involved in rehabilitation phase following the devastating earthquake of 2005, supporting water, sanitation and hygiene (WASH) initiatives, education and child protection across affected districts of Khyber Pakhtunkhwa (KPK) and Azad, Jammu and Kashmir (AJK).

SSD has also been actively involved in responding to the ongoing Internally Displaced Persons (IDP) crises across KPK. Working with its humanitarian partners SSD provides basic facilities that include shelter, drinking water, sanitation and hygiene education to IDPs in camps.

SSD was also proactive in responding to recent widescale flooding in KPK, providing WASH support during the emergency period and is now playing a vital role in recovery of flood affectees in the worst affected districts through restoration of basic community infrastructure and revival of livelihoods.

SSD is addressing issues of sustainable development through innovation, appropriate technology promotion and capacity building. SSD aims not to duplicate the work of existing NGOs, but to carve a niche of its own in contributing to sustainable development.

Disaster Risk Reduction (DRR) is considered a vital area of intervention, particularly in context of global climate change. SSD in partnership with the United Nations Development Programme (UNDP) and Diakonien Katastrophenhilfe has implemented both stand alone and integrated projects on DRR.

Sungi Development Foundation

Sungi Development Foundation was established in 1989 as a Non-Governmental Organisation (NGO).

Being one of the largest Pakistani NGOs, Sungi works to bring about policy and institutional changes by mobilising deprived and marginalised communities with a view of creating an environment in which communities at the local level may be able to transform their lives through the sustainable use of local resources.

Sungi has evolved an approach combining advocacy work with grass roots development to bring about an environmentally sustainable socio-economic development order.

Sungi believes that to reduce poverty and promote good governance depends on the capital and potential that exists at the local level and whether an enabling environment exists to utilise it to the fullest. An enabling environment includes supportive policies, legal and regulatory framework, institutions, mechanisms and processes.

Any effort to eradicate poverty and improve the quality of life of the poor must take into account many underlying factors and employ a holistic and integrated strategy to address them. One of Sungi's key aims is to improve good governance by mobilising people, influencing government policies, systems and structures, but not to take responsibility from government.



An ACT Alliance perspective on DRR

The ACT Alliance is a coalition of more than 140 churches and affiliated organisations working together in over 140 countries to create positive and sustainable change in the lives of poor and marginalised people regardless of their religion, politics, gender, sexual orientation, race or nationality, in keeping with the highest international codes and standards.

It is not uncommon for people in all times and all cultures to believe that disasters are a kind of punishment exercised by divine intervention. If we look at the biggest disasters in recent years, such as the flood in Pakistan and the earthquake in Haiti, we can still find those who would argue that it is fate that causes us to suffer such hazardous events. From this perspective one might conclude that Disaster Risk Reduction (DRR) is against divine providence. ACT as a faith-based network of church-related member organisations does not subscribe to this belief. One reason for ACT's stand is the fact that disasters hit poor and vulnerable families and communities hardest - not the better-off ones. But why would fate favour rich people and discriminate against the poor?

ACT believes human beings have a responsibility and the capacity to reduce the impact of disasters. Given human limitations, we might not be able to prevent natural disasters like earthquakes, cyclones or droughts from happening, but we can to some extent reduce their intensity. And we can certainly reduce people's vulnerability to them. Based on this conviction, the ACT Alliance promotes and supports DRR across its membership and beyond, through sharing ideas, through capacity-building and joint projects in various disaster-prone countries, through climate change adaptation and advocacy.

Clear message

Striking examples of different degrees of vulnerability are two earthquakes hitting the Americas and the Caribbean in 2010. Whereas the Haitian earthquake of magnitude 7.0 killed more than 200,000 people, the earthquake in Chile one month later of magnitude 8.8 only killed 550 people. Although the intensity of the natural event in Chile was much higher, the effects were significantly less, because citizens of Chile are generally less vulnerable than Haitians. Another example comes from Bangladesh where 20 to 30 years ago cyclones frequently killed hundreds of thousands. Nowadays, due to early warning and cyclone shelters, extreme weather phenomena of similar intensity and velocity might result in a few thousand deaths.

So, the message spread by ACT is clear: disasters, in terms of large loss of life and widespread human suffering, don't need to happen! They only happen when hazardous events hit vulnerable people. The more frequently and more intensely such natural events occur and the higher the vulnerability of people and communities is, the higher the risk of being negatively affected by a disaster. We can reduce the risk by either mitigating (reducing) the hazard or by mitigating the vulnerability, or by a combination of both.

However, despite convincing evidence that DRR is a vital instrument in safeguarding lives and assets, many stakeholders still only pay lip-services to this approach when it comes to action on the ground. Only when big disasters happen do DRR projects attract large private and public funding and go beyond a level of negligible sizes. It seems that in most common development projects, disasters are not seriously taken into account

and as if DRR is not regarded a cross-cutting issue applied to assess long-term risk reduction effects of development-oriented actions.

