



SPO
Strengthening
Participatory
Organization

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Church World Service
Pakistan/Afghanistan

Challenges to Livelihoods and Housing in the face of 2005 Earthquake



Consultative Conference Report

Challenges to
Livelihoods and Housing
in the face of 2005 Earthquake

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The opinions and recommendations presented in the report are solely those of the speakers. They do not necessarily represent the policies and opinions of SPO and CWS P/A.

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Acronyms

CSOs	Civil Society Organizations
CWS/PA	Church World Services Pakistan–Afghanistan
EC	European Commission
EQ	Earth Quake
HRDC	Human Resource Development Center
IBC	International Building Code
IDPs	Internally Displaced Persons
INGOs	International Non-Government Organizations
JACER	Joint Action Committee Earth Quake Response
NGOs	Non-government Organizations
NWFP	North-West Frontier Province
SPO	Strengthening Participatory Organization
USGS	United States Geological Survey

About SPO

Strengthening Participatory Organization (SPO) is one of the largest rights-based, capacity-building NGOs in Pakistan working with community organizations, civil society networks, public interest groups and local governments.



SPO has responded swiftly to the cries of the hapless victims of the 2005 Earthquake in NWFP and AJK. Not only did SPO provide relief to the affected areas by raising funds and utilizing indigenous resources, but it also successfully played its role to enhance cooperation and communication between the stakeholders of the relief operation. For effective implementation of its relief operations SPO has set up field offices in Muzafarabad, Bisham and Battagram.

About CWS-P/A

Church World Service–Pakistan/Afghanistan (CWS-P/A) is registered as an International Non-Government Organization (INGO) with the Government of Pakistan. The organization has



carried out relief and development initiatives in Pakistan and Afghanistan since 1954. CWS-P/A, a regional office of Church World Service Inc., has its central office in Karachi and sub offices in Lahore, Mansehra, Islamabad, Murree, Kabul and Jalalabad. CWS-P/A works through and with both faith-based and secular organizations on a range of development operations to improve the quality of life of underprivileged communities and on pre- and post-disaster management efforts to improve local capacities and capabilities. The CWS-P/A Mansehra office, responsible for field operation in NWFP, is staffed by local personnel. This office has been operating in the area for 27 years. At present, over 100 staff members and several volunteers are involved in responding to the earthquake emergency. Two field offices at Chathar Plain and Balakot have also been established for earthquake response efforts.

Executive Summary

Strengthening Participatory Organization (SPO) in collaboration with the Church World Service Pakistan-Afghanistan (CWS/PA) organized a one-day consultative conference on February 6, 2006, which brought together the experts working in field of 'Livelihoods' and 'Housing' in the earthquake-affected areas. The conference was aimed to inform the policy at the national level by bringing the voices from the field / grassroots to the policy-makers.

The conference was significant in terms of its consultative agenda and the level of knowledge sharing and learning from the field by experts, who had served enormous time and made an immense effort to bring relief to the earth quake stricken population in both Hazara and Kashmir region. The event was unique regarding its participation as well, as it provided a single platform to the local community groups, national and international NGOs and volunteers, bilateral and multilateral donor agencies and government representatives. Unlike other earthquake related events held in the past, this conference, instead of focusing on the achievements and the future tasks, carried forward the recommendations that would feed the policy domain to effectively improve the livelihood and housing services in the affected regions.

After an introductory plenary session, two working sessions on 'Livelihood' and 'Housing' were held concurrently, chaired by Mr. Michael Dale (Head of Aid EC) and Dr. Parvaiz Tahir (Chief Economist, Planning Commission) respectively. Each session was followed by panel discussions, questions and answers. The sessions were ended with the policy and the implementation recommendations, which were shared in the plenary session by the Rapporteurs from each group, later on. The concluding remarks were delivered by a renowned Pakistani architect, Arif Hassan.

During the proceedings in the working session on livelihoods, presenters from Shirkat Gah and Mehboob-ul-Haq Human Resource Development Center (Mehboob-ul-Haq HRDC), shared their experiences on livelihood issues including livelihoods patterns, traditional home-based income generation sources, damage

assessments, challenges and opportunities, need for effective policy making on livelihoods and, last but not the least, effective implementation of the policy. Women were identified as primary stakeholders in livelihoods working session. Therefore, recommendations were also made in consideration of women vulnerability in the affected areas and their effective access to the means of livelihoods. A need, to introduce more safety nets and means of income generation to secure people from vulnerability, was emphasised.

In the second working session on housing, three presentations were made. The housing issue was seen from three different perspectives; community, construction and engineering, and policy. During the working session, the speakers highlighted the weaknesses of the building structures and lack of training in construction mechanisms, which caused huge damage to the buildings and increased the casualties. Stress on introducing strict policies and effective implementation on constructing buildings in affected areas was made. The government agencies were persuaded to identify safer places, which were not at risk of land sliding and distant from the Fault Line for future construction. Recommendations were also made to encourage the government to engage professional architects and builders in construction work in the affected areas.

