

EMERGENCY ASSISTANCE COORDINATION

I. MAJOR DEVELOPMENT PARTNERS: STRATEGIC FOCI AND ACTIVITIES

1. **Support for recovery from 2014 floods.** The Government of Pakistan convened several development partner meetings after severe flooding began in September 2014 to provide information on and raise support for relief, recovery, and reconstruction efforts. A recovery needs assessment was conducted by the government and the United Nations Development Program in November 2014. The United Nations (UN) agencies played a major role in providing resources and coordination. The government's appeal for funding the recovery phase has still not been fully met. The Asian Development Bank (ADB) and the World Bank responded to the government requests by agreeing to help the regional governments prepare their own damage assessments for the immediate and medium-term reconstruction and rehabilitation phases. The planning for the reconstruction phase is ongoing. The Punjab provincial government has diverted its own development funds to provide housing and livelihood support to the affected population. The World Bank is processing a \$150 million project that will reconstruct resilient flood protection works to safeguard community, energy, and urban infrastructure. It is also helping to build disaster risk management (DRM) and early warning capacity. The UN agencies are planning to support community-based early warning systems.

2. **Pre-flood focus of development partners.** Most of Pakistan's development partners were focused on such flood-related activities as preparedness, early warning, mitigation, and adaptation even before the 2014 flooding. The World Bank has been supporting both fiscal and physical resilience and is undertaking multihazard-risk assessments in urban areas to develop a database for risk financing. It is also supporting the establishment of DRM funds at the provincial level. The relevant World Bank Projects are listed in the table. JICA supported the development of a national disaster risk management plan (NDMP) in 2013 and a national hazard and risk assessment in 2011 based on secondary data.¹ JICA is also helping the National Disaster Management Authority build its early warning capacities by providing radars and telemetry equipment. The UN is the other major player with focus on improving response capacities, building emergency storage, providing training, strengthening capacities for disaster risk assessments and disease surveillance systems, mainstreaming DRM in the development agenda, and developing community-based DRM plans.

3. **ADB achievements.** ADB has committed more than \$1.7 billion in loans and grants for reconstruction and rehabilitation efforts following major disasters in Pakistan in the last 20 years. All the ADB-supported projects outlined in the table are physically closed. The projects concentrated mostly on reconstructing multihazard-resistant in transport, irrigation, housing, flood protection, education, health, and power sector, in addition to capacity building in DRM. The ADB portfolio will now focus on preparedness, mitigation, and disaster risk financing but will likely continue to include reconstruction and rehabilitation projects in the medium terms, considering the frequency of disasters. ADB's operational plan for integrated DRM for 2014–2020 stresses the need for an integrated approach that combines disaster risk reduction, disaster risk financing, and climate change adaptation.² The Flood Emergency Reconstruction and Resilience Project embodies this approach through its design to reconstruct priority infrastructure to multihazard-resistant standards, strengthen DRM capacity, and mainstream DRM.

¹ National Disaster Management Plan. 2013. National Disaster Management Authority. Government of Pakistan. Islamabad.

² ADB. 2014. Operational Plan for Integrated Disaster Risk Management 2014-2020. Manila.

4. **Options for cofinancing:** Previous efforts to mobilize development partner funding and cofinancing for DRM included the establishment of the Pakistan Earthquake Fund by ADB in 2005 and the Multi-Donor Trust Fund by the World Bank in 2010. Both initiatives were in response to specific disaster events. A national disaster management act passed by the government in 2010 and a DRM plan approved in 2013 provide the basis for establishing multidonor funds at the national and provincial levels. The provincial government of Khyber Pakhtunkhwa established a fund in 2014, but it is not yet operational. The World Bank is helping the Punjab government frame the rules and structure for a DRM fund and the ADB is undertaking a similar effort at the national level at the request of the government. Separately, ADB, the World Bank, and the UN have been working with Pakistan's bilateral development partners to mobilize funds for DRM for specific projects. In response, the governments of Australia, Belgium, and the Netherlands have shown an interest in transferring grant fund savings from the Pakistan Earthquake Fund to the national DRM fund once it is established. The European Union and the United Kingdom are also engaged in a dialogue for possible funding of DRM activities.