Another paradigm in ACT's approach towards DRR revolves around root causes of vulnerability. Resilient people are less vulnerable to disasters because they have resources that allow them to cope with adverse events. Missing resources are often the main reason for people's lack of resilience. Examples include lack of education, lack of marketing potentials or lack of a supportive neighbourhood system. See chart below:

Livelihood resources (examples)				
Natural	Physical	Financial	Social	Human
Land	Infrastructure	Loans	Neighbourhood	Education
Natural flora and fauna	Means of transport	Banks	Community	Vocational skills
Minerals	Hospitals	Markets	Friends	Working capacity
Water sources	Communication	Saving schemes	School mates	Traditional knowledge

In many countries, including Pakistan, uneven land distribution patterns belong to the driving forces behind a family or a community's lack of resilience and respectively high levels of vulnerability. Land reforms in which each family has a portion of land that is sufficient to build a house and produce enough food for the whole family would be a necessary and immediate requirement towards enhancing resilience of most rural families. There won't be a lasting and efficient DRR approach combined with enhanced resilience under circumstances where the bulk of rural households are deprived of the land and other natural, physical, financial, social and human resources.



Riverside planting, Swat. Photo IDEA

Addressing root causes of vulnerability and lack of resilience also clearly shows the limitations and constraints of Community Based Disaster Risk Management (CBDRM), because these undermining issues usually cannot be tackled on a community level, but rather on a national or sometimes even international level. Therefore, a comprehensive DRR approach must not stop at community borders.

The ACT approach

The ACT approach to DRR¹ has four critical pillars:

- Risk analysis (assessing hazards and vulnerabilities)
- Disaster prevention
- Disaster mitigation
- Disaster preparedness

The approach requires the active adoption of risk analysis throughout the whole development and humanitarian programme cycle.

Risk analysis

In DRR approaches, the understanding of risk plays a pivotal role as compared to relief and recovery where need, loss and damage are the immediate priorities. Risk can be described as an interaction between hazards and vulnerabilities.

A common formula for measuring risk is:

Disaster Risk = Hazard x Vulnerability

Detailed risk assessment is followed by a plan of appropriate action.

Prevention, mitigation and preparedness

The ultimate goal of DRR intervention is to increase the resilience of individuals, households and/or communities most at risk of being affected by hazardous events and addresses three main areas:

Prevention aims to prevent a disaster from happening. This can be done by either eliminating the hazardous event (perhaps through reforestation against landslides) or by eliminating the vulnerability (such as moving settlements away from landslide areas).

Mitigation in relation to DRR aims to lessen the impacts of hazards and related disasters (for example, by planting mangroves along the coast to break the force of wind or waves) or by reducing the vulnerability of people (such as fortifying houses to better withstand wind and waves).

By **preparedness** we mean that people know what to do and how to cope with disasters in order to minimise loss of life and assets.

DRR guiding principles

ACT believes DRR work should be guided by the following principles:

- **Poverty and its causes:** Underlying root causes vulnerability can be unequal distribution of land and unsustainable development practices.
- **Community participation:** It is essential to ensure target communities of a DRR programme “own” the whole process and are capable of mastering everything that happens in their community.

“So, the message spread by ACT is clear: disasters, in terms of large loss of life and widespread human suffering, don’t need to happen! They only happen when hazardous events hit vulnerable people”

- **Social inclusion:** All sections of the society within communities have to be involved in planning and implementation to ensure success.
- **Strategic partnerships:** Partnership working can play to strengths of different organisations.
- **Resilient livelihoods and communities:** Resilience includes having the capacity to anticipate, respond, recover, cope and marshal existing resources - and learn.
- **Ensure sustainability:** Sustainability means measures that can be followed-up and continue to yield desired effects even when projects phase out.

Finally, ACT is committed to people’s true participation. Participation has become a fashion or buzzword, but local people are very rarely really considered by project managers and decision makers to be masters of their own life. True participation means that beneficiaries should have a final say whenever it comes to any intervention from outside. As we know, DRR normally comes with all sorts of tool kits, assessment methodologies or mapping exercises. They are all more or less alien to local people. Therefore, both the concept and the implementation strategies of risk assessment and risk reduction are not easily “owned” by local people.

Furthermore, DRR looks at future disasters which might not be a priority theme to local people, especially if their daily life already looks like a big disaster! If true participation is intended, DRR interventions should provide longer-term protection from disasters, address day-to-day requirements and improve living conditions on immediate terms. Otherwise poor people will not be able to actively take part.

Solidarity with victims of disasters does not just limit itself in giving charity donations to relief, rehabilitation or disaster risk reduction projects. For the ACT Alliance, it is a matter of global resource use, of balancing existing inequalities between rich and poor and as such a matter of global economic, social and political justice. Better-off people in economically developed nations and the better-off people on a national level in developing countries have to reconsider their way of life and their resource use in order to allow the underprivileged to get a better share. This becomes even more urgent when we look at climate change which is directly linked to wealth and resource consumption.

Sharing of the world’s resources in a fair and equal way would probably be in line with most people’s understanding of justice and providence.

ACT Alliance recently has published a brochure on DRR titled “An ounce of prevention”. The brochure can be found on www.Actalliance.org

actalliance

¹Taken from the paper developed by the ACT Climate and DRR Working Group, August 2011



River monitoring is a vital part of flood defence.
Photo Thomas Lohnes

ECHO disaster preparedness programme

In 1996 the European Community Humanitarian Office (ECHO) launched a specific programme, DIPECHO (Disaster Preparedness ECHO), dedicated to resilience. ECHO prioritises 'people-oriented' preparedness measures and therefore focuses on supporting strategies which enable local communities and institutions to better prepare for, mitigate and respond to natural disasters by enhancing their capacities.

ECHO's support is a combination of community-based projects and projects at national or regional level that strive to increase resilience in the event of natural hazards. Projects are implemented through a wide range of partners, including local organisations that provide access to the most marginalised and vulnerable people.