People's participation in policy-making and implementation remained a key issue in both the working sessions. It was emphasized that training should be provided to the people in housing sector and reviving livelihoods to make the output and impact sustainable and culturally acceptable to the people of the affected regions.

Background

The disastrous earthquake of October 8 2005 was a lesson in disaster management for government, NGOs and the public at large. The sheer scale of the destruction and resulting 3.3 million homeless men, women and children has created a catastrophe Pakistan is not equipped to handle. However, both the national and international community has shown an unprecedented response in relief operations in the affected areas. The main challenge though, lies in the enormous task of rehabilitating these homeless families and providing them with safe and secure housing and repatriation. In this regard, SPO and CWS-P/A organised a conference on “*Challenges to Livelihoods and Housing in the face of 2005 EQ*” held on 6th February 2006 in Islamabad.

The main aim of this conference was to sensitize various stakeholders on the issue of housing and livelihood in the aftermath of the 2005 Earthquake. It was also the intent that decisions taken in case of livelihood and housing in the affected areas should be reflective of the needs of the people affected and built upon a consensus among the stakeholders.

The conference was unique in terms of its consultative agenda and in terms of the participants who contributed their knowledge and experiences. From local community groups, national and international NGOs and volunteers, to bilateral and multilateral donor agencies and government, all took active part in the deliberations and collectively brought forward recommendations to improve the rehabilitation process/phase. The conference did not focus on the achievements and tasks at hand in the area of relief and rehabilitation but based on discussions, brought forward recommendations that would further help develop a policy document to effectively improve the livelihood and housing issues in these regions.

The conference covered the issues faced during recovery, especially within the livelihood and housing sectors, brought stakeholders and subject specialists on common ground and presented to the decision makers’ recommendations that will further help in developing a

policy framework. We anticipate that the compilation of the recommendations as part of this publication will further help in bringing relief to the affected people in a structured, systematic and sustained manner and will contribute towards a policy dialogue.

SPO intends to hold a series of such conferences with its partners on themes that include human rights, gender, child protection and bringing physically challenged persons into the mainstream.

Earthquake Data Sheet

Day: Saturday
Date: October 8, 2005
Time: 08:50:38 PST at epicenter
Area affected: 30,000 sq. km.

Description: The United States Geological Survey (USGS) measured the magnitude as a minimum of 7.6 on the moment magnitude scale, with its epicenter at 34°29'35"N, 73°37'44"E, about 19 km (11.8 miles) northeast of Muzaffarabad, Pakistan and 100 km (65 miles) north-northeast of Islamabad (Pakistan). The hypocenter was located at a depth of 26 km (16.2 miles) below the surface (USGS). The Japan Meteorological Agency gave it a magnitude of a minimum of 7.8. The earthquake is classified as "major" by the USGS. The earthquake caused widespread destruction in northern Pakistan, as well as damage in Afghanistan and northern India. The worst hit areas were Pakistan-administered Kashmir, Pakistan's North-West Frontier Province (NWFP), and western and southern parts of the Kashmir valley in the Indian-administered Kashmir. It also affected some parts of the Pakistani province of Punjab and the city of Karachi experienced a minor aftershock of magnitude 4.6. There have been many secondary earthquakes in the region, mainly to the northwest of the original epicenter.

Casualties: Pakistan (73000+), India (1360), Afghanistan (3)

Injured: Pakistan (79,000+), India (6266), Afghanistan (NA)

Displaced people: Pakistan (3.2 - 3.5 million), India (NA), Afghanistan (NA)

Families affected: 500,000 (on average of seven persons per family)

No. of food insecure: 2.3 million

Women affected: 800,000 (age 15-49)

School children affected: 955,000

Estimated cost of EQ: \$ 5.2 Billion

Opening Session

09:00 AM – 10:15 AM



Panelists for the Opening Session:

- Mr. Mansoor Raza (Disaster Response Coordinator, CWS-P/A)
- Mr. Harris Khalique (Chief Executive, SPO)

Session Moderator:

- Mr. Usman Qazi (UNDP)

The session began with a recitation from the Holy Quran. Session Moderator Mr. Usman Qazi welcomed everyone to the conference. He maintained that the challenges being faced after the October 2005 earthquake were enormous and that certain factors, such as the political and economic situation, could no longer be brushed aside. Mr. Qazi pointed out that the recovery efforts up to that point had been free of any scathing criticism by national and international civil society due to the inclusiveness of the process. The biggest challenge of the future lay in retaining that level of confidence and inclusiveness. So far the challenge had been focused on saving lives and he said that we must congratulate ourselves in having been able to avoid the second wave of deaths due to cold, hunger and disease. The recovery efforts also prevented a mass exodus of affected people to the cities and avoided large-scale violations of rights.

