

Inclusive Risk Governance In Pakistan Key Findings, Conclusions and Way Forward

Country Report 2019-22





Draft Report

Pakistan

National Conclusions

Research Analysis & Key Findings

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Glossary

CC	<i>Community Consultation</i>
CBO	<i>Community Based Organization</i>
CSO	<i>Community Based Organization</i>
CSOs	<i>Civil Society Organizations</i>
DDMA	<i>District Disaster Management Authorities</i>
DPCs	<i>Disaster Preparedness Committees</i>
DRR	<i>Disaster Risk Reduction</i>
EWS	<i>Early warning System</i>
FFC	<i>Federal Flood Commission</i>
FGD	<i>Focus Group Discussion</i>
GDP	<i>Gross Domestic Product</i>
GNDR	<i>Global Network of Civil Society Organizations for Disaster Reduction</i>
HCI	<i>human capital index</i>
HDI	<i>Human Development Index</i>
HHs	<i>House Holds</i>
LGS	<i>Local Government System</i>
MDGs	<i>Millennium Development Goals</i>
NAC	<i>National Advisory Committee</i>
NDMA	<i>National Disaster Management Authority</i>
NGO	<i>Non-Government Organizations</i>
PBS	<i>Pakistan Bureau of Statistics</i>
PDMA	<i>Provincial Disaster Management Authority</i>
RHS	<i>Random Households</i>
SDGs	<i>Sustainable Development Goals</i>
SFDRR	<i>Sendai Framework for Disaster Risk Reduction</i>
UNDP	<i>United Nations Development Programme</i>
VFL	<i>Views from Front Line</i>

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No one but I take full responsibility if there remain any mistakes or errors in the report.

FOREWORD

At the time of writing these lines, millions of people in both urban and rural tracts of Baluchistan, Khyber Pakhtunkhwa, Sindh, and south Punjab have already been devastated due to above-normal rains. Riverine flooding is now visibly written on the wall and may hit many areas along rivers in coming weeks. Flooding is a common phenomenon in the country. The VFL Pakistan report clearly shows flooding as the most devastating and frequent phenomenon. Yet, the country has miserably failed to reduce flood related risks. Simply because our governance remained disastrous and political strife would very often consume nation's heart and mind. For instance, now a days nearly 90 percent of airtime of TV channels is given to political discourse, while less than five percent to flood disaster.

Yet, this is the best time to build pressure on lawmakers to make amendments in disaster management legislation as on-going rain and torrents induced flooding has risen sensitivity about the problem.

We must not forget that no institution including National Disaster Management Authority even if it has generous assistance of military can handle vastly spread and high magnitude disasters. Therefore, what could be done locally by disaster-prone communities must not be done by outsiders. Interestingly, Pakistan's National Disaster Risk Reduction Policy 2013 also provides perhaps the best way forward in this regard. For instance, its Section 3.2.1 aims –

*'Strengthening of community organization/ capacity building on DRR and preparation of plans at village- and Union Council (UC) level that are based upon participatory assessments of vulnerabilities and hazards. Plans require the identification of especially vulnerable groups and how to protect them and provisions to involve women in DRR forums and activities. Village and Union Council level plans need to link up with higher-level, supportive plans at district levels including development plans.'*¹

Sadly, in the last 10 years, no serious effort has been made to implement the above-stated section of the policy. The National Disaster Management Act was passed in 2010 and it requires certain amendments as it is becoming redundant. We propose the following:

- 1. Incorporate DRR in the Disaster Management Act adequately and change the title of the Act as National DRR Act.*
- 2. Insert a section on DRR in local government Acts.*
- 3. Build capacities of local men and women in DRR and DRM and handover local DRR and disaster management to them.*
- 4. Don't approve any project or plan without ascertaining meaningful (written) input of the communities, who are going to be affected by the public or private interventions.*
- 5. Change the name of NDMA to NDRRA (National Disaster Risk Reduction Authority). Names always matter.*

¹. <http://cms.ndma.gov.pk/storage/app/public/plans/September2020/VOXhAPYxBcAp1GXl4Aol.pdf> and National Policy Guidelines for Implementation Matrix on Vulnerable Groups in Disasters 2014

Had section 3.2.1 of the National Disaster Risk Reduction been implemented in letter and spirit in the last ten years, the country would have reduced impact of some disaster risks and subsequently it might have lessened burden on exchequer.

Key findings: *This study also clearly establishes (more than 90% respondents said) that the state institutions never involved or consulted disaster-prone communities in any stage of assessment, planning, implementation, and review. No wonder, nearly half of the respondents of the study were likely to say that losses due to disasters have gone up in the last ten years, while about 45% claimed they would never be able to recover from previous losses. Isn't interesting that only 16% respondents were likely to mention state/government, while two-third of them said relatives, friends and religious institutions who had helped them the most in the aftermaths of disasters.*

Regarding density of disability in disaster-prone areas, one in five respondents said they have one or more family members who have disability. This is twelve times higher than the national average. And more than one-third claimed they have chronically ill family members. Further probing of the causes of the two problems appeared to have close relationship between disasters and injuries (which leads to disability), and poverty. This means policy makers should consider presence of large number of disable (vulnerable) persons in disaster-prone areas while planning risk reduction measure.

In our view even, a best prepared response will not be enough unless risk reduction measures are not taken in normal times.

This report provides if not the best, a true reflection of people's perspective on Pakistan's disaster governance that is extremely exclusionary in practice. We at PATTAN believe that the time has come to improve it in the light of National DRR Policy 2013. We have provided a kind of a baseline in this regard. The report may have some weaknesses, but it does establish that our state institutions and successive governments have failed to making disaster risk governance inclusive. To politicians perhaps providing relief to disaster hit people is more tangible, looks noble and more beneficial politically than the DRR as its impact often remains invisible.

This study is a part of a global programme that is being implemented in 52 countries simultaneously during 2019-22. In Pakistan, the study was conducted in 15 districts of four provinces. We used both quantitative and qualitative research tools. Besides, this study it aimed to build resilience of the partner communities through awareness, DRR planning at local level, research, and national level advocacy.

PATTAN has also completed Community Based Action Planning on DRR for the next five years. Each community has already completed one DRR project each in the last six months. Each community in collaboration with PATTAN will continue working on rest of the DRR plan. While communities will contribute in kind, PATTAN will raise funds to complete the DRR plans.

To enhance sensitization of policy makers and implementers on DRR, PATTAN held a two day long National Workshop on DRR, 27 and 28 July 2022, Islamabad. Along with representatives of partner communities, think tanks, scholars, labour rights activists, and NGOs, heads of Federal Flood Commission, Rescue 1122 Emergency Services, Pakistan Met Office, Pakistan Environment Protection Agency and Provincial Disaster Management Authority KPK participated in the workshop. Also Ms. Seemee Ezdi, Senator and Chairperson of the Senate Sub-Committee on Climate Change and Ms. Fauzia Arshad, Senator and member Health and Education Committees of the Senate actively participated in the two-day long workshop. Both assured the workshop participants of full support to making DRR governance inclusive.

I am honored to report that Ms. Seemee Ezdi has already taken concrete steps to making disaster risk governance inclusive from national to local level. The honorable member has asked PATTAN to provide technical support in this regard. Also, I am glad to inform that the participants of the workshop formed National Advocacy Committee on Inclusive Risk Governance (NACIRG) through a resolution.



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*5 August 2022
Islamabad*

1. About VFL 2019

1.1. Overview of the global VFL

Views from the frontline (VFL) 2019 is the largest independent global review of Disaster Risk Reduction at the local level. It aims to strengthen the inclusion and collaboration between at risk people, civil society and government in the design and implementation of policies and practices to reduce risks and strengthen resilience.

VFL 2019 establishes a local baseline and local monitoring process to measure progress towards achieving an inclusive “people-centred” approach to resilience-building, as promoted within the Sendai Framework for Disaster Risk Reduction (SFDRR) and other frameworks part of the Agenda-2030. In so doing, VFL 2019 aims to increase awareness and strengthen accountability of governments and inter-governmental bodies for a people-centred approach. VFL 2019 takes a systems-wide perspective that recognises different actors have different but interconnected responsibilities at different administrative levels. Local-level interviews are complemented by survey questions targeting key informants working on the sub-national/national institutional and political environment. Questions on the “enabling environment” are designed to increase awareness and assess progress on wider institutional factors essential to scale out local action, putting a political spotlight on gaps and challenges to be addressed through mutually reinforcing actions by different actors at different scales. The whole process is led by local actors themselves, building their capacity to monitor and utilise local risk information.

1.2. Overview of VFL 2019 in Pakistan

1.2.1. Country’s context – Demographic, Socio-Economic-Political, Hazards and Vulnerabilities.

According to 2017 population census, Pakistan is a fifth-most populous country having more than 213 million people. The country has one of the fastest fertility rates – 3.5 and the growth rate was 1.98% in 2022. As a result, more than 40% population was under the age of 15, while its sex ratio was 105 males per 100 females². Area-wise it is the 33rd-largest country. Its economy is the 23rd largest in terms of purchasing power parity and 42nd in terms of GDP, while GDP per capita was \$1,357 in 2019, which throws it at 154th position in the world. Regarding human development, according to the 2021 UNDP report, Pakistan was at the 152 places, out of 189 countries. On the Global Gender Gap Index, the country has been staying right at the bottom and is being categorised as one of the most dangerous places for women. On female labour force participation rate (which is 24%) we are slightly better off than India. For instance, we are ranked at 167th position, while India at 169th. Pakistan also falls in the

². https://en.wikipedia.org/wiki/Demographics_of_Pakistan



Figure 1. Community consultation, village Bharat, district Sargodha

bottom rank of countries in terms of human capital index (HCI) according to the World Bank. For example, 'education spending is less than even a mere 2.5p of Gross Domestic Product (GDP) in Pakistan.' The WB concludes that 'it may also not be possible to advance economic growth and boost per capita income without elevating HCI and HDI.

Regarding rule of law the World Justice Project³ placed the country at 130th place out of 139 countries in 2021 report.

While investment on HCI and HDI remains minimal for years, the country continues to experience one of the fastest growing urbanisation. These dangerous trends urgently need comprehensive and sustained intervention, especially when 64% people still live in rural areas. And youth's (less than 30 years old) share in population is 64%. Estimates predict that this population trend will continue till 2050 - a double-edged sword of Damocles. If they are well educated and engaged productively, they could help build a resilient nation, otherwise they are a potential hazard. The country has already experienced huge surge in militancy in the past. As the state has been failing to provide education to the poor, religious madrassas continue to fill the void.

In 72 years of independence, the literacy rate could not reach 72% because of half-baked and poorly implemented plans. Currently, it is just 58% (70% for males and 48% for females). In poorer and remote areas, which are in abundance, literacy rate amongst females is likely to be less than 10%. Similarly, ownership of land has also been extremely skewed – both gender and class wise. For instance, only 3% women own any land, while 61% of landholdings are less than of five acres. Because of lack of assets, they are highly exposed to threats and vulnerable to shocks – climate change, unpredictable weather patterns, poor yield, depressed prices and periodic flooding etc. Resultantly, they are likely to fall below poverty line. No wonder poverty is widespread in rural areas and amongst women. Nearly 39% of Pakistanis live under multidimensional and intense poverty. In rural areas it is likely to be higher than the urban areas.'

It could be concluded with confidence that asset and income disparities very often deepen and perpetuate power relations, which also lead to subjugation and violation of human rights. Regarding disability, two-third of differently able persons reside in rural areas and crippled persons constitute 20% of the total disabled population – the highest.

Our long experience of working with disaster prone communities shows that when we would ask them to rank their vulnerabilities, very often they put poverty and illiteracy at the top. A joint

³.https://worldjusticeproject.org/sites/default/files/documents/Pakistan_2021%20WJP%20Rule%20of%20Law%20Index%20Country%20Press%20Release.pdf

study⁴ of UNDP and the Pakistan government corroborate this too - “Deprivations in education are the largest contributor to Multiple Poverty Index (42.8%), followed by living standards (31.5%) and health (25.7%).”

Official documents⁵ define vulnerability as “conditions determined by physical, economic, social and environmental factors or processes which increase the susceptibility of a community to the impact of hazard. Therefore, understanding hazards and risks in the context of socio-economic and political [underlying] factors is imperative.

Now let us look at hazards. Like its neighbouring countries, Pakistan is also prone to multiple hazards – droughts, earthquakes, land-sliding, flash flooding, epidemics, pollution, industrial and road accidents, and cyclones etc. Interestingly, many people we interviewed during the VFL survey mentioned powerful families as a hazard too.

Pakistan is one of the top ten most vulnerable countries to climate change, while she is one of the lowest contributors to climate change. The impact of climate change has yet to be understood fully and responded to adequately. Each ecological zone must deal with the effects of climate change accordingly. However, the federal and provincial governments should adopt comprehensive approach and show political will to implement agreed upon policies and international commitments.

For instance, flood disaster is the most frequent and hugely widespread phenomenon. Between 1950 and 2015, Pakistan massively suffered from 23 super floods. In total it caused economic losses of USD 38.171 billion and on average each time flood disaster hits about 8,609 villages⁶ - mostly the same populations.

Moreover, industrial and road accidents cause more deaths than flood disasters but get little attention. Similarly, most industrial units lack safety gear and no hygiene standards. According to a study⁷ ‘four per cent employed labourers receive injuries and industrial sector has been the main cause of fatal accidents and injuries’, and injured worker hardly receive any reasonable compensation.

This takes place despite Pakistan having one of the best constitutions as far as provision of social protection and civil liberties are concerned. For instance, article 3 guarantees ‘elimination of all forms of exploitation’, while article 38 pledges ‘well-being of the people, irrespective of sex, caste, creed, or race, by raising their standard of living, by preventing the concentration of wealth and means of production and distribution in the hands of a few. Since **countervailing** forces have captured the political power since long, these articles could not have been translated into reality even after 46 years of their passage.

⁴. <https://www.undp.org/content/dam/pakistan/docs/MPI/Multidimensional%20Poverty%20in%20Pakistan.pdf>

⁵. National Disaster Response Plan 2019, Government of Pakistan.

⁶. https://ffc.gov.pk/wp-content/uploads/2019/03/Annual-Flood-Report2018_27022019.pdf

⁷. https://www.pide.org.pk/pdf/HealthEconomics/Thesis_Faisal.pdf

The observation of the Flood Inquiry Commission of the Supreme Court, constituted in the aftermath of the 2010 super floods, concludes very well the situation of disaster governance.

Therefore, it seems fair to argue that as a result, not only the rich elites aggravated the flood hazard but are also responsible for depriving a large number of people from their entitlements. This made them vulnerable to natural as well as man-made hazards.

“Thousands of acres of “Katcha” lands have been illegally encroached upon by local influential (most of them MPs) or have been leased out on nominal charges Similarly, there has been a surge of encroachments on acquired lands in pond areas of barrages which has aggravated the flood hazards. Natural flow of water has been blocked as a result of numerous encroachments in most waterways due to unplanned and illegal constructions.” Unfortunately, the local and provincial governments have themselves indulged in encouraging illegal acts promoting encroachments.” (Flood 2010 Inquiry Commission of the Supreme Court)

1.2.2. VFL 2019 and its implementation in Pakistan.

To find qualified and experienced civil society organisations as implementing partners, PATTAN adopted multiple channels to publicise the nature of work. We also encouraged GNDR members to apply. We also approached our partner organisations and communities to take part in the survey as well as follow up tasks. By applying the selection criteria rigorously, three CSOs, one each from Baluchistan, Sindh and Khyber Pakhtunkhwa were finalised. PATTAN decided to take responsibility for Punjab and Islamabad. Survey methodology was followed in letter and spirit.