The DIPECHO programme covers eight disaster-prone regions (including South Asia). In Pakistan Diakonische Katastrophenhilfe is part of the Civil Alliance for Disaster Resilience (CADR) consortium - which includes CARE International and Helpage International – and works in collaboration with local partners to implement the DIPECHO framework for Disaster Risk Reduction (DRR). Other DIPECHO partners in Pakistan are: Save the Children; Hope 87; Malteser International and Handicap International (MIHI Constortia).

This brochure features an example of how a DIPECHO project is being implemented in Nowshera District, Khyber Pakhtunkhwa (KPK) (see Page 16).

Support for local authorities is an important element, with close coordination with the Provincial Disaster Management Authority (PDMA) and district authorities to ensure the ownership and agreement on an inclusive CBDRM model, operational guidelines and other tools (highlighted on Page 29).

“ DRR is a long-term development effort and ECHO is therefore encouraging other stakeholders that can provide longer-term financing to systematically integrate DRR into their strategies ”

DIPECHO, programme overview



Advocacy for DRR mainstreaming

The DIPECHO programme has been designed to demonstrate measures and initiatives at community-level and can support integrated DRR strategies at municipality, district or even national level. However, DRR is a long-term development effort and ECHO is therefore encouraging other stakeholders that can provide longer-term financing to systematically integrate DRR into their strategies.

ECHO has helped to define a European Union (EU) strategy supporting DRR in developing countries and Implementation Plan to integrate resilience more effectively into EU development and humanitarian policies.

ECHO intends to continue its advocacy work across the European Commission, the European Union Member States, national governments, international financial institutions and other development partners.

As highlighted in the Nowshera case study, DIPECHO projects aim to make a real difference to vulnerable communities through their empowerment and better coordination with all stakeholders. The challenge ahead is to ensure that DRR becomes an integral part of sustainable development policy – in particular in countries at high risk, including Pakistan.

Mainstreaming DRR into integrated projects

There has been growing support among humanitarian actors to mainstream Disaster Risk Reduction (DRR) with all relief and development programme activity.

‘Mainstreaming DRR’ describes a process to fully incorporate DRR into relief and development policy and practice. It means radically expanding and enhancing DRR so that it becomes normal practice, fully institutionalised within an organisation’s relief and development agenda. Diakonie Katastrophenhilfe is a strong advocate of mainstreaming DRR and applies this approach wherever possible.

We believe implementing integrated multi-sector projects, including DRR mainstreaming, can bring the greatest benefits to vulnerable communities which face numerous natural hazards. This approach recognises that most aspects of community life are related, with projects from different sectors providing complementary overlapping benefits in others. Therefore our integrated programming includes elements of disaster preparedness, prevention and mitigation, including housing construction, livelihood, and water, sanitation and hygiene (WASH).

Building Capacity

We initiated the first phase of our DRR programme in Pakistan after the emergency response to the 2010 floods. From the beginning our DRR focus has been on building capacity with local partners. In 2011 and 2012 Diakonie Katastrophenhilfe funded several DRR Risk Assessment projects in Punjab and Khyber Pakhtunkhwa (KPK). After receiving thorough training, implementing partners carried out Risk Assessments in order to identify the characteristics of hazards, analyse the exposure and vulnerability of communities, and evaluate the effectiveness of prevailing and alternative coping capacities.

Based on the results of these Risk Assessments, some of the implementing partners designed DRR projects including preparedness, prevention and mitigation measures. The implementation of these DRR projects in KPK (funded and supported by Diakonie Katastrophenhilfe) started in 2012.

Community preparedness

Project activities included community preparedness, structural mitigation to safeguard community assets and livelihoods, and capacity building to adopt preventive measures before, during and after disasters. In 2012 an important BMZ-funded integrated project implemented by two local partners was also initiated in District Charsadda, KPK. This multi-sector housing construction and WASH project also included DRR preparedness activities, such as awareness, organisation of DRR structures, design of evacuation and emergency plans, Early Warning Systems (EWS) and coordination with local authorities.

In 2012-13 more Risk Assessments were completed by local partners. On the basis of their findings integrated livelihoods, WASH and DRR projects were designed and implemented in Shangla, Swat, Nowshera and Charsadda districts.

In 2013 the CBDRM-led project with DIPECHO, featured

on page 16, was started, with its strong focus on coordination with local authorities and civil society. The DIPECHO programme, highlighted on page 22, is designed to demonstrate measures and initiatives at community-level can support integrated DRR strategies as a model for municipality, district or even national level.

Resilient housing built to last

Our approach to housing construction focuses on resilience, building homes to the highest standards that are more resistant to flood and earthquake and can be used as a model for others to adopt.

Specifications have been designed in coordination with the Pakistani authorities and using the latest resilience features. The houses incorporate a resistant beam column frame and steel-reinforced concrete roof slab. A solid foundation includes raising the plinth level to three feet – effectively building the houses on stilts – and features drainage at both ground and roof level.

Sites are assessed for hazards before construction begins. Our experienced implementing partners build the homes using approved local materials and labour, with constant technical support and daily supervision from our engineers, ensuring standards are maintained.

Community involvement is also important, with male and female Village Reconstruction Committees established in target villages, to help ensure local and cultural factors are considered. The committees also play an active role in identifying beneficiaries for the houses, with our implementing partners and our project staff providing further verification. The focus has been to provide the most needy flood-affected people with the new homes, such as female-headed households and those most vulnerable, including persons with disabilities.