The focus areas and the expected outcomes of the conference were shared with the participants. As this is the first initiative for a group discussion and consultative conference on two specific thematic areas, only the broader challenges rather than specific issues were addressed.

Disaster Preparedness and Response

Some Thoughts and Lessons Learned

Mansoor Raza

CWS-P/A has been working in the field of disaster management for several years and has lately tried to compile the lessons learned from its experiences in the field. Mr. Mansoor Raza shared the following lessons with the participants.



He started his speech by saying that all hazards are natural and all disasters are man made.

There is a definite relationship between demographic change, underdevelopment, governance, environmental degradation, and disasters. This relationship needs to be understood on scholarly grounds and for that educational institutions needs to be involved and funding should be available for relevant researches.

Focus on most vulnerable is most important. In disaster everybody is hit but there is a differential impact depending on class of the victim.

It has been observed that the inertia to act in emergency has strong correlation with the size of the organisation; bigger the organisation longer it takes to act, in otherwise time pressed situations.

Timely access to information is a key issue in disaster management, hence needs to be available to all actors and stakeholders. A centralized system for information collection and dissemination, employing all means, is always required. Emergency and development interventions, for their effectiveness, should be grounded in information and its analysis.

Post disaster media coverage is not adequate enough. Therefore by looking just at media coverage one could not construct “before and after scenarios”. Nevertheless, liaison with media, both electronic and print media is instrumental for sensitization of donors as

funding quantum is strongly related to the media coverage of a disaster.

Institutional donors, most of the times are devoid of mechanisms that can otherwise bring more scientific and realistic analysis of the society. In the aftermath of any disaster, the “tyranny of urgent” prevails and gender concerns are overlooked or dismissed as irrelevant. To bring gender perspective to disaster management, research and data disaggregated by sex is needed.

The environmental impact assessment of disaster, and relief and reconstruction activities is often not considered. Land sliding, timber business and consumerism are interlocked and takes its toll on environmental degradation which probably means more disasters.

It is often pushed, heralded and cited in various meetings that duplication should be avoided, to avoid wastage of resource. Lip service to avoid duplication is always paid but it has been observed that it is overshadowed by donors’ priorities. Organisations being prisoners of mandate, tried hard to coordinate at field level but the respective head offices, usually not located in Pakistan, have their own perceptions, hence priorities, about the situation. The only coordination possible is in terms of information, not resources.

Two biggest indicators for the success in post disaster interventions is that nobody should die of hunger and nobody should live without adequate shelter.

Housing and rehabilitation should be linked with restoration of livelihood and that should take vulnerable groups into account as they are the usual left-outs.

The impact of housing on demography, socio-economic indicators, environment and gender needs to be pre-empted and thoroughly thrashed out before launching of the intervention and for that development of scientific models/alternative scenarios are needed.

Most of the time organizations resort to out sourcing, due to lack of in-house expertise, work load or extravagant funds available for a particular research that have to be spent. Outside commissioning of research results in the suffocation of the in-house expertise, at the

same time, availability of in-house expertise, all the time, is not always possible

Women are found to be strong advocates for preparedness measures at the community level because they understand what disaster means to the day-to-day realities of life. Moreover, monitoring of disasters is the first step in preparation of the disasters

An absence of institutional capacity in gender analysis is reflected in relief efforts, which do not include a gender perspective in their norms and process. Like women, men are also prisoners of specific gender roles and may suffer other 'types' of disadvantages. For example, men usually do not know cooking and seem helpless when receiving food items. Traditionally seen as providers and protectors in times of disaster, men struggle with feelings of inadequacy and failure. Men are supposed to take more risks during and after disasters. In disaster situations, women often take 'male' tasks. This is an opportunity to change society's conception of women capabilities.

Space needs to be created where all the stakeholders can lobby for their interests.

In case of internally displaced persons (IDPs), camps are usually managed by men and it is impossible for IDP women to express their sexual and reproductive health needs, thus amplifying the existing gender barriers.



Context and Rationale of the Conference

Harris Khalique

Though there are many such conferences and meetings being held, we feel that SPO and CWS are in a unique position to hold such a conference because CWS has been coordinating, facilitating and supporting international NGOs in disaster relief and SPO has been active in the Joint Action Committee of national NGOs, that was formed to facilitate civil society for the earthquake emergency. He said that the purpose of the conference was to bring together the main civil society players, not just to reiterate what they have been saying, but also to provide criticism or raise some concerns, especially in the area of housing and livelihood. The aim of the conference is also to attempt to come up with recommendations that could be critical and could improve the process of rehabilitation and reconstruction.



Mr. Khaliq stated that in the last few months, the focus has been on reconstruction and very little rehabilitation was discussed. He noted that these terms are often used interchangeably, which should be avoided. Differentiating between rehabilitation and reconstruction, he explained that the former means rehabilitating society, societal institutions and livelihood. On the other hand, reconstruction, in which large international donors, the national government and provincial governments are interested, is building large bridges, large infrastructure projects and roadways, where international contractors, the Pakistan army and its institutions and private contractors get a huge share. He also said that the participants should bring in the human side of the rehabilitation and reconstruction process and that the conference would make an attempt to highlight this.