National Advisory Committee was formed right at the start of the project. Every member of the NAC is expert and well known in his/her field for his/her contribution. We inducted a gender expert, a visually impaired scholar, two flood and water experts, and a communication/advocacy expert. Their critical support greatly helped us to steer the project and its quality.

We reviewed disaster related reports and literature as well as analysed socio-economic context to identify the disaster-prone areas and populations of the country. The findings were shared with the NAC members and we got their feedback and approval.

Both qualitative and quantitative research tools were used to get opinions and perspectives of the selected communities, while method of ‘in depth interview’ was used to interview civil society organisations and local government officials.

The questionnaires and the survey guidelines prepared by the VFL team were translated into Urdu language and the selected enumerators and moderators were rigorously trained and deployed to the selected areas. The filled questionnaires were thoroughly checked in order to rectify errors. The responses were then entered on the software. All the stages of the survey were fulfilled successfully, and every deadline was met.

1.2.3. Relevance of VFL 2019 to building resilience

The VFL study greatly helped PATTAN to deepen understanding of complex relationship between risks and vulnerabilities in Pakistan's context. For instance, it corroborated our past observations regarding exclusion of disaster-prone communities from any form of involvement and participation in decision-making processes including consultation at various stages of planning, implementation, monitoring etc. It appears exclusion is one of the major tools of marginalisation and most likely it keeps the poor voiceless, vulnerable and dependent on the powerful. Hence, stranglehold of elites at every level is ensured. Sadly, elections are used to reinforce the disparities and inequalities.

As VFL is not just survey research, it also contains components i.e., action planning, advocacy for policy shift and to improve governance, the concept provides time and opportunity to work with disaster prone communities so that they could come out of the vulnerability and poverty trap. Though building local resilience is essential it loses its value if merchants of vulnerabilities and risks have no fear of accountability. Therefore, project could also aim to assist the partner communities to develop action planning, which can include long-term advocacy and accountability components at all levels of governance. In order to make it effective there will be a need to form network of VFL communities across the country. Better action planning and its rigorous implementation can lead to enhanced resilience. However, fear of uncertainty appears in mind, as no funds are available to implement the action planning at this stage.

Moreover, the VFL findings have revealed numerous gaps between public policy on DRR and its implementation. For instance, local authorities according to more than **80 percent respondents** have never been involved in any form of consultation and despite administrative hierarchy there exist hardly any effective coherence and coordination across government departments.

The local action planning in our view has potential to build a platform across all VFL partner communities to form a coalition for accountability and advocacy.

2. Selection of Risk Areas, Communities and Sample Size

2.1. Brief Details on the Selected Risk Areas:

In order to select Risk Areas across the country, first, PATTAN selected the most disaster-prone districts by studying the historical and intensity datasets on disasters. We also reviewed

the INFORM platform⁸, Global Risk Data Platform, reports produced by NDMA⁹, UNDP¹⁰, FFC¹¹ and PBS¹² and other institutes. This not only provided us data on disasters and their impact but also informed us about socio-political, demographic and ecological background of the disaster-prone areas. For instance, the indices on human development, multi-dimensional poverty/deprivation, inequalities, gender gap, resilience mapping, mortality rate etc. greatly helped us to understand vulnerabilities of each district.

Then PATTAN clubbed various hazards in the following six topmost categories: 1, floods and GLOF; 2, earthquakes; 3, industrial accidents; 4, droughts; 5, sea erosion and cyclones; and 6, land sliding and avalanche. The intensity and frequency of each disaster in each district was also prepared. The same process was adopted for the mapping and ranking of vulnerabilities (poverty and inequality levels, mortality and disability rates, and HDI and HCI scores etc.) of each district. Then in the light of VFL methodology and guidelines vulnerabilities and hazards were juxtaposed to shortlist and finalise the project districts and communities. The following two tables show level of exposure of each of the selected district to hazards and ranking of vulnerability.

Table 1. showing ranking of each risk in the project districts.

Name of District	Flooding/ GLOF	Earthquake	Drought	Avalanche & Landslide	Sea Erosion & Cyclone	Industrial Accident
1. Chitral	H	M	M	H	N	N
2. Islamabad	M	VH	N	N	N	N
3. Jhang	VH	N	M	N	N	L
4. Multan	H	H	VH	N	N	L
5. Muzaffargarh	VH	N	H	N	N	L
6. Tharparkar	L	H	H	N	N	N
7. Thatta	H	N	H	M	VH	N
8. Ziarat	None	H	H	N	N	N
9. Swat	VH	H	M	H	N	N
10. Sargodha	H	H	M	N	N	N
11. Faisalabad	L	H	H	N	N	H
12. Lahore	M	H	M	N	N	H
13. Haripur	L	H	M	VH	N	L
14. Mansehra	VH	VH	M	VH	N	N
15. D G Khan	H	L	H	N	N	N

For compilation various sources were used.

VH (Very High), H (High), M (Medium), L (Low), N (No risk).

⁸. <http://www.inform-index.org/Country.profiles>

⁹. National Disaster Management Authority.

¹⁰. United Nations Development Programme.

¹¹. Federal Flood Commission, Government of Pakistan.

¹². Pakistan Bureau of Statistics.

Table 2. showing vulnerability ranking of the project districts

Name of area	Food insecurity	HDI ranking ¹³	MPI Ranking ¹⁴	Percentage of poor people ¹⁵
1. Chitral	Low	35	52	30%
2. Islamabad	Low	2	2	NA
3. Jhang	Medium	33	68	35%
4. Multan	Medium	21	45	28%
5. Muzaffargarh	High	58	77	39%
6. Tharparkar	High	109	103	55%
7. Thatta	High	90	102	52%
8. Ziarat	High	99	32	25%
9. Swat	Medium	52	62	33%
10. Sargodha	Low	20	36	25%
11. Faisalabad	Low	10	23	22%
12. Lahore	Low	1	2	10%
13. Haripur	Low	18	11	17%
14. Mansehra	Low	34	64	34%
15. D G Khan	High	64	78	67.3%

For compilation of this table various sources were used. (MPI) Multi-Dimensional Poverty Index

2.2. Brief Details About the Selected Communities

The above stated methodology and processes were then applied within the shortlisted districts in order to shortlist the project communities. For instance, we obtained list of disaster-prone areas (first selected union councils and then villages and neighbourhoods) from various sources, compared the datasets and then selected the most disaster prone localities of the shortlisted districts. Initially, we shortlisted 27 communities, after applying the VFL selection criteria rigorously 12 were dropped and 15 were finalised. In order to make sure that only the selected communities were to be involved in the survey research, we used the VFL provided definition of community. Then VFL Sampling web was also used for the purpose and accordingly rural-urban distribution of localities was done. Please see the following table for details.

¹³. UNDP Pakistan, "Pakistan Human Development Index Report 2017."

¹⁴. Ibid

¹⁵. Since 2019, poverty has further deepened and spread widely due to high inflation and joblessness.

Table 3. showing names of short-listed communities and urban-rural distribution

Hazard/Risk	Selected District	Number of shortlisted locations
1. Floods	Islamabad	Urban: 2
	Sargodha	Rural: 2
	Jhang:	Rural: 3
	Muzaffargarh	Rural: 1
	Multan	Rural: 2
	Swat	Semi urban: 1
2. Land Slides & Earthquakes	Chitral	Rural: 1
	Mansehra	Urban: 1
	Ziarat	Semi urban: 1
3. Coastal erosion/cyclone	Thatta	Rural: 3
4. Drought	Tharparkar	Rural: 3
5. Industrial Accidents	Faisalabad	Semi urban: 3
	Lahore	Urban: 3
	Haripur	Semi urban: 1

2.3. Sample Size:

Keeping in view the project limitations, sample size was determined in the light of the VFL guidelines. For instance, in each country sample size was determined by the size of the country, availability of human resources and the budget. However, 10% of the total households of all the 15 selected communities were made part of the total sample size. Therefore, 10% of the Households (HHs) of each community were involved in interviews and community consultation meetings. This means larger the size of community, higher the size of sample. In order to capture gender-balanced perspectives, we ensured that 50% respondents must be women. In order to eliminate personal choices in the selection of the HHs, the random tables were generated and used to select the HHs and the respondents. Instead of numbering all the HHs of each community, we used the latest electoral lists (male and female). The total number of HHs listed on the electoral lists were then divided by 10.

Regarding consultation, survey and Focus Group Discussions with representatives of Civil Society Organisations (CSOs), Local Government (LG) and Communities (CC) we followed the VFL guidelines. For instance, in each community five FGDs were held each with women, men, children/youth, elderly and persons with disability. Ten interviews of the representatives of CSOs and 10 of the local government officials were also held. Across the country our target was to hold 75 FGDs, and to conduct 150 interviews each with LG officials and CSOs. The following tables provide further details.

Table 4. shows the breakdown of the total sample size.

Communities and Risk Areas	Urban Rural	Partner	Sample Size			
			HHS	LG	CSO	CC
Breshgram Chitral, KP	Rural	JAD	67	10	10	5
Hattar Haripur, KP	Urban	PATTAN	62	10	10	5
Koza Durushkhela Swat, KP	Rural	DO	116	10	10	5
Talhata Balakot, Mansehra, KP	Rural	DO	69	10	10	5
Keti Bandar Thatta, Sindh	Rural	PFF	47	10	10	5
Bakhu Junejo, Mithi, Sindh	Rural	PFF	44	10	10	5
Kach Ziarat, Balochistan	Rural	CPD	70	10	10	5
Kachi Abadi G7/2, Islamabad	Urban	PATTAN	63	10	10	5
Chungi Amar Sidhu, Lahore, Punjab	Urban	DO	133	10	10	5
Chak Dhandra, Faisalabad, Punjab	Urban	DO	96	10	10	5
Jhok Wains, Multan, Punjab	Rural	DO	65	10	10	5
Pahar Gharbi Muzaffargarh, Punjab	Rural	DO	124	10	10	5
Bharath Ghangwal Sargodha, Punjab	Rural	DO	44	10	10	5
Bindee Patoana Jhang, Punjab	Rural	DO	82	10	10	5
Janobi Sadiqabad DG Khan, Punjab	Urban	DO	114	10	10	5
Total	R10 + U5		1196	150	150	50

PFF (Pakistan Fisherfolk Forum), CPD (Centre for Peace & Development), JAD Foundation.

The survey research was conducted during the months of March-April 2019. Every interview and FGD was conducted face to face. Despite cultural barriers and gender segregation our research teams managed to interview in large numbers. As a result, female respondents constituted 52% of the total sample size. The chart 1, shows distribution of sample size according to different age groups. This is very close to the national average. For instance, 29% of respondents belong to 18-34 age group, while 34% fall in the age group of 34-45. We also wanted to know what the respondents think about their economic status. As many as 62% said they were poor or very poor, while 36% thought they belong to middle class and only 2% claimed to be rich.



Figure 2. Community consultation with elderly persons, district Multan

Table 5. Showing categories of respondents and their numbers.

Category of respondents	Research tools	Number of Respondents
Households	Structured interviews	1,094
Community groups	Focus Group Discussions	698
Civil Society Organisations	Structured interviews	150
State Officials & Local Councilors	Structured interviews	150
Total		2,092

Table 6. showing community wise distribution of the sample

Name of Survey Location	No of Participants	Percentages
Balochistan - Kach Ziarat	70	6%
Islamabad Capital Territory - Kachi Abadi G7/2	63	5%
Khyber Pakhtunkhaw - Breshgram Chitral	67	6%
Khyber Pakhtunkhaw - Hattar Haripur	62	5%
Khyber Pakhtunkhaw - Koza Durushkhela Swat	116	10%
Khyber Pakhtunkhaw - Talhata Balakot	67	6%
Punjab - Bharath Ghangwal Sargodha	44	4%
Punjab - Bindee Patoana Jhang	82	7%
Punjab - Chak 66 JB Dhandra Faisalabad	96	8%
Punjab - Janobi Sadiqabad DG Khan	114	10%
Punjab - Jhok Wains Multan	65	5%
Punjab - Pirhar Gharbi Muzafargarh	124	10%
Punjab - Tariqabad-Chungi Amar Sidhu Lahore	133	11%
Sindh - Bakhu Junejo Mithi Tharparkar	44	4%
Sindh - Keti Bandar Thatta	47	4%
Total	1194	100%

Chart 1. showing share of different age groups in the sample.

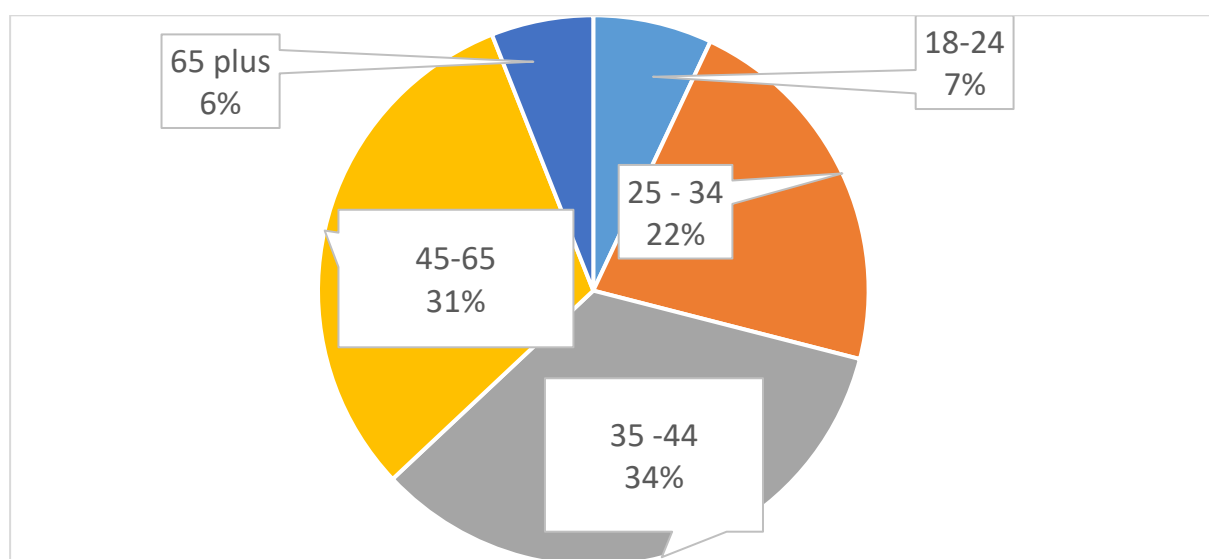
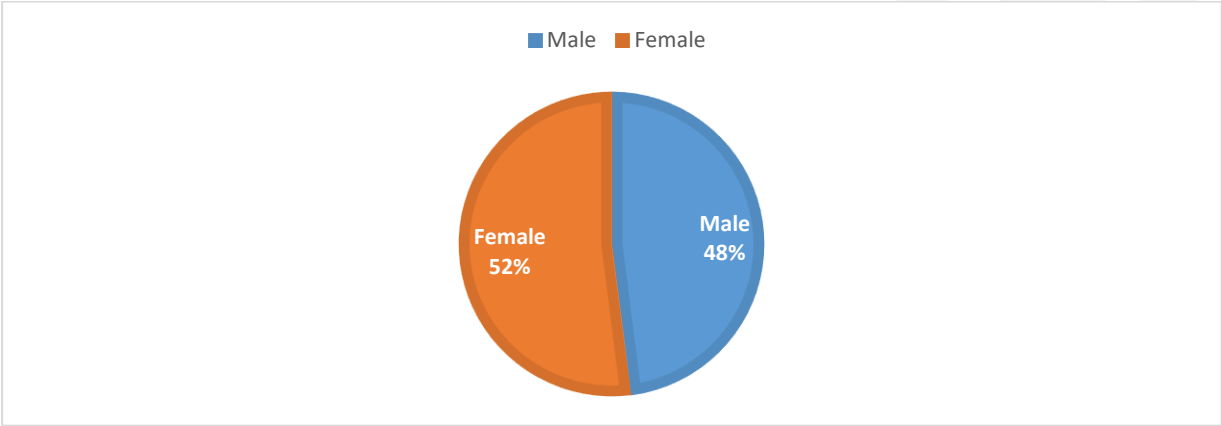


Chart 2. Distribution of male and female respondents of the survey.