Construction on the first ‘model’ houses began in 2010. Since then almost 850 one- and two-bedroom homes will have been built through our implementing partners across Charsadda, Dera Ismail Khan, Peshawar and Swat districts in KPK by the end of 2014.

Diakonie Katastrophenhilfe’s approach has been shared with all stakeholders, including the Government of Pakistan and other humanitarian actors. It has now become a leading standard in humanitarian housing construction across KPK, with other organisations and communities following our design and building methods for better resilience.



Resilient houses built to last. Photo Diakonie Katastrophenhilfe

What they say about resilience



“ We thought that Early Warning Systems (EWS) might be run by computers and satellites. But after establishing a community based EWS we learned that it is about communicating basic information among our contact points in up/downstream locations, to monitor threats at community level ”

Aziz Gul, Early Warning Team, Mianwaly village, District Charsadda

“ The DMC has given our community some control in creating better conditions for the village. Before the flood of 2010 we were not organised in such a good way. But a structure for sharing knowledge, communication and coordination at community level is important in preparing for and coping with disasters ”

Alamger Khan, Bela Korona village DMC, District Nowshera

“ Women were not previously able to express their views. But since the creation of a women’s DMC at village level, we are able to meet, discuss our issues, and share our knowledge and our views ”

Rukhsana Letab Gul, Mianwaly village women’s DMC, District Charsadda

“ Strengths rest in a group, not on an individual. An individual may struggle for himself but organised groups serve the community ”

Mr. Sanober Kaka, DMC Vice Chairman, Drab Community, KPK

Gender mainstreaming and inclusion of vulnerable groups

Diakonie Katastrophenhilfe believes that all persons affected by disaster have a right to protection and assistance - and a fundamental right to be included in DRR strategies. It is therefore important to ensure the participation in our projects of people representing the whole community, including both male and female, as well as the most vulnerable groups.

We strongly support gender mainstreaming in our projects. Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action. It is a strategy for making their respective concerns and experiences an integral part of the project cycle, so that they benefit equally.

Both Diakonie Katastrophenhilfe and our implementing partners focus on hiring qualified female staff to ensure access at all times to female community members. In addition, activities are designed taking into account specific issues and experiences. For example, due to cultural sensitivity in KPK, separate male and female DMCs are formed at hamlet and village levels.

We also pay particular attention to the inclusion of the

most vulnerable groups in the entire CBDRM process to ensure their needs and capacities are understood, and included appropriately in disaster response and planning.

According to each specific context the most vulnerable groups may include elderly people, persons with disabilities (PWDs), Internally Displaced Persons (IDPs), refugees and minority groups (such as religious or ethnic minorities, landless persons or those living with chronic illness). To ensure that the needs of the most vulnerable groups are properly considered and their capacities strengthened, people representing these different groups need to be included at all stages of the DRR process.

To support inclusive practice, we and our implementing partners support the five following foundations of inclusion in any DRR process: staff capacity building (such as training in inclusion, ageing and gender); inclusive policies; equitable representation (any meeting in a DRR project must include participation of representatives from vulnerable groups); partnership working (for example, with local organisations that are experts); and advocacy.

Acceptance of DRR

Acceptance of Disaster Risk Reduction (DRR) as an important priority is an issue, especially in developing countries, where there are often competing basic needs, including food insecurity, desperate poverty and other urgent needs. People have high expectations, above all from international humanitarian aid organisations. They want a better life now, which is understandable, and not through preparing themselves for a situation somewhere in the future.

But DRR is not just about building stronger houses and constructing gabion walls. It is about building resilient communities through knowledge, empowerment and behavioural change, which allows people to be better prepared against likely hazards. This is the essence of Community Based Disaster Risk Management (CBDRM). Creating this understanding within communities that the 'softer' components within CBDRM are important is the first step to acceptance and effective participation. But it is not always easy.

Acceptance by communities

In areas devastated by the 2010 floods, when thousands of people had lost all they possessed, some communities had been recipients of desperately needed emergency aid, including immediate relief items, such as shelter or water, sanitation and hygiene (WASH) kits from various relief organisations.

Since then some people who received such items have come to every meeting with their identity cards thinking they will automatically receive a donation from humanitarian organisations. In developing countries where communities face frequent disasters, this can lead to a certain dependency culture.

In our experience community mobilisation and building DRR awareness has been easier in areas where people have not received extensive relief distributions. Strong

community mobilisation, and initial focus on DRR awareness and project purpose is important. Further community commitment can be achieved through an integrated DRR approach (but not always including physical, or 'hard' components).

Acceptance by stakeholders

Similarly, aid organisations have sometimes been faced with the government official who stares back in bewilderment when told that a specific DRR project does not include any construction or 'hard' mitigation components. In some cases this has led to delays in obtaining the required project No Objection Certificates (NOCs) until the CBDRM concept is fully explained: that creating community resilience through awareness, training and improved coordination capacities are equally important elements in disaster preparedness.

In outlining our integrated approach, which often also includes a livelihood, housing or WASH components, we also ensure we liaise with the local Provincial Disaster Management Authority (PDMA), line ministries and other appropriate local authorities to fully explain our programming.

Therefore, strong coordination with local authorities, as well as advocacy and communication to increase understanding of community resilience, and at a higher level, through the national DRR Forum and other platforms, needs to remain an important priority.