He also said that he did not need to remind the participants about issues of local ownership and issues of involving the local population, not just as a part of the decision-making process, but also in the execution of these projects and programs.

Before concluding the session, Mr. Khaliq informed the participants that SPO would bring out a publication on the conference to try and influence the policies that are being made at the moment for rehabilitation and reconstruction.



Moderator's Comments

Usman Qazi

Before the end of this session, the moderator Mr. Usman Qazi said that the conference has presented an opportunity to compare this earthquake with previous disasters in the country and to see why we did not learn from them and why it differs from those. The participants were reminded of the drought which prevailed in Sindh and Balochistan from 1998 until the last year. There are a few glaring differences such as the fact that this disaster is known for its enormity, as it occurred in a short period of time and the devastation was huge and immediately visible. It also occurred in a politically sensitive area, already in the focus of the world and the media.



Droughts, on the other hand, are slow killers but the human suffering is as immense. They also usually occur in empty quarters of the country, which are politically neglected and inaccessible to the media. The issue is that we have diminished our capacity to deal with disasters by brushing aside disasters that were silent. We hope that the lessons learnt in this disaster would not be conveniently forgotten at the institutional levels and that future development planning and livelihood restoration would be more focused on reducing the hazard list.

Challenges of
Livelihoods
in Earthquake–Hit Areas

Working Session 1
10:30 AM – 13:00 PM



Session Chair:

- Mr. Michael Dale (Head of Aid, European Commission)

Presenters:

- Dr. Faisal Bari (Executive Director, Mehboob-ul-Haq HRDC)
- Ms. Farida Shaheed (Coordinator, Shirkatgah Women's Collective)

This working session was held to discuss livelihoods issues specific to the earthquake affected areas, by identifying stakeholders and challenges in occupations, work patterns, and household income sources. An important aspect of this session was the debate on gender dimension in livelihoods, which is crucial for equitable socio-economic development. The outcome of these deliberations, in the form of recommendations, was later presented in the closing session.

Earthquake Affected Areas: Livelihood Issues

Dr. Faisal Bari

Dr. Faisal Bari's presentation focused on a larger issue that needs debate. He began his talk by saying that the government has announced that it will give Rs. 200,000 per household for rebuilding houses, and some money for each person who died. It is not clear what the basis for these announcements is, what entitlements are being created and what future expectations are being formed. While the Disaster Relief Act and similar legislations are on the books, the payments announced do not necessarily match with those implied there or in previous activations. These are important concerns as the answers to these questions will shape the environment in which reconstruction will take place and in which people of the area will have to earn livelihoods for the next few years.



In terms of livelihood issues, he pointed out that a similar kind and level of lack of thought seems apparent. For instance:

- What would be the consequences of injecting some \$5 billion (Rs. 300 billion), over a three-five year period, in a small economy.
- How will the construction market behave?
- How are logistics of raw material (transportation, ware-housing, pricing) to be handled?
- How will prices behave and what is needed – in terms of institutions, regulation and supply-line management – to ensure smooth functioning of markets.

Clearly getting roads opened and repaired, getting housing back, and getting public buildings (schools, hospitals, government buildings) and infrastructure (water, sanitation, electricity provision) back is priorities. But how are these to be phased in terms of activity, geography and markets?

It seems that construction will be the key activity, for creating livelihoods, for this and possibly the next year. At the same time we will have to start thinking about how to restart agriculture and livestock sectors, but this can only come later. He expressed the current thinking that was prevailing regarding reconstruction, which was that people will make their own houses, and government will just dispense money and see to it that the houses are built according to certain standards. But the logistics for even this minimal activity, on the part of the government, are not clear. Will there be enough labour in the region, and enough raw materials. If the input (labour and material) markets are not managed the consequences can be significant (for example Rs. 200,000 per house might not be enough for a house). To ensure prices hold steady we have to manage our supply lines. Enough material has to be moved up north to meet the potential demand for all relevant building materials. And material has to be moved up with reasonable cost of transportation. This implies that we have to ensure better roads and warehousing facilities before construction goes into full swing. The government also has to ensure sufficient inventories. This might require warning domestic producers now to gear up for the potential demand increase, or to open import possibilities.

All of these, given the weak state of most markets in Pakistan, will require careful and thoughtful regulation/planning and execution on the part of the government – things that the government is not very good at. But the cost of mismanagement of reconstruction will be significant in terms of loss of time, wastage of money as well as missed opportunities for generating livelihood activities.