3. Major Findings

3.1. Top five risks in order of ranking

The ranking done by participating communities appear to corroborate findings of national reports prepared by state institutions, research institutes and international bodies.

1. Floods,
2. Earthquakes,
3. Diseases/epidemics,
4. Pollution,
5. Heavy rainfall.

The participating persons were also asked to share their perception and experience about each of the ranked disaster/risk. They were also facilitated to find out consequences of each risk, what actions are required to mitigate the risk and what kind of barriers they anticipate to the required actions.

Chart 3. Overall ranking of risks/disasters.

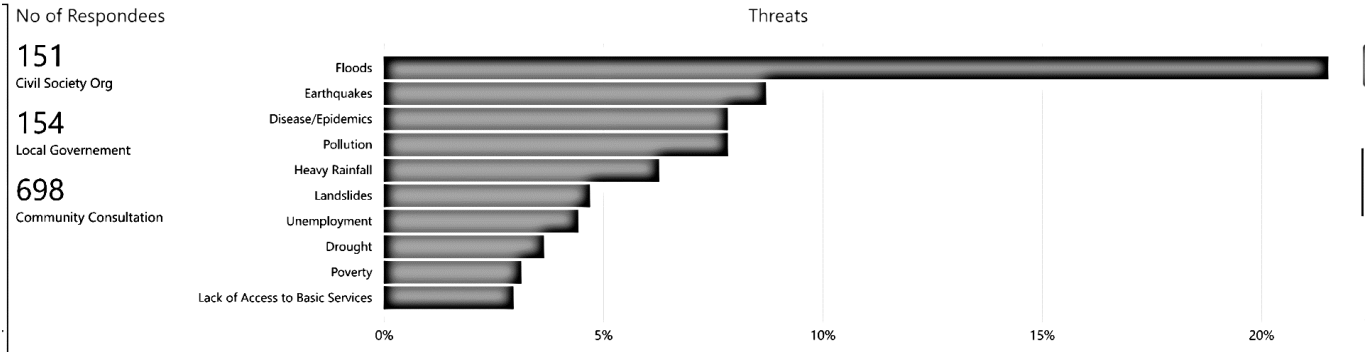


Chart 4. showing overall consequences of risks.

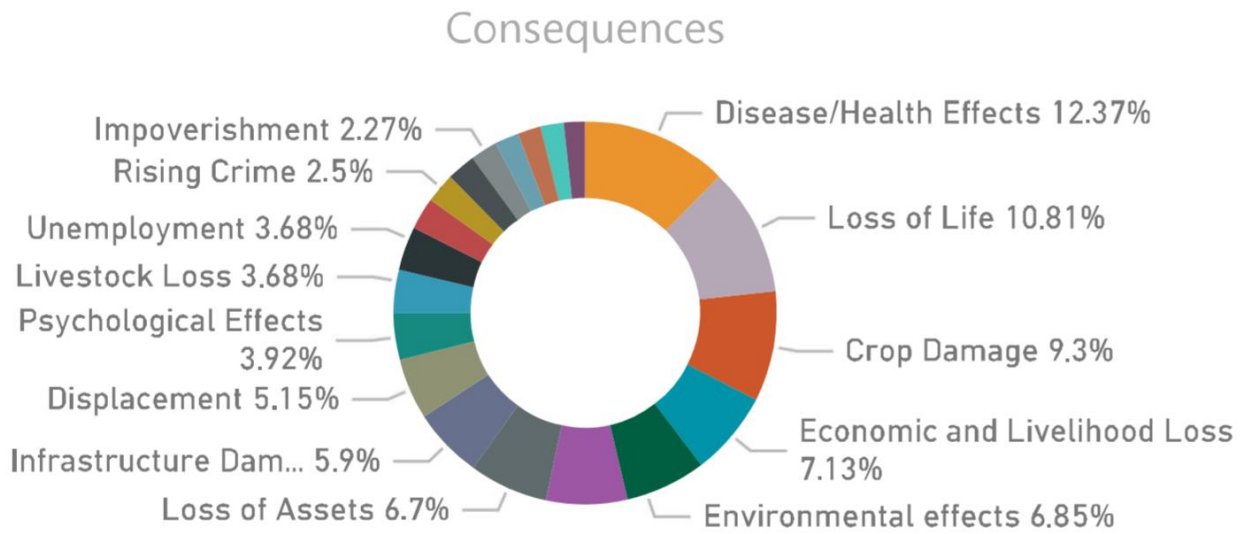


Chart 5. showing overall priority actions that are required to reduce risks.

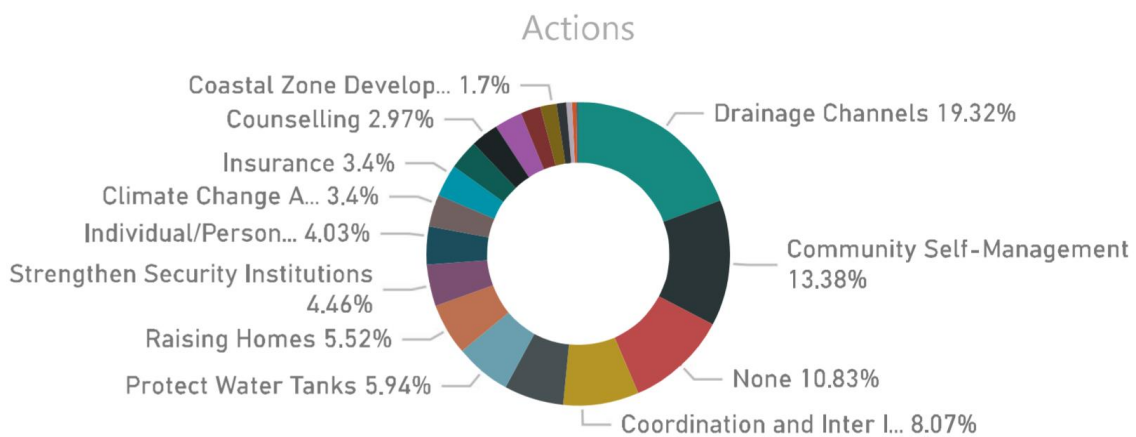
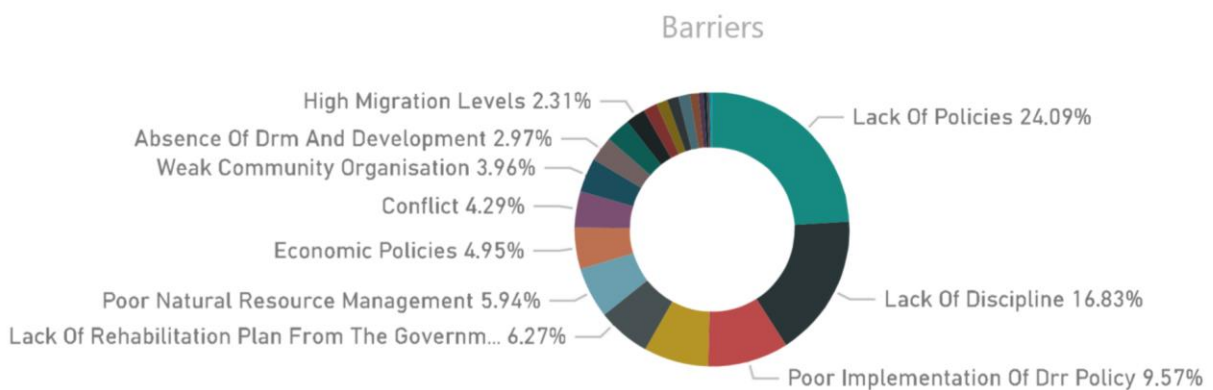


Chart 6. showing overall barriers to priority actions.



3.2. Prevalence of Disability

The most disturbing finding of the study appears to be existence of high density of disability in the disaster-prone areas. For instance, as many as 24% and 37% of the respondents of survey reported that they have someone in the family who have disability or are suffering from chronic diseases respectively. This is 12 times higher than the national average.

“No education facility is available for disable persons, especially the disable females and this contributes to our miseries.”

(A disable female from Koza Durshkhela, Swat, Khyber-Pukhtunkhwa)

Table 7. showing presence of disabled persons and chronically ill people in households.

Presence of disabled family member/s	Presence of chronically ill family member/s
24%	37%

3.3. Past adverse events and recovery

In response to this question - were you affected by any adverse events (environmental, social, economic, or political) that made you ask for external help to fully recover, 88 percent of the households said they were affected by different kinds of disasters. More than one-third mentioned natural calamities, 13% stated climate change-related adverse events, more than one-fifth said epidemics and financial **WHAT**. See Chart 2.

The members of the selected households were also asked about changes in disaster related losses. Almost half of them said losses have increased, one-fourth mentioned decline, while 27% observed no change. See Chart 4. The households were asked to share the period of recovery too. As many as 43% said, they would never be able to recover fully, 44% thought it had taken them more than a year, while 13% claimed they fully recovered within a year after the occurrence of the disaster. See Chart 3.

Chart 2, showing nature of past adverse events respondents had faced.

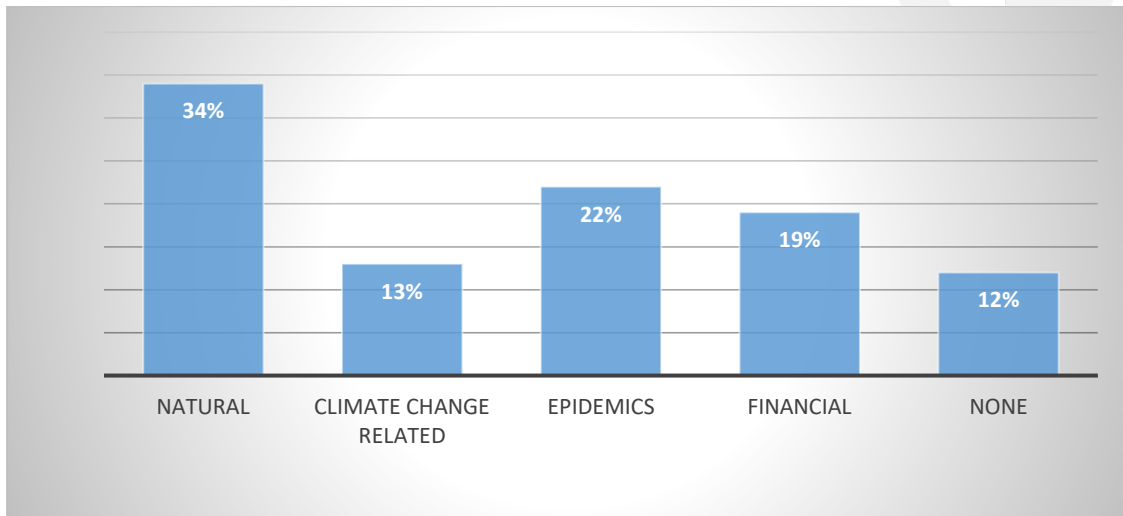


Chart 3. Time needed to recover from disasters

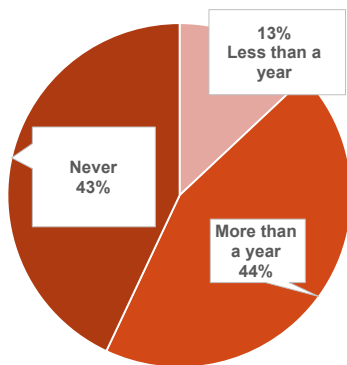
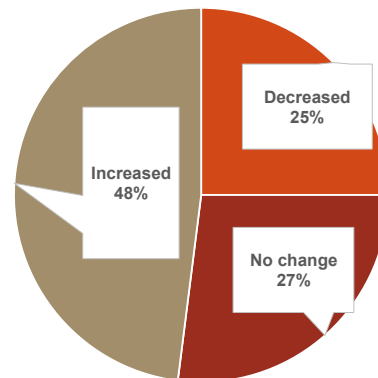
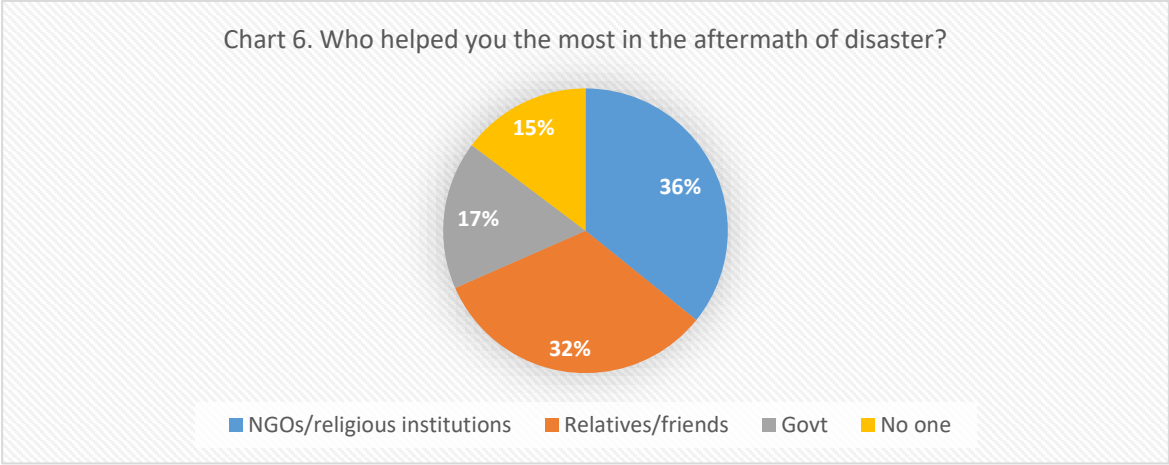


Chart 4. Changes in disaster related losses



3.4. External help: who helped you the most in the aftermath of the disaster?

It appears support of government departments remained lowest in comparison to NGOs, religious institutions, and primordial relations (extended families, clans and friends). This trend was found in previous surveys of PATTAN. It seems fair to argue, therefore, that reach of and relationship of the people with state is relatively poor in the country. See Chart 6. If you read this along with extremely high exclusion of the people from state planning, implementation and reviewing processes of policy formulations and project development, you can conclude that the state has abandoned its citizens.