In order to facilitate communities and stakeholder acceptance of DRR projects, our approach focuses on strong community mobilisation, and coordinating closely with local authorities. In order to respond to the different needs of the communities, and then also strengthen/ensure community involvement, we usually favour a multi-sector integrated programme approach.

Practical approach to resilience

Part of our approach on DRR has included the supply, through our local partners, of Energy Efficient Stoves to thousands of households in communities across Khyber Pakhtunkhwa (KPK). This mitigation measure helps improve natural resource management and livelihood infrastructures in the target areas and, therefore, the overall community resilience to disasters. The extensive use of wood for fire and cooking results in vast deforestation, causing soil erosion and environmental pollution. The initiative combines elements of empowerment, by targeting specifically women, better health through reduced smoke inhalation, and environmental protection and awareness. Energy Efficient Stoves, by using up to 50 per cent less wood, encourage a significant reduction in deforestation. In addition the stoves produce 70 per cent less carbon dioxide, which is also good for the environment. Furthermore, the stoves are made locally, supporting the local economy, and produce heat more effectively, saving money for families. They also provide an opportunity for project teams to introduce concepts of long-term resilience in terms local people can understand and appreciate. That makes the initiative a helpful tool in meeting the challenge of DRR acceptance at community level, with the stoves encouraging community engagement through practical improvements to people's everyday lives.



Efficient stoves provide a practical approach to resilience.
Photo Diakonie Katastrophenhilfe

DRR faces risks and obstacles

Both the concept and implementation of Disaster Risk Reduction (DRR) initiatives sometimes face obstacles. Some of the main challenges have already been touched on, while others are detailed below, and come from direct experience and feedback from our partners working on building resilience in Pakistan to date. The list is by no means exhaustive, but highlights some of the issues faced in pursuing the DRR agenda.

Sustaining community participation

Effective and sustained participation of the community is essential to allow behaviour changes and thus a successful CBDRM project. For example, participation in mock drills provides an indication of true community involvement and interest in DRR. Unfortunately, experience shows that sometimes the participants are not always willing to take part in mock drill exercises. Drills have also highlighted that the participants have not yet grasped the basic requirements of disaster preparedness.

In order to ensure effective participation, communities should be involved in all the steps of the project cycle, from project design to project implementation and monitoring. Community Disaster Management Committees (DMCs) should be established based on existing community structures and include key community members. However, these structures must be reviewed to ensure that their actions are known to all (transparent) and mechanisms must be in place to enable the participation of those most vulnerable (inclusion). In addition, to ensure community involvement, for example, mock drills should not only be organised for DMCs and ERTs, but also involve the whole community.

Furthermore, since effective community participation is difficult to achieve within a 12- to 18-month project, donors should also favour projects of three to five years, including different phases of implementation. This would allow a prolonged period of community engagement and mobilisation to take place, ensuring concepts are properly embraced and understood, before starting the implementation of other project activities.

Inclusion of women

One challenge has been the inclusion of women on DMCs. In many conservative areas women's inclusion is culturally sensitive because women are usually not allowed to participate in public meetings and have mobility restrictions preventing them, for example, from going to other hamlets, or villages to attend activities.

A compromise has been the formation of separate male and female DMCs, with those for women created at hamlet instead of village level. Another way of involving both men and women is to designate appropriate roles. For example, men are engaged on Emergency Response Teams (ERT) while women take active roles as first aid, or on Early Warning System (EWS) committees. Support can also be extended to women utilising those already active in their communities, such as teachers and Lady Health Workers (LHWs).

Stakeholder support

All too often the expectation of DRR projects is focused on 'hard' components, such as building more houses, gabion walls, or distribution of tools and kits, rather than the

'softer', but arguably more important elements, such as trainings and other measures for raising community risk awareness and preparedness.

Our programming continues to address capacity gaps, sharing our knowledge and technical expertise built up over many years in a continuous process of evaluation and review, which remains an important aspect of our DRR work.

We provide necessary facilitation, capacity building and technical backstopping to implementing partners. Meetings and workshops are organised with local authorities to inform and sensitise them on community DRR needs, inclusive CBDRM and DRR mainstreaming in local development planning.

Another frequent challenge encountered is DRR knowledge gaps and technical capacity shortfalls across stakeholders, including project implementing partners. Local government agencies, which should form the first line of defence in preparing for and responding to disasters, often also require support to build their knowledge and competencies in Disaster Risk Management (DRM). It is a challenge, as local management structures are often weak, staff turnover is high, and financial and basic infrastructures sometimes inadequate.

Absence of common DRR approach

As we move towards the end of the Hyogo Framework for Action (2015) there is still no common approach to applying DRR programming among the major humanitarian actors, donors and other stakeholders in Pakistan. Progress is being made on the development of a common Community Based Disaster Risk Management (CBDRM) Framework, both by the national DRR Forum and through the DIPECHO funded Disaster Preparedness Programmes (see pages 16 and 22 for further detail).

However, the challenge still remains in making this framework and associated minimum standards and tools adaptable for the diverse range of contexts and actors in Pakistan. In addition, the process of CBDRM Framework development must use participatory consultative approaches to ensure their adoption and replication by communities, civil society, local government and the development sector.



Community engagement ensures involvement and sustainability. Photo AHD

Challenges and lessons learned ++ Our experience



Community understanding and acceptance of resilience is key. Photo NIDA

Progress made on common approach

Key challenges have been outlined throughout this brochure, all of which relate directly to gaps that need to be resolved at different stakeholder levels, in order to most effectively support the development of resilient communities.