Dr. Bari outlined another facet of housing construction that has to do with administration of the release of Rs. 200,000 per household. He said that we have to have a balance between targeting and efficiency on one side and equity and speed on the other. How do we make sure that people have incentives to rebuild proper quake-resistant

housing? For this we need state recommended designs and materials, and state sanctioned inspections of construction. At the same time we need to make sure that construction or release of money is not held up due to corruption at the local level or at the level of inspectors. Quake affected areas have traditionally had a large migrant labour. Many families have also been forced to move out of their homesteads due to the quake itself. And many have moved to the plains or to camps. There needs to be some study of people in terms of finding out how many would want to go back. For those who do not want to go back, we need to devise mechanisms through which they can settle elsewhere in Pakistan. These families will need substantial help for making this transition. For those wanting to go back, we need to ensure they have the same level of help as being given to people who are still in their respective areas.

Dr. Bari's presentation then outlined the following categories for prioritisation in terms of importance, as well as in geographic terms. These were state activity in terms of road repairs, government buildings, and infrastructure. All of this activity cannot be started at the same time. This activity can also be used, quite easily, to generate employment, and to offer an employment guarantee scheme too if needed. Usage of local labour, local materials, local suppliers, local contractors, and local transporters should be preferred so that the local economies get the most benefit.

He said that the same considerations have to be borne in mind for NGO activity as for the government and private housing activity. Plenty of gainful activity can be generated for the affected areas through reconstruction of housing, buildings, roads and infrastructure in the first couple of years. This could be the way to ensure that people have sufficient income to start rebuilding their houses and lives, and other longer terms means of livelihood. But the process has to be managed well to ensure equity, broad participation and guarantees for almost all people. We have, despite some work by ERRA and others, not yet started thinking about these management issues in a detailed enough manner.

Gender and Livelihood in Earthquake Affected Areas

Farida Shaheed

Ms. Farida Shaheed spoke in her presentation about livelihood as being about people's lives and its link to people's asset base consisting of three different types of assets: physical (natural and capital resources, infrastructure, and equipment), human (education, health, etc.) and social (organizational structures and networks of support). Each of these assets has to be addressed and livelihood has to be viewed in a holistic manner. Ms. Shaheed spoke about livelihood from the social perspective and with a focus on women.



Commonly, responding to disasters is treated in isolation from and as something unconnected with mainstream development planning, but the two are closely related. People's vulnerability to disasters depends on their pre-existing asset base, and, in turn this is influenced by development that have taken place and whether development policies have enhanced people's asset base and therefore reduced their vulnerability, or negatively affected their asset base, enhancing vulnerability.

Inappropriate development policies, or neglect, greatly increase people's vulnerability to disaster. For instance the WWF has pointed out how the earthquake's impact was far worse where de-forestation was high compared to where forest cover survived in the same general area of Muzaffarabad.

Ms. Shaheed expressed that the 8 October earthquake hit an area where people were already vulnerable – many were on, or lived close to, the poverty line. The asset base of the people was low, with livelihood trends indicating high income-dependency on off-farm labour in urban centers in Pakistan and abroad. Like all disasters,

the 8 October earthquake has had gender-specific impacts: pre-existing gender-specific vulnerabilities have been compounded by the shock of the disaster.

Ms. Shaheed outlined the causes of women's greater vulnerability as being results from: a poorer material asset base; weaker social assets in terms of support networks, organization, and decision-making; skills that are less marketable, lower education, poorer access to resources. Cutting across many of these, is women's lack of mobility.



In the aftermath of the quake, she said that women had less access to relief goods and greater difficulty in accessing compensation measures. They have been excluded from decision-making, most importantly in terms of camp management, but now also in terms of reconstruction and rehabilitation needs. Disaster impact often differs for women and men. Especially when not displaced, men's workload decreases while women's workload may increase. Men may leave homesteads in search of livelihood options; women do not have this freedom of movement and may also have the responsibility of caring for children, the injured and elderly and ensuring their immediate survival needs.

There are other differences and, for example, in Pakistan, only the most pressing of women's health needs have been addressed. Less obvious needs, in particular reproductive health needs, have

remained largely unaddressed not least due to a paucity of female medical personnel, but also due to general social attitudes.

Ms. Shaheed used the findings of a rapid assessment of women's risks and vulnerabilities carried out by Shirkat Gah and several other civil society groups in various disaster-hit locations to indicate some of the main problems facing women that have direct consequence for survival and livelihood issues. These are:

Increased insecurity

Relocated in unfamiliar settings, there is an enhanced fear of male strangers. For example, some women with teenage daughters refused to shift to tent villages because of this fear of living in unfamiliar surroundings. There is also heightened fear of violence by, and at the hands of, their own male relatives due to the latter's increased sensitivity to 'socially appropriate' behaviour in the presence of unknown men. This was confirmed by men interviewed, who said they spent the entire time worrying, and 'safe-guarding' their women, feeling incapable of moving from the camp site.