3.5. Early Warning System

It appears from the survey that one-fourth of respondents were aware of the presence of early warning system, while a large majority either didn't know about it at all or had never heard of it. And those who said they knew 88% of them confessed they didn't understand the system. Therefore, it is very important to make people realize the importance of and fully understand the details of the system. See Chart 7 and 8.

Chart 8, Do you understand the early warning system?

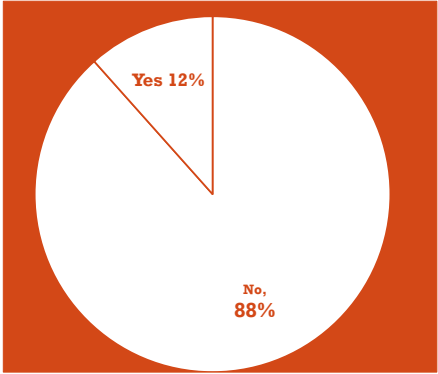
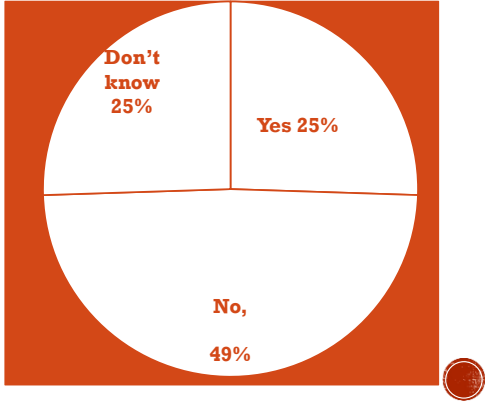


Chart 7, do you know about the existence of early warning system?



3.6. Awareness and inclusion.

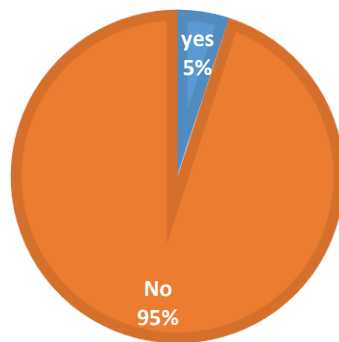
Awareness about DRR plan and climate change adaptation programme of government.

“We have never been included in any planning for disaster reduction, hence we suffer the most” expressed by a female in Bharat village.

Sadly, only 5% respondents were likely to have knowledge about Disaster Risk Reduction plan and climate change adaptation programme of government and as many 95% said they had no knowledge of any of the plan.

It appears from the survey data that major factor of absence of knowledge of DRR and climate adaptation is most likely due to intentional exclusion of disaster-prone communities. When the survey respondents were asked whether they have been engaged in any risk assessment and policy/plan development, nearly 90% of them said no. Those who said yes, most of them didn't know when and where they had been engaged. Interestingly, many were local influential people. No wonder like governance, disaster management in Pakistan is also so poor. Our data also shows that even local governments have failed to reach out to their constituents for ascertaining their opinion about local risks, hazards, vulnerabilities etc.

CHART 9, SHOWING KNOWLEDGE ABOUT DRR & CLIMATE CHANGE



Drawing lessons from the data, failure of local governments could be attributed to lack of direction, powers and financial support to local councils by the provincial governments and in most cases by the district level bureaucracy. Also, it is worth noting here that mostly elected local councils don't exist in some provinces. Khyber Pakhtunkhwa is the only province where local councils have been working since 2014 without any major gap. The Chart No, 10 reveals scale of negligence and marginalisation of communities.

Chart 10. Inclusive risk governance & enabling environment (assessment, planning, implementation & monitoring)

Chart 10.1, Does local government regularly engage communities to assess the most significant risks/threats?

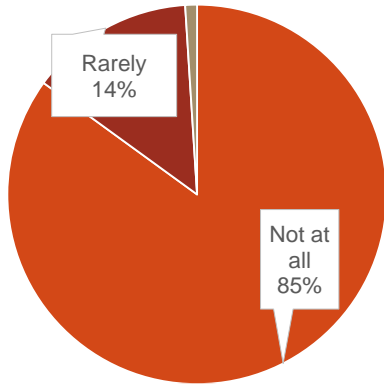
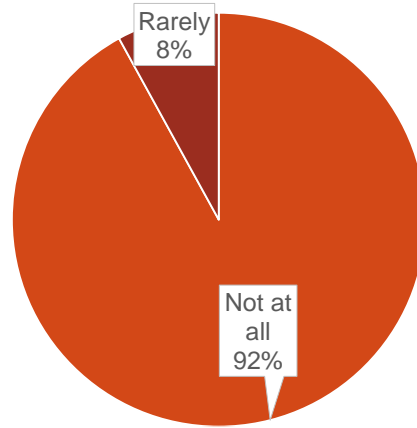


Chart 10.2, Does local government ask your community when preparing policies, plans & actions to address risks/threats?



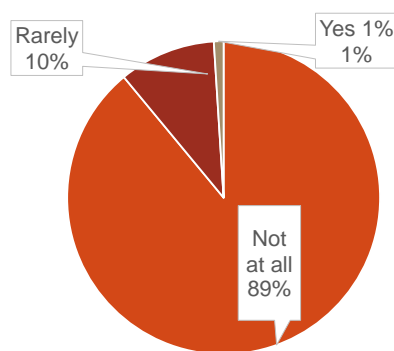
3.7. Access to information and resources

The disaster-prone communities suffer from double whammy – exclusion and rejection. If they try to ascertain any information from government departments about on-going or future plans or policies, very often they are likely to face rejection. Same is the situation regarding resources that they require for disaster reduction measures. The Chart No 11 shows that as many as 90% people have experienced rejection.

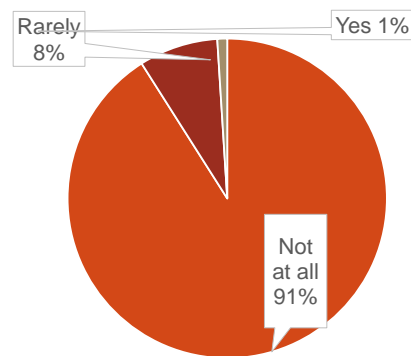
“Most girls have no access to schools and they assist parents, and during floods when we live in camps, we face harassment.” A female from Pahar Gharbi, district Muzaffargarh.

Chart 11, Access to information and resources

11.1, Can you access information from your local government about the actions to reduce risks/threats?



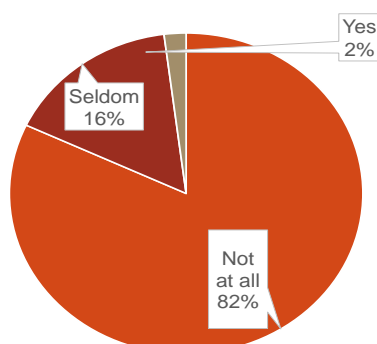
11.2, Can you access financial resources (money, materials, equipment) to address risks/threats from your local government



3.8. Inclusion of DRR and climate issues in development plans

The survey data shows that a large majority (82%) people living in disaster-prone areas were likely to believe that DRR and climate issues were not considered while development planning takes place. Those who had disagreed with the majority were likely to be local influential and related to government officials in some way. No wonder, most of the policies and plans that have been developed for communities and implemented never had local ownership. Subsequently, most of such projects become ruins of some kind within couple of years. Therefore, regarding inclusion, examination of facilitating and preventing factors is imperative.

Chart No 12, Are disaster risks and climate issues taken into account in the local development plan?



3.9. Factors impacting inclusion and exclusion

Despite existence of willingness to engage with state officials and local governments, inclusion remains a pipedream. To find out facilitating factors, especially effort was made during the survey. Both men and women listed the following five facilitating factors:

Facilitating factors for inclusion in decision-making in order of importance

1. Presence of volunteers and youth.
2. Presence of community platforms such as village committee and social networks.
3. Willingness for involvement and participation.
4. Social media and access to general media.
5. Government policies favouring inclusion.

In each project community PATTAN teams found a significant number of willing young people to take part in DRR activities and to take part in consultative processes. Moreover, in most villages you would find either a primordial social organisation or village committees. In some villages, PATTAN also identified women's organisations too. And some of local people were likely to have good practice of social media platforms. Since, participation of poor, vulnerable and disabled people have become integral part of public policies including DRR and climate adaptation, an organised and sustained effort could help improve inclusive governance at least in DRR arena.

Interestingly, the participating communities appear to see a dialectical relationship between facilitating and preventing factors. To them both are two sides of the same coin. They identified the following five inhibiting factors. There appears some realisation that women are not treated equally and they are under severe oppression. Regarding persistence of local disputes, many were likely to argue that local feudal lords were basically responsible for keeping community disputes alive for sustaining their stranglehold. For them poor governance and corruption are product of exclusion.

3.10. Factors preventing inclusion in decision-making

1. Gender inequality, cultural and social restrictions on women.
2. Persistent disputes within community.
3. Lack of awareness, information, and resources due to political interference of feudal lords, discrimination, corruption, and poor governance.
4. Discrimination against persons with disability.
5. Disinterest of state official.

4. Conclusions at the National level

4.1. Stresses of research tools

Different research tools could produce different results even if respondents remain the same. For instance, for the VFL study we used Focus Group Discussion (FGD) and structured questionnaire. Many questions of both tools and the respondents were same. Yet sometime we would get if not different but confusing responses. In such situations, FGD tool would greatly help to solve the puzzle. In response to many questions on exclusion, almost there appears similarity across all communities.

PATTAN also faced a strange phenomenon – having contradictory responses to same questions by the same respondents, A plausible explanation of this phenomenon could be this – in a highly hierarchical and unequal society the people tend to evolve survival mechanisms for different situations. As the dynamics change – the behaviour changes.

For instance, during the structured interviews most probably, the respondent was alone with the interviewer, while during the FGD s/he was part of the group. In our view, in group discussions it is highly likely that an influential or more articulate participant had influenced the thinking of other participants, especially when an influential person, or an educated or an articulate person is present, rest of the group would not disagree with him. Moreover, generally, our people don't disagree if someone expresses his/her opinion very strongly. However, this phenomenon is highly likely to be found in the responses on disaster losses. Overall, applying multiple research tools greatly help to capture local realities.

5. Findings and Conclusions

Findings	Conclusions
<p>1. Differentiation in gender perspectives: Overall, about 52% (619) of the total 1194 VFL survey participants were women. This is a result of higher number of women’s participation in 8 of the 15 localities. However, in localities where men’s number surpassed the women, the difference was very small. We will mention gender disaggregated perspective only when a significant difference appeared between the two. More men (42%) than women (27%) categorized themselves as poor. Similarly, 29% women perceived themselves as rich, while only 14% men did so. On past adverse events/disasters, more women reported fire, climate change, violence than their male counterparts. For instance, 103 women reported that they faced violence, while only 56 men did so. Furthermore, two women against one man reported fire as the adverse event.</p>	<p>As it was expected overall, more women than men in response to most questions opted for “don’t know”. Therefore, we may conclude that low awareness level of women is due to their exclusion from public life and role. The continuation of domestic, social, and economic division of work based on sex has direct impact on women’s awareness about environment, governance and participation in public level decision-making. Since predominantly women are responsible for cooking, the likelihood of them to suffer from fire burn is higher than men. Similarly, regarding violence generally all over the world including Pakistan many women suffer from domestic and community- based violence. Therefore, we could conclude that the female respondents are likely to suffer from domestic violence.</p>
<p>2. Poverty and Disability: The survey shows higher percentage of disabled persons in the disaster-prone areas than the national average (2% according to 2017 population census). For instance, one quarter of the interviewed HHs reported presence of disabled persons in their families and most of them fall in the category of crippled. Similarly, 37% reported presence of chronically ill persons in their families. Overall, as many as 76% respondents categorized their HHs as poor (53%) or very poor (23%). This is also much higher than the national average.</p>	<p>This is perhaps an accumulative result of recurring disasters, poor governance, religion-based opposition to vaccination including polio, high stunting rate, prevalence of cousin marriage, gender-based violence, chronic poverty and malnutrition etc. in the disaster-prone areas. Absence of medical facilities (including pre- and post-natal care) in most disaster- prone areas further aggravates the situation, which increase disability too. Moreover, datasets reveal that some disasters increase disabilities. For instance, the 2005 Kashmir earthquake left behind 85,000 severely injured persons. Poor safety standards at workplaces also cause deaths and permanent injuries to workers. The country has failed even to implement 30% of the 1934</p>

	<p>Factory Act, which is essential for workers' safety and hygiene.</p> <p>We may also conclude that disabled persons have higher propensity to get injuries during disaster emergencies.</p> <p>We may also argue that humanitarian assistance and the support that had been provided to the disaster hit communities in the past was perhaps not enough to fully recover from the impact of disasters. It is therefore necessary to read the poverty and disability findings of the VFL together with the findings on recovery too.</p>
<p>3. Disasters and losses:</p> <p>There appears a complete unanimity across all respondents of the VFL study on ranking of disasters. Flooding was ranked at the top by all kinds of respondents, followed by earthquakes, while epidemics/diseases and pollution at third place.</p> <p>On average 90% of the surveyed HHS said they had experienced multiple disasters in the past. In response to this question (In this community, how have disaster losses changed in the last 5-10 years?), 26% said losses have decreased slightly or significantly, while 50% claimed their losses have increased a little or significantly. The similar trends emerged from the responses of the local government officials and the representatives of CSOs.</p> <p>Historical data of calamities also shows flooding as the most frequently occurred disaster in the country. The VFL findings also corroborate the trends that are available in official datasets on disasters' losses.</p>	<p>It is fair to conclude from the findings that the disaster mitigation strategy that is being adopted over decades has failed in reducing damages. Just consider this - despite massive investment on hazard management, improved legislation and establishment of disaster management structures at national and sub-national levels losses continue to rise. For instance, between 1978 and 2017, the governments invested PKR 30,585 million on 5,512 schemes including construction of embankments and spurs. In the 1950s, the total losses due to flooding alone were just \$1,719 million, which jumped to \$11,868 in the 70s and then peaked to \$18,880 in 2010s. In our view the mitigation strategy was flawed as it ignores social side of disaster management. It stubbornly resisted to invest on reducing vulnerabilities of communities. Moreover, corruption and political interference resulted in only poor-quality measures and maintenance of structures. Mere structural interventions cannot build comprehensive resilience.</p>
<p>4. Recovery:</p> <p>On average as many as 43% of the VFL respondents reported that the 'recovery was not possible at all' from the past</p>	<p>Since recovery from shocks is highly likely to take place with the support of primordial social networks and extended families or NGOs, while the role of state is ranked at the top in few</p>

losses, while 45% said it would take more than a year. But the trend jumps to nearly two-third when we look into the responses of Swat, Tharparkar, Sargodha & Muzaffargarh.

Our data clearly establishes the fact that extended families, neighbours and friends play the most crucial role in recovery from disasters. For instance, overall, 53.3% of the respondents (HHs) and about two-third of FGD participants mentioned extended families, neighbours and friends, followed by NGOs/CBOs (21.2%). Only 8.9% mentioned government. However, in Ziarat, Balakot and Multan government and NGOs surpassed the role of primordial relations.