Major Development Partners

Development Partner	Project Name	Duration	Amount (\$ million)
Agriculture and Natural Resources			
ADB	Second Flood Protection Sector Project	1997–006	100.00
	Emergency Assistance for Drought Impact Mitigation and Recovery	2001–2005	100.00
	National Drainage Sector Project	1997–2006	140.00
Multisector			
ADB and PEF	Earthquake Emergency Assistance Project	2005–2012	397.00
ADB MDTF	Establishment of Urban Climate Change Resilience Trust Fund	2014–2020	25.00
ADB	Earthquake-Displaced People Livelihood Restoration Program	2007–2008	400.00
	Flood Emergency Reconstruction Project	2011–2015	650.00
ADB	National Floods Emergency Response	2010–2011	3.00
JICA	Project for Establishment of Specialized Medium Range Weather Forecasting Center and Strengthening of Weather Forecasting	2012–2018	22.00
	Installation of Weather Radar in Karachi	2013–2019	15.00
	Strategic Strengthening of Flood Warning and Management Capacity	2011–2014	3.00
Health and Social Protection			
World Bank	Balochistan Disaster Management Project	2014–2017	5.00
	Strengthening Pakistan's Urban Disaster Response Capacity	2014–2017	3.00
	Development of Hazard and Risk Assessment in Urban Areas	2014–2016	0.50
UNICEF + others	Support Provincial Governments to Prepare Evidence-Based Risk Management Action Plans. Emergency Preparedness and Response	2014–2015	0.94
	Community-Based Disaster Risk Management	2014–2015	0.70
	Support Government and CSOs to Mainstream DRM in Sector Plans	2014–2015	0.59
UNDP + others	Sustainable Community Resilience Project	2014–2018	0.66

CSO = civil society organization, DRM = disaster risk management, JICA = Japan International Cooperation Agency, MDTF = multi-donor trust fund, PEF = Pakistan Earthquake Fund, UNDP = United National Development Program, UNICEF = United National Children Emergency Fund.

Source: Asian Development Bank.

II. INSTITUTIONAL ARRANGEMENT AND DEVELOPMENT COORDINATION

5. Development partners have worked together to support the government in damage needs assessments (DNAs) after all major disasters under the joint leadership of the World Bank, ADB and the UN. Five of these DNAs were led by the World Bank and ADB. A joint World Bank and ADB mission after the 2014 floods guided the work by the governments of estimating the costs of dealing with the damage. Development partner coordination in DRM is also well-established. The UN facilitates a group of seven key development partners active in DRM, and the chair rotates between them. The group maps all activities in DRM, shares DRM knowledge, and engages in policy dialogue. Efforts were made after a major earthquake in 2005 to harmonize approaches and develop acceptable procedures for reporting, budgeting, financial management, and procurement. However, these gains were not sustained, and the project-based approach has been used in Pakistan since then. Extensive work is on-going, particularly by ADB and the World Bank, to strengthen country systems for procurement, financial management, and reporting. However, development partners also need to restructure their own systems to make the best use of these reforms. Using country systems and a program-based approach is a challenge in emergencies since implementation needs to be decentralized and capacities vary greatly between provinces and districts.

6. The proposed Flood Emergency Reconstruction and Resilience Project will use project-based lending. The scope of the project was identified in a joint World Bank and ADB mission. Further coordination with donors engaged in DRM will be managed during implementation through a common steering committee that will oversee all reconstruction projects.

III. ACHIEVEMENTS AND ISSUES

7. Development partners have historically had a major role in disaster coordination in Pakistan and in conducting the DNAs. After the 2014 floods, the national and provincial governments involved were able to handle the relief and recovery operations using their own agencies. ADB and the World Bank confined themselves to guiding the process of damage estimation. The Punjab provincial government diverted development funds for emergency repair of critical roads and flood management structures. It also full compensated losses to private housing and partial compensated agriculture losses, using a third party validation process and national data and registration authority verifications. Through these activities, the Punjab government is showing a much higher commitment to invest in DRM. The response from development partners in terms of support has been mixed. Despite the commitments by ADB and the World Bank, an estimated shortfall \$400 million in the livelihood, housing and social sectors still exists. Diversion of development funds for this purpose may impact the economic growth targets of provinces affected by floods. Other issues include a lack of resources, limited capacities, inadequate DRM baseline data, and a disconnection with development planning.

IV. SUMMARY AND RECOMMENDATIONS

8. The major challenge is to reconstruct the damaged infrastructure without compromising development funding, transparency, and accountability. ADB should use the technical assistance attached to the project to establish key management and governance functions to allow effective financial, safeguards and technical due diligence. To capitalize on the federal and provincial government's commitment to DRM, the project DRM component should aim to use this opportunity to mainstream DRM. In parallel, considering that less than 1% has been committed to provide the \$1,040 million required to implement the approved NDMP, ADB should work with the government to establish a DRM fund to provide sustained financing for the NDMP.