Much of the insecurity is linked to the issue of the placement of latrines in camps. These are usually in one corner of the camp, resulting in women feeling the need to be accompanied before venturing to the toilet, and the embarrassment of having to traverse the entire camp. Sometimes women's latrines are situated beyond men's latrines and women face verbal harassment.

Women's hygiene needs have been a consistent problem, and not only due to the inappropriate or inadequate number of latrines. Few tent villages have provided spaces for women to bathe; even more problematic has been the lack of provision of sanitary napkins or materials for women. Excuses have included the embarrassment of male camp supervisors in handling this problem. No one, it seems, has resolved this by including women in camp management.

Women's lack of mobility has impeded their access to relief goods, medical assistance and compensation.

Compensation

Women have faced problems accessing compensation when they have lost their national identity cards, when they are separated from their men or relocated to an area other than where their men are registered. There is also the question of inheritance: whether women who have lost their husbands will inherit the land, and if they do, whether they will have control over the land since in some places the customs is for the land to be put in the name of the eldest male child; and what happens if there is no male off-spring?

Land rights are a basic issue affecting more than just women. In areas where people live as tenants, there have been complaints of the landlord receiving the entire compensation for all the houses destroyed on their land even though the houses in question have been constructed by the tenants. As a result, the most vulnerable have lost their entire assets *and* the ability to access compensation.

There is also the question of injured and disabled women abandoned by their husbands; instances of widows being forcibly remarried to their husband's relative or, alternatively, being driven back to their natal families. Then there are young women being hastily married off, by parents feeling insecure about the future.

Finally there is a deep-seated feeling amongst people that the earthquake is retribution for some sin committed by them. But what is absolutely unacceptable is the propagation that the earthquake is a retribution for 'women wandering around naked' as announced in one Friday sermon by an *imam-masjid* in Mansehra; or the banner in Abbotabad announcing the earthquake was the result of zina (adultery) and usury in the country. This creates an extremely hostile environment for women to seek any means of livelihood at all.

Rehabilitation plans must address the special livelihood needs of the most vulnerable: those left with disabilities and single head of households, especially but not only women.

Ms. Shaheed emphasized on the fact that women's livelihood issues cannot be looked at in isolation of their general situation and they cannot be 'add-ons'. For instance at the moment the greatest focus

seems to be ‘rehabilitation through physical reconstruction.’ She said that this will do absolutely nothing to improve women’s livelihood options. And, if it is believed that it resolves all problems women will be worse off than before. She claimed that the key to appropriate rehabilitation and reconstruction, therefore, is to ensure that women (and all other disadvantaged sections) are specifically included in all the planning, implementation and monitoring phases and processes.

The aim to create disaster-resistant livelihood options for people requires changing past practices and better governance structures, especially to cater to the needs of the population with little or no asset base. For those with some assets, interventions should protect livelihoods, strengthen livelihood assets and diversify livelihood options. For those without assets this requires creating entitlements, building assets and encouraging livelihood options.

It is absolutely essential to understand that assets do not automatically translate into livelihoods. This requires an enabling environment that includes:

Disaster-resistant physical and social infrastructure

Collective interest community institutions – both formal and informal, organizational and physical spaces. Interventions focused on the community rather than individual households but equally addressing the specific needs of individuals within families.

Better and responsive governance that would include: entitlements to assets, land rights, essential services such as health and education.

Socially responsible markets including market regulations that support agri-economics to stabilize rural livelihoods and cushion market shocks.

For women, an enabling environment also means bringing about attitudinal changes backed by strong government support.

Ms Shaheed emphasized that livelihood issues cannot be looked at in isolation. For example, water may be a key factor for women’s livelihood for if women spend the entire day fetching water, they have no time for any activity that generates a cash income. At the

same time, she said that we have to remember that women are not an undifferentiated mass: some have been engaged in agricultural livelihood activities, some in non-farm activities, while many are urban women for whom these are irrelevant distinctions.

Ms. Shaheed stressed that this is an opportunity to not repeat the mistakes of our previous planning which has taken a top down approach and presumed the same interventions will be appropriate in different localities and circumstances. Let's learn from past mistakes. Let us not repeat the previous misconceived projects of establishing endless - and useless - sewing and embroidery centers across the country that did precious little to enable women's livelihoods. Plans need to look at specific market needs and available resources in specific locations. Planning must be area specific if it is to succeed.

Unfortunately one of the most basic challenges of sound planning is the lack of a sound database. We are in dire need of situation analyses that look at the structural and non-structural dimensions of loss, damage and vulnerability in specific locations. Ms. Shaheed also said that this is an opportunity to review our existing textbooks to ensure people are made aware of the causes of earthquakes.

In conclusion, Ms. Shaheed said that the initiative to formulate a National Plan of Action is welcome, but it is important to ensure integration of the different groups and sectors. Let us remember that women - and indeed all people - live in societies and not in clusters or sectors.