5. Exclusive risk governance:

The VFL data shows that on average 82% of the RSH respondents and participants of FGDs said they (including disabled and vulnerable persons) have never been involved at any stage of risk governance i.e., risk assessment, planning, implementation, monitoring and management.

In case of female responses, the exclusion of women jumps to 97%. Even about 53% of local government officials admitted they had never involved communities in any consultation.

Regarding access to information and financial and material resources for DRR and resilience building more than 85% respondents opted for the answer 'Not at all'.

And only one-third respondents of CSOs **were likely to say** that they supported local governments or communities for their enhanced interaction with officials and for their inclusion.

localities, it becomes imperative to conclude that state institutions matter little in the aftermaths of disasters. Moreover, the VFL section on 'inclusive risk governance' reveals that even in normal times the local governments don't care to involve people in any form of decision making, hence it is fair to conclude that the official exclusionary mindset is not periodic. It is chronic.

However, unlike other disasters a devastating earthquake could hit widely and equally. As a result, there is no one around to provide help. Therefore, we could conclude that in Ziarat and Balakot friends, neighbours and extended families faced the disasters very severely. Therefore, no one was available to help them. Hence, government support surpasses the extended families and friends.

If only a tiny percentage of respondents say they were consulted by local governments just 'occasionally', while a very large majority say, 'Not at All', then it seems fair to conclude that despite policy shift the failure of local authorities to involve people in any stage of decision-making is a deliberate attempt. Even those who said 'occasionally', they might just have had an informal interaction with some officials and perhaps that has been construed as consultation.

This is a result of century's old entrenched patriarchy, which functions through a patronage system. In order to ensure stability over the period, a strong nexus is being maintained between local patrons (local influential) and state officials. Any dissent is curbed right at the community level through these patrons especially in rural and remote areas. Besides, patrons would not hesitate to discourage people from contacting officials directly and vice versa. This patronage system may also be blamed for not getting a truly democratically elected local governments in

	the country for most of the time since independence.
<p>6. Facilitating and preventing factors: The survey section on ‘facilitating and preventing factors’ in participation of the communities in governance also substantiates the exclusion of communities from risk governance as they ranked the “government apathy, lack of political will and official negligence” at the top. This section also informs us that the respondents are fully aware of their own weaknesses – they ranked them in this order – “shortage of time, resources, disunity within community and partisanship of their leaders”.</p>	<p>We may also conclude that the electoral democracy that is being practiced in the country instead of strengthening inclusiveness, in fact has promoted the stranglehold of patrons at all levels of society. No wonder the respondents are found blaming politicians and their own leaders.</p> <p>Considering correct diagnosis, a half treatment sounds wise. Since, the respondents are aware of their weaknesses, it will be easier to motivate communities to overcome them. Keep this in mind during the Action Planning.</p>
<p>7. Neglecting DRR and Climate Change: Almost all the VFL partner communities said in development planning DRR and climate adaptation have been ignored. This opinion remains dominant (70%) amongst respondents of CSOs and LG officials too. Just 21% of LG officials said they effectively include environment in DRR planning. Since women are hardly involved in any public debate even at local level, most women were found unaware of the issue.</p>	<p>Therefore, we can conclude that very often public policies and plans are meant just for the sake of national and sub-national debate, and to please the donor agencies. Even handpicked and powerless local councilors in provinces are hardly informed about their own roles and functions. Involving them in local planning remains a distant dream. Though disaster prone communities are aware of the impact of changing patterns in weather, there is no organized effort to linking them with policy planning and implementation. The provincial governments never bother to ‘waste’ time for such exercises.</p>
<p>8. Early Warning System (EWS) and DRR plan: More than 50% of four communities said they were aware of EWS, while more than 80% of the remaining 11 communities said they were not aware of any EWS. Those who said they were aware of the existence of EWS, half of them said that they neither understood it nor did they part in any corresponding preparedness.</p>	<p>The fact of the matter is that the country has state of the art weather and flood forecast system. However, translating forecasting into an early warning in an understandable language and its timely dissemination has never been done. Therefore, we can conclude that technical side performs its responsibility, while local bureaucracy doesn’t. As mentioned above, this is a result of poor local governance.</p>
<p>9. Awareness: In response to this question - Are you aware of the existence of a government disaster risk management or climate change adaptation plan covering your community? Only 5% responded in YES, while 65% in NO, followed by 30% don’t know. However, when we asked - Do ecosystems (such as wetlands, forests,</p>	<p>Aware of benefits of eco systems –ignorant about government actions is our conclusion: Since communities have been experiencing changes in weather patterns and they are suffering from more losses, their awareness is most likely to be deepening about the importance of climate change adaptation. This must be taken as an opportunity to mobilize and organize them.</p>

mangroves, reefs, sea grasses and dunes) contribute to protecting your community against hazards? 42% and 29% said YES and NO respectively. And a significant number of respondents were likely to know that some development projects have increased the possibility of disasters in their areas. Female responses clearly show that they have lower awareness on these issues than their male-counterparts.

In order to achieve this, an organized mechanism at local and district level must be established. Scientific information and data on climate change and importance of the protection of ecosystems must be strengthened. And the communities under threat must be involved in DRR planning. We would like to reiterate what is being said above – demand side must first get organized and vocal.

6. Quote of the National Advisory Committee member/s on the VFL process and the national finding

"I was humbled when I was asked to become member of the National Advisory Committee last year and one year on today I am proud to read the Pakistan National Report. The VFL survey and the report incorporated very important data on disabilities." Zahid Abdullah, Member Pakistan Right to Information

7. Commission.

"To me, this Survey gives an opportunity to the marginalized segments in the vulnerable districts of Pakistan, to amplify their voices, to be heard by duty bearers - and provides evidence to the civil society and media in carrying out their advocacy for inclusive and just governance systems". Fauzia Tariq Gender Expert

"It is precise, concise and well-articulated. The manner of execution of the project is professional and serves well the overall objectives of the programme. Congratulations." Raouf Hassan expert on public policy.

8. Prioritised Conclusion at the Community and National level

8.1. (Cumulative)

The bottom line of our conclusion is to look at the supply side (governance) first. As our VFL data clearly establishes that for decades officials kept the disaster-prone communities excluded from risk assessment, planning, implementation and monitoring/evaluation etc. Moreover, little variation exists across all the provinces. It is therefore pertinent to examine its underlying factors. Why the exclusion of stakeholders particularly of women, poor and even middle classes, continues to persist despite heavy emphases on the importance of their participation in planning and public policy implementation guidelines in official documents? Why did Pakistan fail miserably to achieve even 40% targets of the MDGs and why are our public policy making and implementing departments failing to meet targets of the SDGs and SFDRR too? And why Pakistan has been trailing its neighbouring countries on most development and DRR indices? These are the hard realities of Pakistan and must be addressed.



Figure 3. Heap of solid waste, Chak Dhandra, Faisalabad

In our view, one major underlying factor is stranglehold of the corrupt elites who cannot be made accountable easily as they dominate legislation, policy making and implementation. A strong nexus has been in existence between legislators and bureaucracies for long in the form of top-down patronage. They don't like to have strong local councils because that would fragment their power. Sadly, mostly civilian governments would either make local system toothless or dissolve it, when they come to power.

However, two provinces have introduced more democratic and empowered local government systems. In our view under the new local government law the concept of 'holding citizens assemblies' twice a year at community level provides a great opportunity for improving social inclusion. And for accountability too. However, local patrons are highly likely to manipulate its processes and outcome.

Therefore, it is imperative that civil society is strengthened at the grassroots level. It is worth noting here that as presence of vibrant civil society is essential at the national level for democratic governance, it is equally crucial to have democratically organized civil society at village and neighbourhood levels. In this regard, NGOs and social

movements i.e., trade unions can play a lead role. Especially we would like to recommend to activists of labour unions and NGOs to think and work beyond factories and workplaces, and projects. Think about doing civic actions in raising issues of governance by making officials accountable prudently and in the light of their responsibilities and laws. This is likely to build pressure on ruling parties and officials to perform better.

Alert - External actors (like NGOs) should act just as a catalyst. This should generate enough energy and confidence amongst communities to make government accountable. This could be achieved by getting an inclusive model for local elected governance.

8.2. (Community Level)

This will help strengthen the demand side. Further, inform the demand side (marginalised and vulnerable communities) about public policies on environment, DRR, poverty reduction, provision of justice, health, education etc. Also inform them that the State is obliged to protect rights and freedoms of the citizens under the constitution and international conventions i.e., SDGs, Sendai Framework for DRR, Paris Agreement etc. Second, organise the communities so that they aggregate and articulate their issues collectively. Also build bridges across communities and link them with like-minded groups across districts. Third, assist communities to democratise their primordial networks by encouraging inclusion of women, minorities, persons with disabilities and marginalised in community level organisational structures and decision-making processes. Build self-help capacity for mutual learning and help, which used to be practiced in the past.

Therefore, the presence of a strong local government system (having sufficient number of women and marginalised in local councils) is perhaps the only solution to achieve inclusive governance, which will pave the way for the inclusion of risk assessment, environment, climate change and poor people's deprivations into the DRR plans.

Finally, there is an urgent need to align the Local Government Acts of all provinces with the National Disaster Management Act 2010, because there exist serious contradictions between the two. Moreover, each province should enact its disaster management act because disaster management has become a provincial subject since the 18th Constitutional Amendment.

9. Way Forward – Public Advocacy

Data of each community has been thoroughly studied in the light of overall findings, government policies and local information. We will present the findings to National Advisory Committee along with recommendations for field preparation (Action Planning). Lack of policy/plan implementation will not only cause huge financial losses to the exchequer, but it will also hit devastatingly disaster-prone communities. Lack of their participation will further exacerbate the situation.

According to the Annual Flood Report 2017 of the Federal Flood Commission, disaster (flood) losses of last six years are equal to preceding 60 years. It is worth noting here that during the last 40 years length of embankments and spurs had increased manifold. Enough evidence is available to establish the fact that design of most of these structures was not appropriate and they were erected at wrong place and local people were ignored at the time of planning. VFL survey data also reveals that more than 90% respondents said that they were never involved at any stage of disaster management.

Under the law and public policy on disaster management participation of vulnerable communities in general and women, people with disabilities and marginalised segments of sections of populations, is mandatory in decision-making, implementation, and review. However, due to entrenched patriarchal mind-set coupled with elite's callousness (due to lack of civil society pressure) successive governments could not translate plans and policies into reality. Our advocacy policy aims to influence state bodies to develop mechanisms in order to ensure involvement of DPCs at each stage of every intervention (from planning, implementation and review).

There appear few but very crucial lacunas in the disaster management legislation. For instance, the National Disaster Management Act 2013 and parliamentary parties to improve legislation on disaster risk reduction including alignment of Local Government Acts with National Disaster Management Act 2010, set minimum standards on DRR and community participation across the country

Establish local governments across all provinces and set minimum standards of local system for all local governments. We aim to address the lacunas in the legislation and align different laws in light of National Disaster Management Act 2010. PATTAN will lobby with local governments for the formation of joint disaster risk reduction/management committees at local and district level. PATTAN will help DPCs to form network at local level and across communities. The recommendations will be shared with all stakeholders at national and provincial levels.

10. Key Recommendations

- Strive for a paradigm shift from hazard centred to vulnerability focussed disaster narrative. Therefore, think not to blame the nature (hazards). Instead examine factors responsible for poor governance.
- Pressure political parties to make DRR and inclusive risk governance part of their election manifestoes.
- Align local government laws of provinces with the National Disaster Management Act 2010.
- Establish local governments across all provinces and set minimum standards of all local systems considering Article 140A¹⁶ of Pakistan's constitution.
- Amendments must aim to make community and women's participation mandatory in decision-making structures and processes according to the NDM Act 2010 and public policy on DRR.
- Establish disaster risk reduction committees at each level of local government structure.
- Build capacities of disaster-prone communities through periodic training and education.
- Risk Reduction should be made part of education curriculum.

11. Implementation of Action Plans

Fourteen of the fifteen participating communities have successfully completed one priority project each of their respective action plan. PATTAN has to raise funds for rest of the work.

The set of activities held not only addressed the issues identified in the conclusions but also increased community ownership. It also increased the confidence of the community that they can take up their issues with the elected representatives & the institutions.

They understood that inclusion of all members of community in the decision making is beneficial. The intervention made with the seed money has positively impacted the community by minimizing the daily disasters they were facing. Awareness raising campaigns and role of committees empowered them.



Figure 4 solar panels installed for water supply in Bakho Junejo Mithi Sindh



¹⁶. "Each province shall by law establish a local government system and devolve political, administrative and financial responsibly and authority to the elected representatives of the local governments."

The communities are determined and demand to strengthen the local government for better disaster governance.

The relevance of the action plans was in accordance to the VFL design and goal through the inclusive decision making and action planning which impacted positively on community's daily lives. The issues prioritised by communities were addressed and resolved, enhancing community ownership & building their confidence. The multiple interventions were directly linked with community issues and the actions planned fully catered to their needs.

12. Annexes

12.1. **Annexure 1. Findings and Conclusions at the Community level**

Despite lying at significantly different ecological and geographical zones, having diverse socio-economic contexts, facing different kinds of disasters, and being governed by different political parties on many questions of the VFL study, there appears huge similarities in trends across the communities. Hence, it is fair to assume that underlying factors are likely to be common too. Therefore, instead of repeating conclusions of each VFL community separately, conclusions could be reasonably merged in the National Findings Section of this report. However, where we find distinct trend, we will state the conclusion/s in the community section.

a.1. Community: Kutchi Abadi, G7/2, Islamabad.

Risk Areas in order of ranking: 1, Flooding. 2, Drug trafficking & pollution. 3, Poor governance.

Findings

This is the only VFL surveyed community which belongs to a religious minority - and resides in a slum, which is spread along a stream. And the stream is being used as a dumping place for debris and solid waste. Hence, the local environ is highly polluted.

Poverty and disability: More than one-third respondents perceived them as poor or very poor, while 36% and 21% said they have someone in family who was suffering from chronic disease and disability respectively.

Risks: The survey analysis finds the following major risks in order of ranking: flooding, drugs addiction/trafficking, pollution and poor governance. In order to reduce impact of these risks, the survey participants suggested the following priority actions: 1, Launch awareness and advocacy campaigns. 2, Improve governance and services delivery including DRR and implement public policies strictly. 3, reduce poverty/inequality, and 4, build community unity.

Facilitating and preventing factors: However, the following factors are likely to act as barriers to the proposed actions: 1, lack of political will; 2, poverty/inequality; and 3, lack of awareness, hope and unity in community. Yet, the community considers presence of NGOs, churches, elected local councillors as facilitating factors. Interestingly, survey data shows contradictory

trends as well. For instance, unity in community and availability of time have been marked both as facilitating and hindering factors.

Impact of disasters: Consequences of the prioritized disasters in order of ranking appeared to be: 1, loss of income & damages to houses, 2, displacement, & 3, Injuries & attack of diseases. The survey also shows nearly ten times higher (21%) incidence of disability in the partner community. Moreover nearly 90% participants of focus group discussions (FGD) & 51% of Random Household Survey (RHS) said losses due to disasters have gone up during the last ten years, while 22% & 27% of RHS reported no change and decline in losses respectively.

Help in recovery: In response to who helped you to recover from disasters, extended families & friends, emerged as the single largest factor, followed by NGOs.