All gaps identified, from community to donor level, impact on the realisation of the community capacity needed to sustain community management practices using the four Community Based Disaster Risk Management (CBDRM) minimums in order to increase their resilience.

These are:

1. Conducting their own Risk Assessments
2. Developing their own CBDRM Plans
3. Establishing community-wide Disaster Management Committee (DMC) structures
4. Ensuring participation of both men and women, and those most vulnerable across all activities for maximum DRR benefit

The need for collaborative working and the development of a common understanding on DRR and CBDRM approaches has been the main lesson and a key area of focus for Diakonie Katastrophenhilfe since implementing its Disaster Risk Reduction (DRR) Programme in Pakistan. Progress has been made with the establishment of collaborative working structures through monthly Diakonie Katastrophenhilfe Implementing Partner Coordination Meetings, focusing on DRR and CBDRM in Khyber Pakhtunkhwa (KPK).

Diakonie Katastrophenhilfe has also actively supported the development of the national DRR Forum which has worked on the development of a common model for CBDRM. We have also learned through the establishment and participation in the Civil Alliance for Disaster Resilience (CADR) and gained significant knowledge through the work of this alliance as a partner in the DIPECHO programme.

Our capacities have been further strengthened in this process through partnership working and shared learning on good practice approaches. And we have increased our

own capacity by learning from others working in Pakistan and internationally to increase resilience of vulnerable communities.

Our learning to ensure collaborative efforts on the development of models, approaches, tools and materials for DRR and CBDRM initiatives is set to continue. This brochure provides an insight into the organisation's work on the development of DRR and CBDRM tools, guidelines and manuals and emphasises the need to ensure collaboration on developing these resources with relevant stakeholders.

Ultimately, all efforts supporting the development of resilient communities need to focus on empowering, collaborative mechanisms. Diakonie Katastrophenhilfe has learnt that if this approach is not followed the result is isolated, uncoordinated and ultimately unsustainable actions.



Mainstreaming DRR through integrated programming, including livelihood support, can beat the acceptance issue. Photo AHD

DRR language explained

A summary of commonly used words and phrases

Disaster: The serious disruption of the functioning of society, causing widespread human, material or environmental losses, which exceed the ability of the affected communities to cope using their own resources.

Hazard: Any phenomenon, substance or situation, which has the potential to cause disruption or damage to infrastructure and services, people, their property and their environment.

Vulnerability: A concept which describes factors or constraints of an economic, social, physical or geographic nature, which reduce the ability of a community to prepare for and cope with the impact of hazards.

Risk: The probability that negative consequences may arise when hazards interact with vulnerable areas, people, property and environment.

Risk Assessment: A review of the technical characteristics of hazards such as their location, intensity, frequency and probability; the analysis of exposure and vulnerability including the physical social, health, economic and environmental dimensions; and the evaluation of the effectiveness of prevailing and alternative coping capacities in respect to likely risk scenarios.

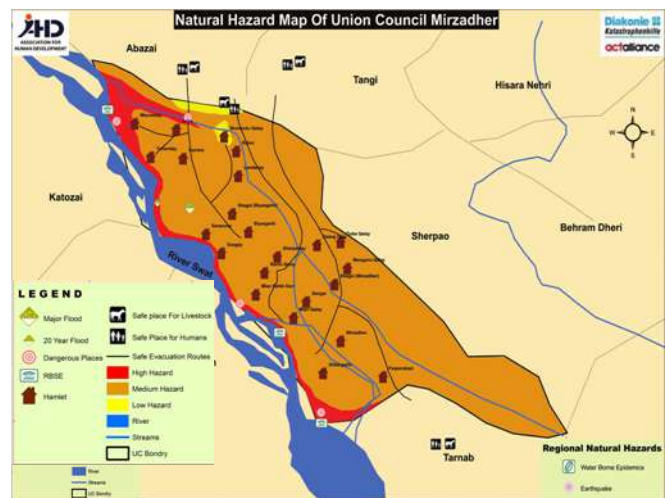
Resilience: The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

Disaster Risk Management: The systematic process of using administrative directives, organisations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.

Prevention: The outright avoidance of adverse impacts of hazards and related disasters. It expresses the concept and intention to completely avoid potential adverse impacts through action taken in advance. Examples include dams or embankments that eliminate flood risks, land-use regulations that do not permit any settlement in high risk zones, and seismic engineering designs that ensure the survival and function of a critical building in any likely earthquake.

Mitigation: The lessening or limitation of the adverse impacts of hazards and related disasters. Mitigation in relation to disaster risk reduction relates to limiting adverse impacts of hazards and related disasters (for example, by planting mangrove along the coast in order to break the force of wind or waves) or by reducing the vulnerability of people (such as fortifying houses so that they can withstand wind and waves better).

Preparedness: By preparedness we mean that people know what to do and how to cope with hazardous events that neither can be prevented nor reduced in order to minimise loss of life and of assets. One example of



Natural Hazard Map. Graphic AHD

preparedness could be early warning along rivers to alert people that floods are approaching (combined with established safe areas where people can protect themselves from such floods).

Early Warning System (EWS): An organised method of gathering and communicating information on an emerging dangerous circumstance to enable action in advance to reduce the risks involved.

Early Warning Systems are made up of, and rely upon, four main elements:

- Observation and recording
- Risk knowledge and recognition
- Warning and dissemination
- Appropriate response

Consultative workshops including different stakeholders (DMCs, local authorities and civil society) are organised to collectively design the EWS. Hardware components and communication equipment are provided to allow the dissemination of early warning (such as megaphones, flags).