Moderator's Comments

Michael Dale

Answering a question about effective means of coordination, Mr Dale offered his support in taking recommendations from the conference to government, donors, multilateral agencies and other important relief and reconstruction organizations. He said that government and the donors' community always seek concrete suggestions that are based on experience from the field. Appreciating the spirit of dialogue, he said that there is a need for coordination and understanding between organizations undertaking relief and rehabilitation initiatives.



He said that it has been observed in many emergencies across countries, that coordination and understanding can save precious lives by enhancing the pace and effectiveness of the relief effort. Concluding the session Michael Dale in his capacity of the Head of Aid (European Commission) extended all support and commitment towards the relief, rehabilitation and early recovery phases.

He also expressed his opinion that in his view capacity building was of utmost importance and also raised a question whether the objective should be to focus on rebuilding the community in a better way than what it was prior to the quake or bring it to the level that it was before the disaster, this had direct implications on any plan developed for early recovery.

Challenges of Housing in Earthquake-Hit Areas

Working Session 2
10:30 AM – 13:00 PM



Session Chair:

- Dr. Pervaiz Tahir (Chief Economist, Planning Commission)

Presenters:

- Mr. Kubilay Hicyilmaz (Earthquake Engineer, GOAL Pakistan)
- Dr. Suhail M. Qureshi (Head of Earthquake Engineering, NESPAK)
- Mr. Shaukat Ali Sharar (Engineer)

This working session was held to identify housing issues and needs specific to the earthquake affected areas in terms of its culture, geographical terrain and logistical issues. The recommendations from this session were later presented in the plenary where the participants reconvened to collect their thoughts and to devise a future direction.

Earthquakes and Seismic Resistant Housing

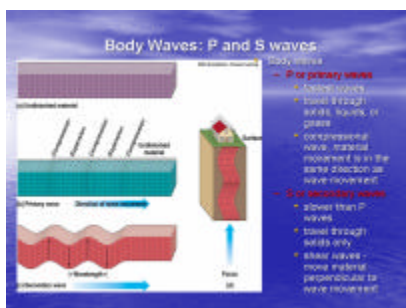
Dr. Sohail M. Qureshi

Dr. Qureshi's presentation dealt with issues related to seismicity, the damage that took place, the reasons behind the damage and the basic requirements for seismic resistance for masonry.



He began his presentation by stating some basic facts on earthquakes, explaining that earthquakes are the shaking or trembling caused by the sudden release of energy, which is usually associated with faulting or breaking of rocks. After an earthquake, there is continuing adjustment of position that results in aftershocks. He also pointed out that the time and magnitude of earthquakes cannot be predicted and that earthquakes cannot be prevented from happening. However, what can be done is that construction can be designed to resist earthquakes.

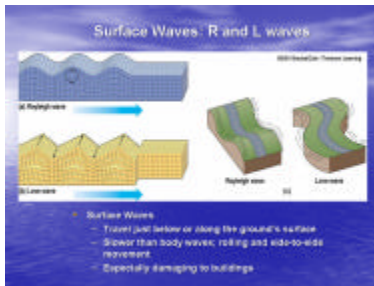
The waves of earthquakes are not unidirectional and are divided into the categories of surface waves and body waves. Body waves are of two kinds: P or primary waves and S or secondary waves. P waves are the fastest waves. They travel through solids, liquids, or gases. These are compressional waves and material movement is in the same direction as wave movement. S waves are slower than P



waves. These are shear waves and only travel through solids. These waves move material perpendicular to wave movement. Surface waves are divided into Rayleigh (R) waves and Love (L) waves. Surface Waves travel just below or along the ground's surface. These are slower than body

waves. They have a rolling and side-to-side movement and are especially damaging to buildings.

The magnitude of earthquakes is measured on the Richter scale, which is a logarithmic scale. Each unit on the Richter scale releases 30 times more energy. Small earthquakes are much more common than large earthquakes and each year there are thousands to millions of earthquakes are below 3 on the Richter scale. Richter magnitude is very dependent on the rock through which seismic waves are traveling as this controls the ground motion amplitude. Whereas the media uses the Richter scale, seismologists use the method of seismic moment magnitude to describe the size and intensity of an earthquake. The seismic moment combines amount of slip, length of rupture, depth of rupture and rock strength. Seismic moment magnitudes are generally close to, but not equal to, Richter scale magnitude.



The major rupture that happened on the 8th of October was due to the Indian plate pushing the Eurasian plate. This took place under Balakot along the Himalayan Frontal Thrust Rupture. Each thrust has the potential to produce earthquakes. If more instrumental data is available, it can help predict this potential.