Awareness: The survey data shows extremely low level of awareness about ecosystem, climate change/environment issues, public policy on DRR and Early Warning System (EWS). Alarming, as many as 90% participants reported that local governments did not consult them, nor made them part of any decision-making process.

Conclusion:

The neighbourhood suffers from dual discrimination and neglect - class and religion. As a result, they have far fewer social including recreational facilities in their area than their counterparts in the federal capital. Moreover, since majority of the capital residents have little or no interaction with them or vice versa, there exist a huge ignorance about the plight of their living conditions. We can also conclude that perhaps because of this, hardly any NGO works with them.

a.2. Community: Chungi Amar Sadhu, Kot Lakhpat Industrial Area, Lahore city.

Risk Areas in order of ranking: 1, Drug trafficking/addiction. 2, Air pollution. 3. Poverty.

Findings

Poverty and disability: It is alarming that as many as 48% of our survey respondents said they have disabled person/s in their HH, while 50% categorised themselves as poor or very poor.

Disasters: There appears almost a consensus on disaster related losses as 80% of RHS respondents and 99% participants of the community consultation said that losses have gone up significantly in the last 10 years. Only 20% RHS respondents said losses remained same during this period. They ranked drug addiction/trafficking and air pollution as two most devastating (everyday) disasters, followed by poverty/unemployment and child labour. Regarding recovery period, one-third reported it was not possible, while 42% said it takes more than a year. Extended families and friends played most important role in recovery.

Exclusion from risk governance: On inclusion of public in consultative, decision-making processes including planning and monitoring, more than 80% respondents said they have never been involved in any stage or at any level and there exists no formal structure for their inclusion. Just one-tenth said they were occasionally consulted. Similarly, people at risks have no access to risk related information and to funds for DRR actions. More than 95% respondents said so.

In order to understand underlying factors of inclusion and exclusion of the community in risk governance, questions were asked from individual HHs and during the Focus Group

Discussions. They ranked the following factors as barriers: poverty, negligence of government, influential people including local government officials and factory owners. While extended families, friends, mutual-help and education and awareness were mentioned as facilitating factors.

Nearly 90% respondents reported that local authorities and state officials did not consider impact of development on environment and eco system at the time of planning and implementation.

A large number (86%) of the community reported that they had suffered from some form of shock in the past and they required external help to fully recover. Most people stated diseases as major risk, followed by financial setback, violence and climate change.

a.3. Community: Chak 66 Dhandra, District Faisalabad.

Risk Areas in order of ranking: 1, Pollution. 2, Poverty/unemployment. 3. Poor governance.

Findings

Poverty and disability: Nearly 60% of community categorised them as poor or very poor. And 17% prevalence of disability and 40% chronic diseases must be making them further vulnerable to the risks they have prioritised.

Adverse events: Like in other communities, here too more than nearly 85% faced some form of an adverse situation that forced them to seek external help for recovery. And extended families and friends played substantial role in recovery. However, majority ranked 'no one helped' them as topmost factor.



Figure 5 household survey Chak 66 Faisalabad

In order to reduce impact of risks, the community members suggested to take these steps. 1, launch awareness and advocacy campaign for improved services, particularly on public health, environment and good governance. 2, Self-help movement. 3, eradication of poverty and unemployment. But they think lack of community initiative, absence of political will, poor coordination among actors/stakeholders and lack of resources act as hurdles to the required actions.

Trend in disaster losses: Regarding trends in disaster related losses in the last ten years, the survey shows a consistent pattern of increase in losses across all communities we surveyed. For instance, more than two-third reported increase, while one-third said losses remained the same or have decreased. Interestingly, same percentage of divide exist when we asked whether development projects have impacted negatively on environment and eco system.

The 'inclusive risk governance' section of the survey substantiate reveals widespread dissatisfaction with elected and state officials. Nearly 85% respondents said they have never been involved in any stage or at any level of planning or monitoring and there exist no formal structure for their inclusion. Less than 15% said they were occasionally consulted. However, it has never been a proper way of consultation. Similarly, nearly 95% people at risks have no access to risk related information and to funds for DPR actions.

a.4. Community: Hattar Industrial Estate, District Haripur.

Risk Areas in order of ranking: 1, Poor governance/corruption. 2. Pollution. 3, Poverty and unemployment.

Findings

A very distinct characteristic of this is that 92% of them settled here in the last 10 years. Naturally one-third of them did not feel themselves well integrated in the community. Therefore, this is a unique community as far as the comparison with rest of the surveyed communities.

Poverty and disability: While 42% respondents categorised them as poor, 16% reported having disabled family members and 35% with chronic illness. And everyone said his/her family was affected by an adverse shock in the past and these shocks were injuries/diseases, climate change and financial losses. In order to recover from them they sought external help. And majority put support of families and friends at the top of the list. Interestingly, 50% said recovery from past shocks was not possible.

Impact of disasters: More than 80% appeared to believe that recent developments in their areas have increased the possibility of disasters and this has also impacted on environment negatively.

Regarding trends in disaster losses in the last ten years, every participant of FGDs and 73% of HHs survey said losses have increased. In this case too, the support of extended family and friends goes to the top, followed by neighbours.

Exclusion from governance: On the issue of inclusion of communities including the most vulnerable in various stages of development planning (assessment, policies, actions, implementation and monitoring) by the local government almost everyone said they have never been included. Same is true as far as access to information about and funds for DRR is concerned.

Regarding inclusion in decision-making matters the respondents ranked the following factors as barriers: 1, fear of employers. 2, poverty. 3, lack of unity and shortage of time. Despite stating poverty as a barrier, they mentioned volunteering money and time as facilitating factors. They also said presence of trade unions, citizens committee and CBOs.

Awareness: More than 80% respondents complained that local government and private sector did not consider DRR and environment/ecosystem management while investing and implementing development plans.

a.5. Community: Kaich, District Ziarat.

Risk Areas in order of ranking: 1, Pollution. 2, Poverty/unemployment. 3. Poor governance.

Findings

Poverty and disability: More than 50% respondents considered themselves as poor or very poor. While 20% said someone in their family suffers from disability, almost half of them reported to have persons with chronic disease in their family.

Past disasters: Everyone responded that they were hit by disasters in the past and more than 90% mentioned earthquake, drought and floods. As a result, their houses were damaged, they were displaced and lost livelihoods. In recovery, NGOs played the most leading role, followed by government. Interestingly, unlike other surveyed communities, here very few people mentioned extended families and friends. Regarding trends in disaster losses about 50% said losses have gone up in the last ten years.



Figure 6 Sharing of survey findings at Kach Ziarat

Awareness: Almost everyone said they were not aware of the presence of any DRR and climate adaptation plan or early warning system. The community's awareness about climate change was also likely to be very low.

Exclusion from risk governance: Almost everyone said that the local government has never involved community in assessment, planning, implementation of DRR projects and resilience building and in monitoring of DRR projects. Similarly, all of them said no mechanism exists for the registration of complaints or concerns about risks and hazards.

Nearly 90% responded they could not access disaster related information and funds from the local government.

“Our internal differences at community level are big hurdle in raising our voice collectively for resolving our problems through government.” (A male from Kach, Ziarat, Balochistan).

Facilitating and preventing factors: In order to reduce impact of the risks, the community through focus group discussions suggested the following actions: resilience building through DRR measures including construction of safer places, awareness building and climate adaptation measures. However, they identified the following barriers to the proposed actions: corruption and poor governance, lack of resources and awareness.

a.6. Community: Bashram, District Chitral.

Risk Areas in order of ranking: 1, flooding and landslides/avalanches. 2, earthquakes. 3. pollution.

Findings

Poverty and disability: While 92% respondents categorised them as poor or very poor, 13% respondents reported having disabled family members and 28% with chronic illness.

Disasters' impact and recovery: And everyone said his/her family was affected by adverse events in the past and these shocks caused damages to their houses, crops and livelihoods. Reportedly, mostly natural hazards (drought, flooding, earthquake etc.) turned into disasters. In order to recover from them they sought external help. And majority put support of families and friends at the top, followed by CBOs and government. Interestingly, 53% said complete recovery was not possible.

The community ranked flooding, landslides, avalanches and earthquakes as the most frequent disasters and there appears a complete consensus among respondents that disaster losses have gone up in the last ten years.

Awareness: A large majority of community is aware of the importance (because it saves them from risks) of protecting ecosystem. As many as 84% of them said development projects have increased disaster risks in their area because the planners ignored the impact of these projects on environment.

Exclusion: Regarding inclusive risk governance more than 90% said local government and councillors never involved them in any stage of risk assessment, and planning to reduce risks and building resilience, implementation and monitoring. The community also appeared to be unaware of government plans and structures that are being created for DRR as nearly 90% neither knew about the presence of EWS nor about any DRR plan or complaint mechanisms.

On the issue of access to information about risks and resources for DRR activities almost the whole community opted for 'Not at All'.

Factors affecting participation: The community identified and ranked the following underlying factors of inclusion and exclusion in local governance on DRR. 1. Preventing factors: Lack of officials' interest, lack of access to information, lack of politicians' interest, lack of community's interest and lack of awareness. 2. Facilitating factors: Better coordination, presence of CBOs, self-awareness of community about its ignorance.

The community was likely to perceive the preventing factors responsible for increase in their disaster-related losses. No wonder, almost everyone said the losses have gone up in the last ten years and majority is likely to blame officials for neglecting environment and ecosystem.

a.7. Community: Kauza Dureshkaila, District Swat

Risk Areas in order of ranking: 1, Natural disasters (floods, landslides and earthquakes). 2, Violence/terrorism. 3. Climate change.

Findings

In this community 68% respondents of survey were women, which is a unique characteristic of the whole VFL survey except one.

Poverty and disability: In this community about one-fourth HHs reported disability and almost 50% said they have someone in their family with a chronic disease. Moreover, 74% respondents said they were poor or very poor.

Adverse events and recovery: Regarding facing adverse events in the past 84% respondents said yes. Despite this, a majority said losses due to disasters have declined in the past ten years, while a significant percentage of them said losses remained the same. These shocks caused displacement, economic losses and diseases. About 50% participants said recovery from these losses was not possible. However, they ranked extended families/friends and neighbours as the most important factor in recovery followed by NGOs.

Awareness: Whether it is existence of EWS, DRR plan, ecosystem, environment, factors enhancing disasters risks, awareness level of community appeared to be extremely low. The community also appeared to be unaware of government plans and structures that are being

created for DRR as nearly 90% neither knew about the presence of EWS nor about any DRR plan or complaint mechanisms.

On the issue of access to information about risks and resources for DRR activities about 90% said Not at All.

On inclusive risk governance, about 80% said local government and councillors never involved them in any stage of risk assessment, and planning to reduce risks and building resilience, implementation and monitoring.

The community identified and ranked the following underlying factors of inclusion and exclusion in local governance on DRR. 1. Preventing factors: Political/governance culture, lack of time/information/education, poverty and weak legislation. 2. They identified the following facilitating factors: Better coordination, presence of CBOs, self-awareness of community about its ignorance.

a.8. Community: Talhatha, Balakot, District Mansehra.

Risk Areas in order of ranking: 1, Earthquake and floods. 2, Landslides. 3. Epidemics and poor governance.

Findings

Poverty and disability: As many as 34% and 53% HHs reported to have persons with some form of disability and chronic illness respectively. Moreover, nearly 70% of the respondents categorised them as poor or very poor.



Figure 7 Action planning meeting Balakot

Adverse events and recovery: The past disasters caused damages to houses, financial losses including to livelihoods and displacement. About 40% people reported it was not possible to fully recover from the losses. However, community seems to be divided right in the middle as far as increase in losses. The community also appeared to be unaware of government plans and structures that are being created for DRR as nearly 100% neither knew about the presence of EWS nor about any DRR plan or complaint mechanisms.

Who helped you to recover from disaster losses, unlike other communities, this community ranked extended families and friends at 3rd position, NGOs at 1st and government at the 2nd position.

Awareness: A persistent trend of low level of awareness about EWS, DRR plan, ecosystem, environment, factors enhancing disasters risks including development project is found here too.

Exclusion: The phenomenon of extreme form of exclusion from risk governance also exists with this community. Nearly every respondent said local government and councillors never involved them in any stage of risk assessment, and planning to reduce risks and building resilience, implementation and monitoring. On the issue of access to information about risks reduction measures and resources for DRR activities about 95% said Not at All.

Regarding exclusion in decision-making processes the respondents ranked the following factors as most important: 1, Restriction on women's mobility. 2, Lack of resources and awareness. 3, Exclusion of disabled persons. 4. Political partisanship and poor governance. Regarding facilitating factors, they stated 1, Spirit of volunteerism. 2, Availability of community platform. 3, Presence of youth.

a.9. Community: Bakho Junejo, Mithi, District Tharparkar

Risk Areas in order of ranking: 1, Drought. 2, Epidemics. 3, earthquake.

Findings

Poverty and disability: Nearly 90% respondents categorised their HH as poor or very poor, while 23% reported to have some disabled person in the family.

Adverse events and recovery: The disasters affected the community in a number of ways and in the last ten years, according to every respondent losses have gone up. For instance, they lost livelihoods, crops, suffered damages to houses and were forced to migrate. As many as 73% responded said recovery from disasters losses was not possible. However, the respondents ranked NGOs at the top, followed by government in their recovery efforts.

Level of awareness: Regarding early warning 80% said it did not exist, while 20% said they didn't know. Almost similar level of ignorance was found about DRR plan, importance of ecosystem,

Extreme form of exclusion from risk governance also exists with this community as well. Nearly every respondent said local government and councillors never involved them in any form of risk assessment and planning to reduce risks and for resilience building, implementation and monitoring of DRR projects or DRM. The community also appeared to be unaware of government plans and structures that are being created for DRR as nearly 90% neither knew about the presence of EWS nor about any DRR plan or complaint mechanisms.

On the issue of access to information about risks 95% said Not at All. However, about access to resources for DRR activities 50% said they had received resources occasionally.

The community identified and ranked the following underlying factors of inclusion and exclusion in local governance on DRR. 1. Preventing factors: Gender disparities, lack of officials' interest, poverty, lack of community's interest and lack of awareness. 2. Facilitating factors: Awareness about issues, coordination between stakeholders and awareness about policies.

a.10. Community: Ketty Bandar, District Thatha

Risk Areas in order of ranking: 1, Floods/sea erosion. 2, Torrential rains. 3. Epidemics.

Findings

Poverty and disability: Nearly 81% respondents categorised their HH as poor or very poor, while 32% and 38% reported to have someone disabled and chronically ill person family person respectively.

Adverse events and recovery: The past disasters caused damages to houses, financial losses including livelihoods and displacement. About 45% people reported it was not possible to fully recover from the losses. However, respondents RSH seems to be divided right in the middle as far as increase in losses. But, the findings of FGDs shows complete unanimity among community that losses have gone up.

Awareness: More than 50% respondents said they were aware of the presence of Early Warning System. However, 83% of them said they did not understand the EWS. While 88% reported they did not use it in their disaster preparedness.

“Sea erosion is our biggest problem but nobody pays attention as a result it is increasing our social, economic and ethical issues.”(An elderly man from Keiti Bandar Thatta, Sindh).

About one-third community seems to be aware of the importance of ecosystem and almost half of them said they have taken steps to protect the ecosystem and environment. They were also aware that development projects have adversely affected their ecosystem.