Monitoring and evaluation (M&E): Monitoring means regularly collecting information on projects and analysing it to see how things are going.

To do this, look at quantitative information, hard facts such as how much money and time has been spent on the project and how many people have been reached. Also consider qualitative information - the less measurable things - like whether the project is running smoothly and if people involved are satisfied. Proper monitoring will make it easy to evaluate your project when it ends.

Evaluation is a review of the whole project, looking at its overall value and effect. It usually takes place when the project is complete. You can use the information collected during monitoring. Doing an evaluation will help see how and where a project has been successful and what the benefits have been to those involved.

Multiple tools for DRR practitioners

Within the field of Community Based Disaster Risk Management (CBDRM) a diverse range of materials, manuals and toolkits have been developed by different organisations and institutions. In Pakistan alone, many different 'models' or 'manuals' have been developed by government institutions and international agencies. As yet however, civil society organisations and government institutions have still to agree upon one model to use as their point of reference.

Diakonie Katastrophenhilfe, along with its local partners, members of the Civil Alliance for Disaster Resilience (CADR) and several members of the national civil society DRR Forum have chosen to use the **UNDP (ERRA/NDMA)' CBDRM Manual**, developed following the 2005 Earthquake, as one of the core training materials for CBDRM programmes. Further work is required to adapt this manual and other materials to ensure suitability for the diversity of hazards, socio-economic contexts, and changing governmental structures within a politically dynamic context such as Pakistan. Changes in government can mean significant changes in the local government structures which communities need to understand in order to develop and maintain necessary coordination, support mechanisms and advocacy linkages. This highlights the need for regular dialogue with local authority agencies and the maintaining and updating of contacts.

CBDRM framework

Diakonie Katastrophenhilfe and its local partners have also agreed to use materials developed by the internationally renowned **Asia Disaster Preparedness Center (ADPC)**, as a source for key reference materials. This includes manuals and guidelines for CBDRM Practitioners. ADPC materials also set out the framework for the four CBDRM minimums framework highlighted in this brochure.

The collaboration on the adaptation of materials by several local and international NGOs is ongoing, in consultation with government institutions. Diakonie Katastrophenhilfe's DRR team has also engaged the local specialist CBDRM training organisation, Lok Parah, to develop a DRR Co-Curriculum and School Safety training programme for non-governmental schools.

Diakonie Katastrophenhilfe jointly with partners have developed, or adapted more than 40 different DRR and CBDRM materials in the past three years, ranging from comprehensive manuals to simple monitoring tools. More than 20 training materials, guidelines, tools and manuals have been developed and adopted by our local partners in DRR and CBDRM projects. When materials were not available, or not suitable, we and our partners have worked to fill these gaps.

Participatory approach

Diakonie Katastrophenhilfe adopts a participatory consultative approach to the development of required materials, in which our partners in cooperation with the community have a key role. As a result we and our partners have developed significant institutional capacity

on CBDRM and DRR.

Here we mention only a few of the notable tools: A long established multi-hazard Risk Assessment training programme, which has tools for assessing vulnerability and risk to the household level; tools and formats for the development of community-based DRM plans, designed to enable communities to plan their management of the potential impacts of significant hazards threatening their communities and those most vulnerable; a Group Maturity Index (GMI) tool developed for planning approaches to best support the development of and monitoring of DMC's growth and prevent duplication of efforts.

Diakonie Katastrophenhilfe views the materials developed as being owned by wider civil society, as they were developed in partnership. The national DRR Forum has a function for sharing and encouraging the collaboration on development of DRR, DRM and CBDRM materials. These materials are made available for the public, humanitarian actors, and for further collaboration on their development and adaptation for different contexts and a toolkit CD is being provided by Diakonie Katastrophenhilfe.

Measure of success

But how do you know if your DRR project has been successful and had an impact on target communities?

DRR project indicators applied by Diakonie Katastrophenhilfe

- 55% of project stakeholders demonstrate appropriate DRR knowledge, attitudes and practices (KAPs) by the end of the project
- By the end of the project, local authorities and other project stakeholders support to and engagement with DMCs on DRR has improved
- DMCs have developed by two levels of maturity by the end of the project
- Household vulnerability scores for the highest risk households are reduced by at least 20% by the end of the project

A good test of community participation is to organise a mock emergency drill – surely one of the best indicators of whether your CBDRM-based project is taking hold!



Training to build capacity in resilience. Photo Diakonie Katastrophenhilfe

¹Earthquake Reconstruction and Rehabilitation Authority; National Disaster Management Authority

Impact and sustainability

Diakonie Katastrophenhilfe's DRR activities in Pakistan have resulted in considerable impacts within the communities that the programme and its partner organisations have been supporting. Significant behavioural change has been recorded. Previously communities were of the opinion that they were at the mercy of natural disaster and nothing could be done to prevent, mitigate or prepare for them.

Historically, women and vulnerable groups have not received reliable or clear information or warning about emergency situations, adding to their anxiety and ultimately to psychosocial problems for individuals caught out in traumatic situations. There was a lack of trust between communities and the local authority departments and institutions which should have provided warning and assistance during emergencies, with communities feeling they were often left to fend for themselves.

Significant changes have been observed through the implementation of our DRR projects. Communities report that they have now been able to establish effective coordination mechanisms with local authorities and with the creation of community-based warning systems they are able to monitor and make informed decisions on how they can best respond in order to protect themselves and their assets.