Regarding inclusion of communities including the most vulnerable in various stages of development planning (assessment, policies, actions, implementation and monitoring) by the local government more than 85% said they have never been included. Same is true as far as access to information about and funds for DRR is concerned.

In order to reduce impact of disasters, community suggested the following priority actions: organise community, enhance interaction with NGOs and local government, and diversify livelihoods. However, they find these barriers: corruption, lack of facilities, shortage of time, gender-based discrimination.

a.11. Community: Janobi Sadiqabad, District Dera Ghazi Khan.

Risk Areas in order of ranking: 1, Floods/torrential rains. 2, Corrupt governance. 3. Pollution/poor sanitation.

Findings

Poverty and disability: As many as 88% community categorised itself as poor or very poor. 6% and 20% of respondents said they have disabled and chronically ill persons in their households respectively.

Disasters losses: About two-third respondents said they had to obtain external help in order to recover from disasters. Mostly this help came from extended families, friends and NGOs/CBOs. As far as impact of disasters on losses, this is perhaps the only community whose two-third majority of RSH has said losses have remained the same, while 27% reported

decrease and only 5% mentioned increase. Interestingly, 84% of FGD participants said losses have decreased.

Awareness: Only 2% were found aware of DRR and climate change adaptation plan, while 18% claimed awareness of EWS. About 75% also said they were aware of the importance of ecosystem. More than 50% of RSHs said development projects have enhanced risks, while in FGDs the response surged to 84%. Almost everyone believed that local government did not care about DRR and environment while planning projects.

Participation in risk governance: There appears almost consensus among community as far as participation of community in assessment, planning, implementation and monitoring of governance is concerned. The same is true about access to information about DRR policy/plans and availability of resources for DRR actions.

Factors preventing participation: Findings of both the research tools, the FGDs and RSH survey ranked the following factors as most important: Repression of feudal and sectarian minded religious leaders, gender-based discrimination, shortage of community resources, time and will, poverty, lack of government interest.

a.12. Community: Pahar Gharbi, District Muzaffargarh

Risk Areas in order of ranking: 1. Floods and riverbank erosion. 2. Torrential rains. 3. Epidemics.

Findings

Poverty and disability: Nearly 90% community categorised itself as poor or very poor. 20% and 25% of respondents said they have disable and chronically ill persons in their households respectively.

Experience of disasters and recovery: 92% of respondents said disasters (floods, and outbreak of diseases) had affected them to an extent that they had to seek external help to recover. And their affects were loss to houses, property, crops, livelihoods, which forced them to migrate. As many as 90% said recovery was not possible, and losses have gone up in the last years. It is interesting to note that in Community Consultation everyone said losses have increased, while in individual household survey 49% reported increase and 16% decrease. NGOs, self-help and extended families and friends ranked as top helping factors in recovery, while government agencies ranked at 4th place.



Figure 8. Community consultation Muzaffargarh

Awareness: Only 5% were found aware of DRR and climate change adaptation plan, while 36% claimed awareness about EWS and just 25% of them understand the system. Three quarters reported that no action has been taken to protect ecosystem, while two-third were found aware of the importance of ecosystem. Nearly 75% said development projects have enhanced risks. Almost everyone believed that local government did not care about DRR and environment while planning projects.

Participation in governance: There appears almost consensus among community as far as the lack of participation of community in assessment, planning, implementation and monitoring of

governance is concerned. The same is true about access to information about DRR policy/plans and availability of resources for DRR actions.

Factors preventing participation: Findings of both the research tools the FGDs and RSH survey ranked the following factors as most important: poverty, divisions in community, lack of time, gender-based discrimination, lack of government interest. Facilitating factors: Presence of NGOs, local councillors and community coordination.

a.13. Community: Bhraat, Ghangwal, District Sargodha.

Risk Areas in order of ranking: 1. Floods and riverbank erosion. 2. Poor quality/ unlawful construction, and poor governance. 3. Epidemics.

Findings

Poverty and disability: About 60% community categorised itself as poor or very poor. 36% and 59% of respondents said they have disabled and chronically ill persons in their households respectively

Experience of disasters and recovery: Every respondent said disasters (floods, riverbank erosion, poor governance, and outbreak of diseases) had affected them to an extent that they had to seek external help to recover. Their affects were loss to houses, property, crops and livelihoods, which forced them to migrate. Almost two-third said recovery was not possible, and losses have gone up in the last years. It is interesting to note that in Community Consultation everyone said losses have increased, while in individual household survey 43% reported increase and 48% decrease.

Government, self-help and extended families and friends ranked as top helping factors in recovery, while NGOs ranked at 4th place.

Awareness: Nearly everyone said they were aware of presence of EWS and they not only understood the system but also followed it. However, only 5% were found aware of DRR and climate change adaptation plan. 91% reported that no action has been taken to protect ecosystem, while 53% were found aware of the importance of ecosystem. Nearly 90% said development projects have enhanced risks. Almost everyone believed that local government did not care about DRR and environment while planning projects.

Participation in risk governance: There appears almost consensus (responses varies between 100% and 90%) among community as far as the lack of participation of community in assessment, planning, implementation and monitoring of governance is concerned. The same is true about access to information about DRR policy/plans and availability of resources for DRR actions.

Factors preventing participation: Findings of both the research tools the FGDs and RSH survey ranked the following factors as most important: No time, poverty, divisions in community and lack of leadership, gender-based discrimination, and lack of government interest. Facilitating factors: Social media and the community also noted the same preventing factors as facilitating factors too.

a.14. Community: Bhindi Pattuana, District Jhang

Risk Areas in order of ranking: 1. Floods and riverbank erosion. 2. Torrential rains. 3. Wildlife attacks and epidemics.

Findings

Poverty and disability: 40% community categorised itself as poor or very poor. 7% and 9% of respondents said they have disabled and chronically ill persons in their households respectively

Experience of disasters and recovery: Every respondent said disasters (floods, riverbank erosion, outbreak of diseases, attacks by wildlife) had affected them to an extent that they had to seek external help to recover. Its affects were loss to houses, property, crops, livelihoods, which forced them to migrate. Amazingly only 7% said recovery was not possible, and 24% said losses have gone up in the last years, while 76% they remained the same. It is interesting to note that in Community Consultation about 82% said losses have increased. Government agencies, NGOs and extended families and friends ranked as top helping factors in recovery.

Awareness: Nearly everyone said they were aware of presence of EWS and they not only understood the system but also followed it. However, only 5% were found aware of DRR and climate change adaptation plan. 86% reported that no action has been taken to protect ecosystem, while 44% were found aware of the importance of ecosystem. Nearly 80% said development projects have enhanced risks. Almost everyone believed that local government did not care about DRR and environment while planning projects.

Participation in risk governance: There appears almost consensus among community as far as participation of community in assessment, planning, implementation and monitoring of governance is concerned. The same is true about access to information about DRR policy/plans and availability of resources for DRR actions.

Factors preventing participation: Findings of both the research tools the FGDs and RSH survey ranked the following factors as most important: poverty, lack of awareness and will, lack of government interest, bad influence of powerful people, and lack of time. Facilitating factors: Presence of CBOs, unity/awareness in community and coordination with NGO.

a.15. Community: Jhok Waince, District Multan.

Risk Areas in order of ranking: 1. Floods and riverbank erosion. 2. Torrential rains and poverty. 3. Crimes.

Findings

Poverty and disability: 81% community categorised itself as poor or very poor. 24% and 11% of respondents said they have disabled and chronically ill persons in their households respectively

Experience of disasters and recovery: **Missing**% respondents said disasters (natural disasters, epidemics, climate change) had affected them to an extent that they had to seek external help to recover. And their affects were loss to houses, property, crops, livelihoods, which forced them to migrate. 40% said recovery was not possible, and 23% said losses have remained the same, while 71% said losses have reduced in the last years. Government agencies, NGOs and extended families and friends ranked as top helping factors in recovery.



Figure 9 action planning in Jhok Wains Multan

Awareness: Nearly everyone said they were aware of presence of EWS and they not only understood the system but also followed it. However, only 28% were found aware of DRR and climate change adaptation plan. Only 15% reported that steps have been taken to protect ecosystem, while 45% were aware that ecosystem provide protection from risks. 31% said development projects have increased disaster risks, while only 15% reported that they have affected the ecosystem. Almost everyone believed that local government did not care about DRR and environment while planning projects. 85% said at the time of investment and planning for development local government did not care about DRR and protection to ecosystem. Similarly, more than 80% said they did not have access to disaster related information and could not get any resources for DRR actions.

Participation in governance: There appears almost consensus among community as far as lack of participation of community in assessment, planning, implementation and monitoring of governance is concerned. The same is true about access to information about DRR policy/plans and availability of resources for DRR actions.

Factors preventing participation: Findings of both the research tools the FGDs and RSH survey ranked the following factors as most important: lack of resources, lack of awareness and will in community, lack of government interest and absence of policies. Identified facilitating factors were: Presence of CBOs, unity/awareness in community and coordination with NGO.

12.2. Annexure 2: Consequences, Priority actions and barriers of Risks

12.2.1. Floods

Chart 7. Consequences of flood disasters

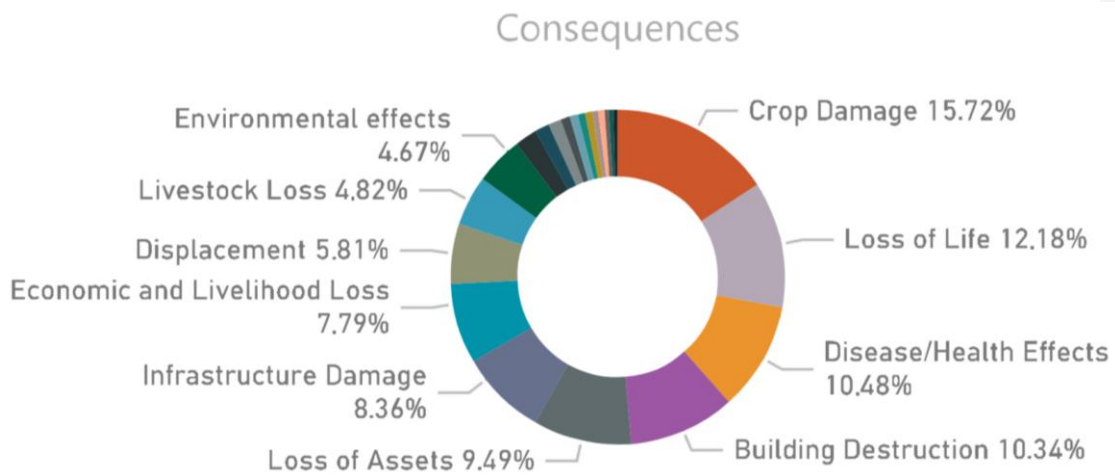


Chart 8. Priority actions required to reduce consequences.

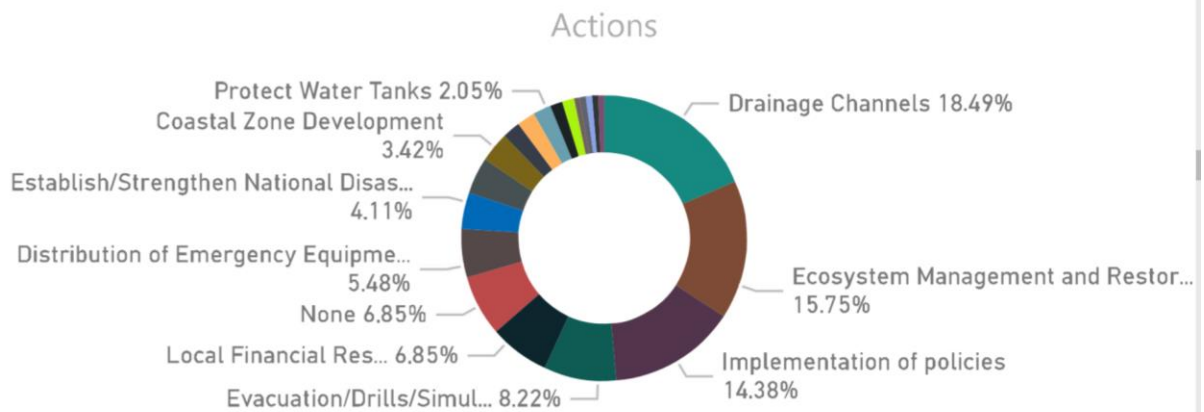
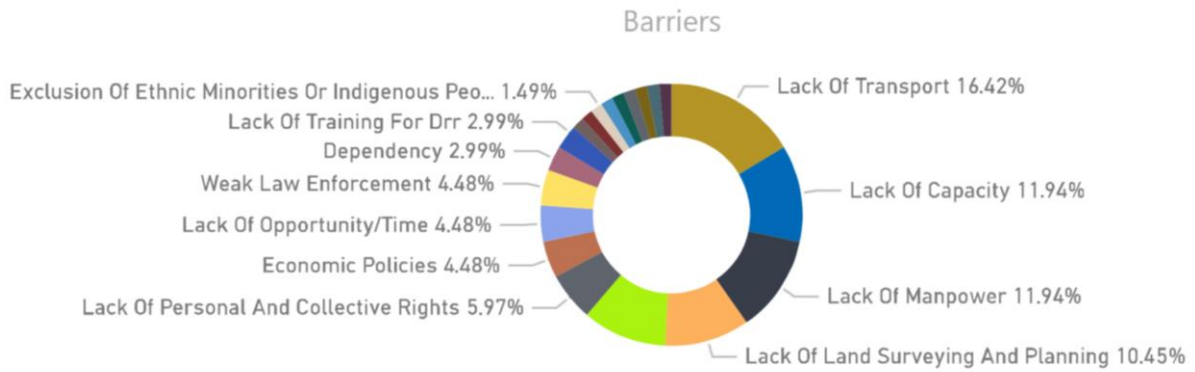


Chart 9. showing barriers to priority actions.



12.2.2. Earthquakes

Chart 10. showing consequences of earthquakes.

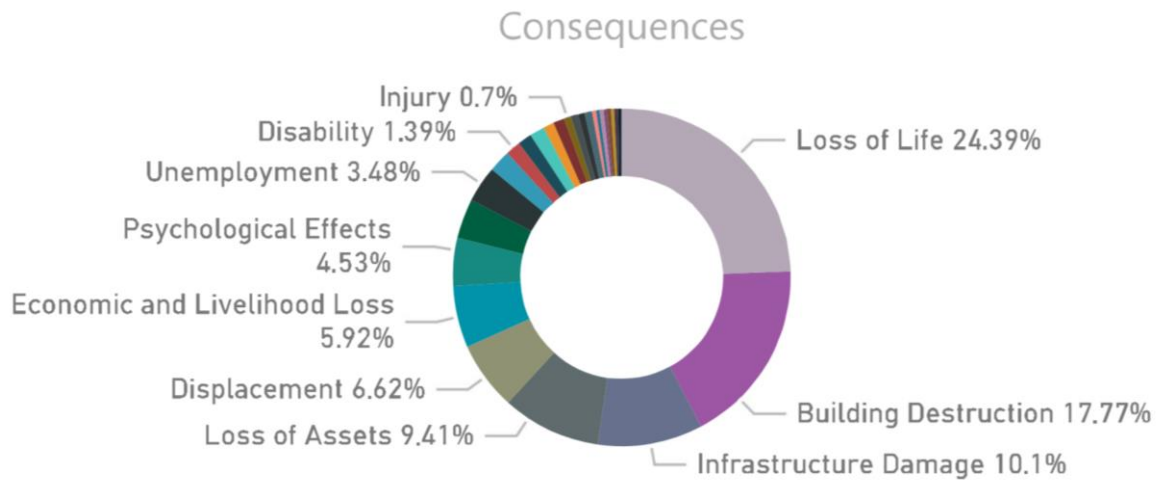


Chart 11. showing priority actions required to reduce consequences.

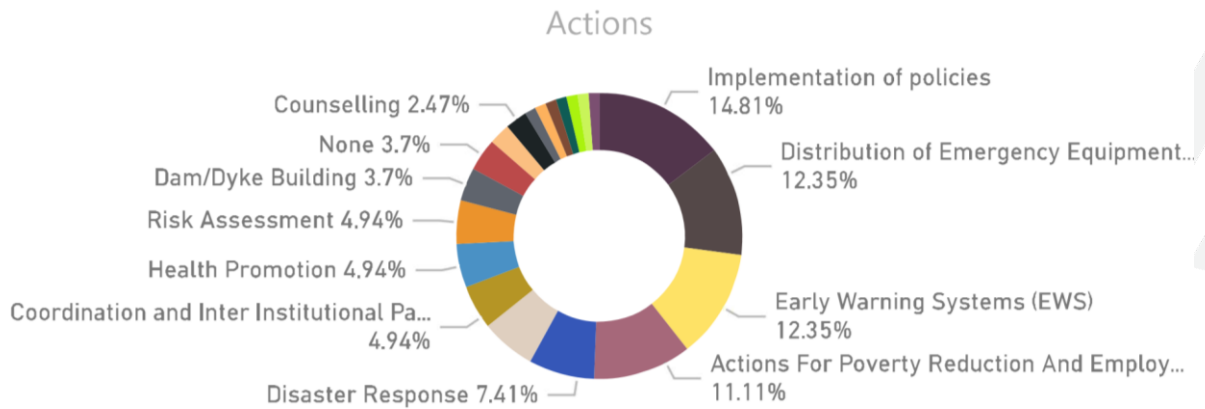
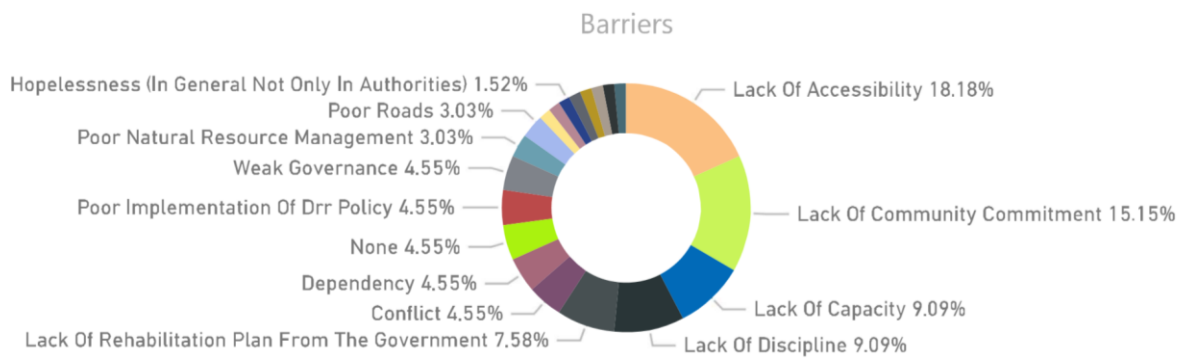


Chart 12. showing priority barriers to priority actions.



12.2.3. Pandemics/diseases

Chart 13. showing consequences of pandemics and diseases.

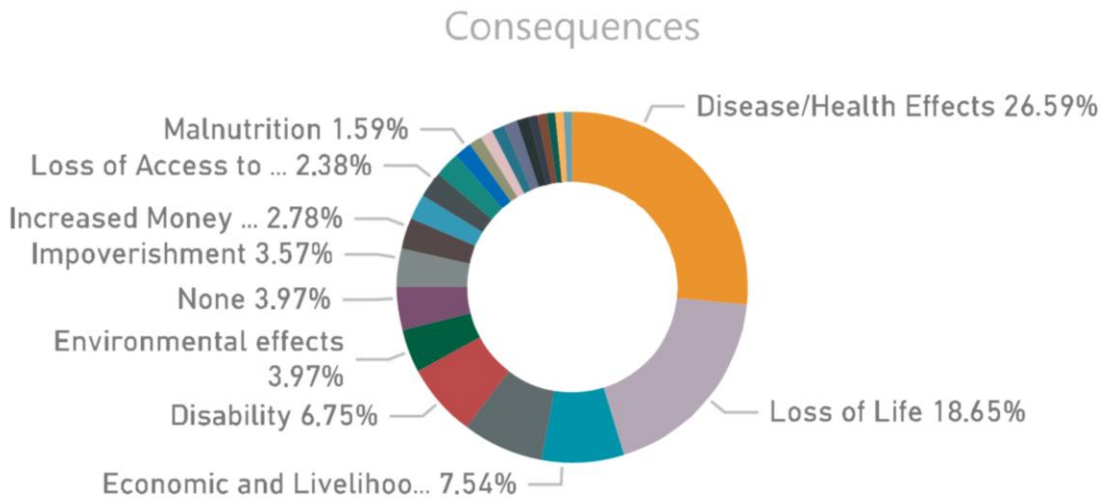


Chart 14. Priority actions required to reduce consequences.

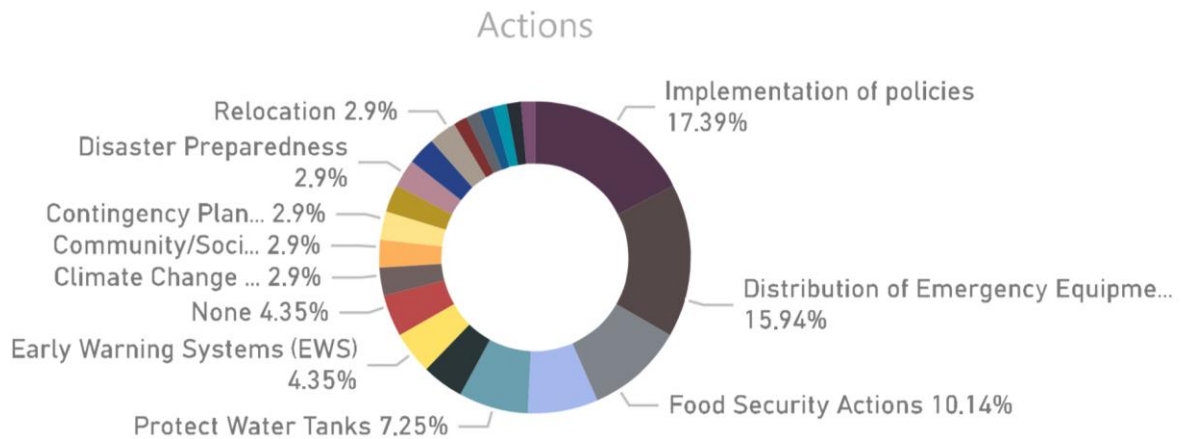
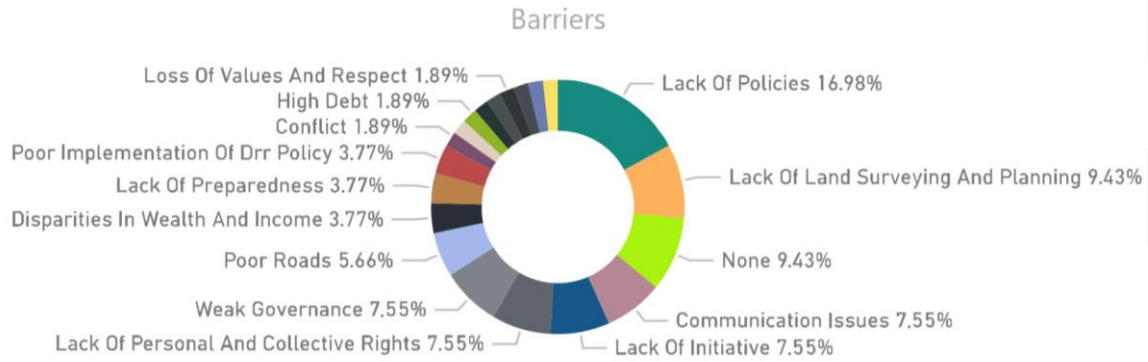


Chart 15. Priority actions required to reduce consequences.



12.2.4. Pollution

Chart 16. Showing consequences of pollution.

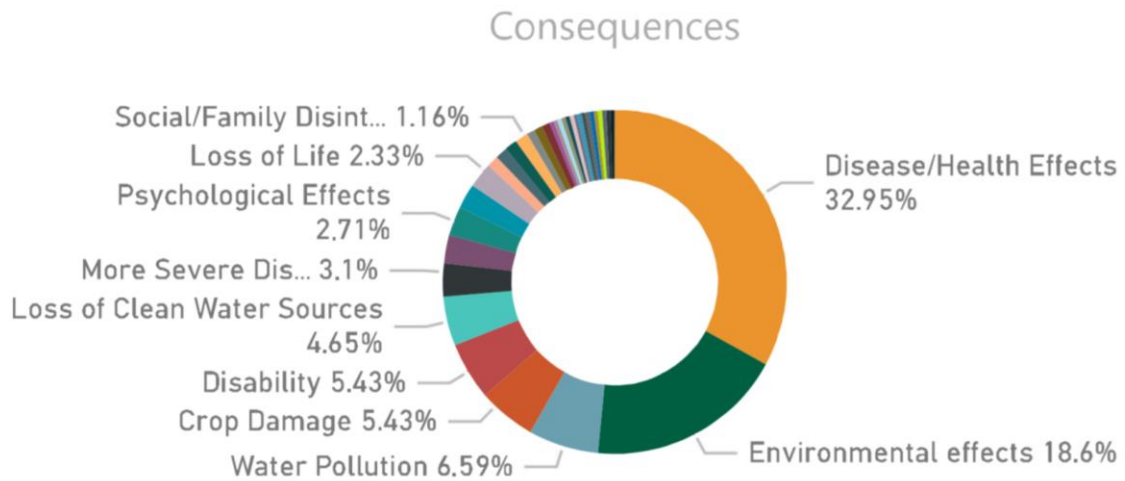


Chart 17. Priority actions required to reduce impact.

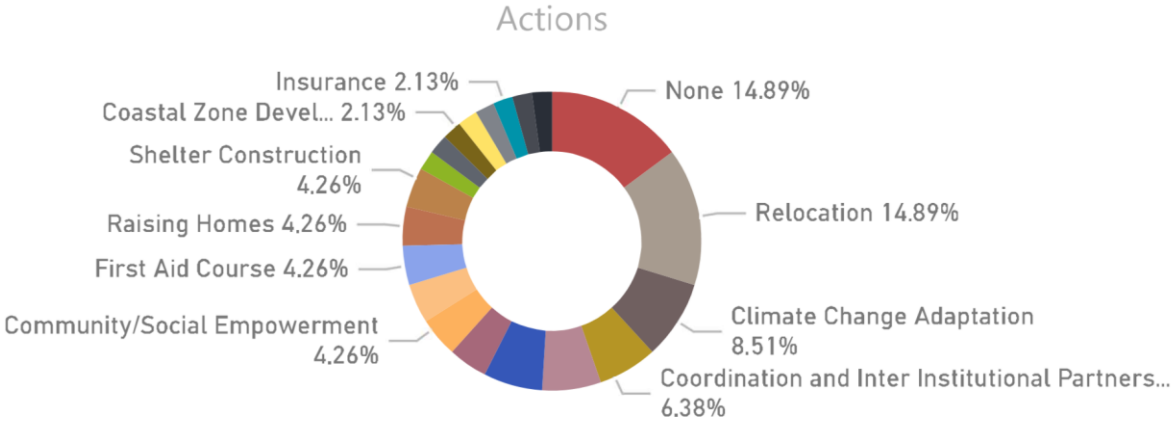
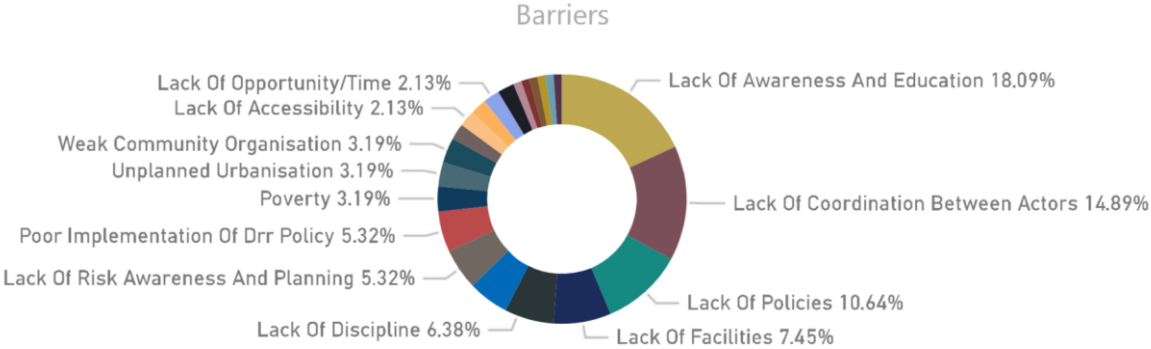


Chart 18. Barriers to be faced for priority actions.



12.3. Annexure 3: National Advisory Committee Members

Sr	Name	Designation/Org	Members contribution for DRR
1	Dr. Khurram Qadir	Historian and author	Being former member of Pattan BOG, he contributed significantly in developing Pattan's DRR & community mobilization policies.
2	Mr. Ahmed Kamal	Flood expert	As head of disaster management at NDMA and being chairman of Federal Flood Commission, his constitution to DRR has been remarkable.
3	Ms. Fauzia Tariq	Gender Specialist	She is a former UN-Women official and helped greatly to make DRR gender sensitive.
4	Mr. Raooof Hassan	Media/communication expert	One of major advertising experts and an influential public policy voice, he helped formulate an effective VFL2019 advocacy policy.
6	Mr. Zahid Abdullah	Scholar and RTI	An old employee of Pattan & being visually impaired, has contributed largely to strengthen our policy on disability in governance and DRR.
7	Dr. Muhammad Ajmal	Civil service officer	As senior civil service officer he has served and headed various government departments. He had worked for PATTAN as a consultant.
9	Mr. Latif Ansar	Labour leaders	A labour activist who has been campaigning for adoption of DRR approach in order to reduce industrial accidents.
10	Mr. Sarwar Bari	Disaster and governance expert	One of the pioneers in DRR and DRM in Pakistan. Founding member of ADRRN.

12.4. Annexure 4: List of Partner Organisations

Name of Organization	Location	Website
Center for peace and Development (CPD)	Quetta, Baluchistan	www.cpdbalochistan.org
Justice, Aid and Development (JAD Foundation)	Chitral, KPK	www.jadfoundation.org
Pakistan Fisherfolk Forum (PFF)	Karachi, Sindh	www.pff.org.pk

12.5. Annexure 5: Questionnaires