Communities have also shared details of the progress they have made in their development of community unity and emergency response planning, designed to ensure that the capacities and resources they have developed have been planned to support those most at risk in the event of an emergency.

Project interventions designed to target those most vulnerable and those whose families or assets are most exposed to hazards are supported with household level interventions designed to strengthen their capacities to prepare for, cope during and recover from emergency situations. Households benefitting from these types of interventions have not only reported improvements in their economic situation and capacity for increased livelihood and food security, but have also reported an increase in their status within the community. This

suggests progress in terms of a reduction in inequality at the community level.

Community mitigation measures such as flood protection walls, reinstatement of trees and grasses for soil stabilisation along riverbanks and above gullies to reduce the impacts of flash flood incidents have been acknowledged as effective techniques, contributing to the protection of livelihood assets.

Although these effective measures and structures have been established there is still a need for continued lower scale support for communities and the established DMCs to ensure that they continue to develop to a level where they can fully sustain all of the DRR needs of their communities. This requires follow up technical support and guidance to the DMCs by local partners over a sustained period of time. It means a significantly reduced but sustained period of funding to support DMCs to take complete and independent management of the four CBDRM minimums: Risk Assessment; project planning; DMC establishment and development; and implementation (highlighted in pages 8 to 15).

Sustainability realised through common goals

Establishing the sustainability of community DMCs needs to be addressed jointly by local civil society organisations, emergency oriented organisations and longer term development players through coordinated efforts with local government agencies to ensure effective linkages with mainstreamed DRR and CBDRM approaches.

Sustainability of CBDRM mechanisms can only be ensured on a wider scale through a sustained and planned partnership approach. This requires longer term and phased approaches on CBDRM developed by humanitarian and development organisations working in partnership with donors and the Pakistani government to plan effective and integrated funding strategies. These strategies need to have clearly defined approaches for building on established community support mechanisms and working with DRM service providers to ensure that policies are transformed into practice that reaches the end users - vulnerable communities.



Safeguarding essential young vegetation in upper Swat.
Photo LASOONA

Outcomes ++ Moving ahead



Tree plantation activity along the River Kabul. Photo SSD

A way forward

Disaster Risk Reduction (DRR) sits at the cutting edge of both emergency response and sustainable development. The need for DRR and its adoption by communities, in the form of Community Based Disaster Risk Management (CBDRM), comes into play where development approaches are undermined by the necessity to respond to a growing number of disaster events. The increasing intensity of hazardous events, resulting from negative impacts of climate change and the sustained prevalence of root causes of vulnerability driven further by population growth and scarcity of resources all reinforce the need for the development and adoption of a common understanding on good practice DRR and CBDRM approaches.

This brochure sets out Diakonie Katastrophenhilfe's experience in building resilience in Pakistan and aims to establish a consistent way forward on community-based DRR and DRM. It also outlines the need for collaboration and the challenges that need to be overcome in order to achieve the common objective of 'building resilient communities'.

Effective approach

Communities engaged in CBDRM have already reached a level of maturity which demonstrates that CBDRM can be an effective approach within Pakistan. DMCs are maintaining their activities after projects have been completed. Communication mechanisms remain in place between communities and local authority departments. Communities acknowledge the unification of their communities for joint action and support, and they are advocating for inclusion of DRR considerations in the planning and implementation of local authority activities.

Challenges still remain, not least of which being the active participation of those most excluded. Significant progress has been made, however, in the integration of women, children and vulnerable groups in CBDRM in Pakistan.

Steps have been taken in the establishment of an enabling environment for community DRR and CBDRM. A well established, national level DRR Forum is becoming self-

“Communities engaged in CBDRM have already reached to a level of maturity which demonstrates that CBDRM can be an effective approach within Pakistan.”

sustaining as it expands into a national network. Civil Society Organisations (CSOs) have developed capacity on guiding and planning DRR measures and the four key steps of CBDRM. What remains now is for provincial governments to follow through on their plans to re-establish representation and decision making structures down to the community level.

Greater commitment

Increased confidence, partnerships development and collaborative actions among civil society actors needs to be encouraged further by the National Humanitarian Network (NHN), representing local NGOs and civil society, supported by international NGOs and donors.

A greater commitment is also being sought from donor organisations to focus their funding on developing both top-down and bottom-up structures focused on building resilient communities and to encourage their self-sustainability. This brochure's aim has been to contribute to the final challenge, that of sharing lessons learned and promoting collective good DRR and CBDRM practice.

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Our mission

Diakonie Katastrophenhilfe provides humanitarian aid worldwide. It supports people who have fallen victim of natural disasters, war and displacement and who are not able to cope on their own in the emergency situation they find themselves in. It is an effort to help people in great need – worldwide, regardless of their origin, religion and nationality.

Diakonie Katastrophenhilfe in Pakistan

Diakonie Katastrophenhilfe has offices in Islamabad and in Peshawar.
For further information about our work in Pakistan,
please call 051 831 2530,
or mail dkh.pakistan@gmail.com
or click on www.diakonie-katastrophenhilfe.de/english.html

Head Office
Diakonie Katastrophenhilfe
Caroline-Michaelis-Strasse 1
D - 10115 Berlin, Germany

We would like to thank all our partners, donors and other supporters for their help in making it possible to improve the lives of those vulnerable communities in Pakistan facing hardship.

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