Dr. Qureshi explained that earthquakes are simply ground oscillations of very large amplitude and rather low frequency. In earthquakes, the predominant mode of excitation is horizontal, not vertical as in normal ground-borne noise. He showed a series of slides documenting the damage caused in various locations as a result of the earthquake of October 2005. Some of these villages cannot be rebuilt in the same area due to rupture and the risk that the fault may slip again. Consequently, some of these villages will

have to be shifted a few kilometres. Balakot will have to be moved five to ten kilometres away due to large ground failure in the area. He also showed a picture of a recently constructed building which remained undamaged in the earthquake due to its proper construction. To survive an earthquake, structures must have resilience to dissipated energy. The connection between slabs and columns should also be carefully constructed. Buildings should also be designed for lateral loading and not just for gravity load.

Dr. Qureshi then explained that seismic waves are what are felt during an earthquake. Buildings, especially tall ones, may amplify shaking. Often people on the upper floors are the only ones to notice small earthquakes. Buildings can continue to oscillate even after the ground stops shaking, which prolongs the duration of the shaking for those inside the building.



Factors that affect building performance during an earthquake

Shape (configuration) of building: Square or rectangular usually perform better than irregular buildings

Construction material: Ductile materials (e.g. steel and aluminum) perform better than brittle materials (e.g. brick, stone and un-strengthened concrete).

- Load resisting system
- Height of the building
- Previous earthquake damage
- Proximity to other buildings
- Soil beneath the building
- Magnitude and duration of the earthquake
- Direction and frequency of shaking



To design for earthquakes, it is essential to understand what happened in past earthquakes and to understand how materials, members and structures respond to earthquakes. This can be done by carrying out basic tests of materials, physical tests of individual members and small-scale tests of structures. It is also important to incorporate knowledge into computer analysis to simulate earthquake demands.

Dr. Qureshi then gave a list of building systems to use when constructing buildings to resist earthquakes. The first was the use of steel or concrete braced frames to resist lateral loads. These are stiffer than pure frames but can cause damage if the brace buckles. Shear walls can also be used. In

this case, wall elements are designed to take vertical as well as in-plane horizontal (lateral) forces. This can be used in concrete, wood and masonry buildings. These resist lateral forces by shear deformation and result in stiffer buildings. There are large openings in shear walls and a much smaller area to transfer shear. As a consequence, one disadvantage of shear walls is that the resulting large stresses cause cracking or failure around openings. Buildings with a wooden frame generally do not collapse because they have many interior walls but can slide off their foundations in case of inadequate bolting. Wooden frames can also lead to cripple wall failure. Buildings with open space on the first floor, e.g., parking area, have a soft first floor as the first story much less stiff than stories above. In such instances, these should be reinforced to prevent collapse.

With regard to un-reinforced masonry, it was pointed out that the typical damage was collapsed walls and then the coming down of roof (floors) and the falling of parapets from the roof. Tilt-up construction is a construction method that can be used which is quick and inexpensive. These have a shear wall load resisting system and are used for warehouses and industrial parks. Typical



damage in the case of tilt-up construction is that walls fall outward, and then the roof collapses.

Mobile homes are factory-built lightweight dwellings. They are built of lightweight metal construction or a combination of a wood and steel frame structure. The typical damage in the case of mobile homes is that the jacks on which the coach is placed tip, the coach falls off some or all of its supports and the jacks to punch holes through the floors of the coach. However, they usually stay intact though they may become detached from utilities.

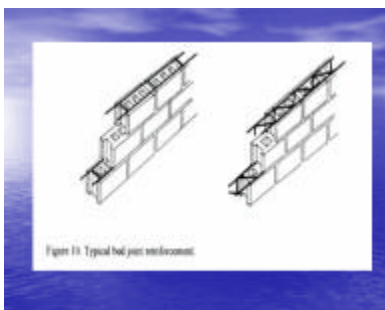


Figure 1.6. Typical tied joint reinforcement.

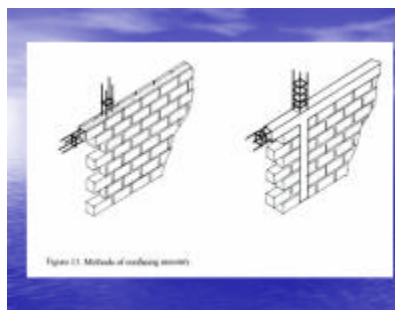


Figure 1.7. Methods of confining masonry.

Other precautions to take to strengthen houses are to build front and side buttresses and tying all walls with reinforced concrete bands. Base isolation is also needed on buildings to resist larger earthquakes. Base isolated buildings are supported by a series of bearing pads placed between the building and its foundation. As a result, most of the deformation in the isolators and acceleration of the building is reduced, thereby causing less damage.

A series of slides was then displayed, which

showed the seismic resistant design criteria for up to two storey houses. It was also emphasised that the compliance of the specified earthquake resistant design and construction practice must be ensured through appropriate legal, administrative and technical control. In conclusion, Dr. Qureshi clarified that, the purpose of these design requirements is not to limit damage, maintain functions, or provide for easy repairs but these are primarily intended to safeguard against major failures and loss of life.

Challenges to Housing in Earthquake Hit Areas

Kubilay Hicyilmaz

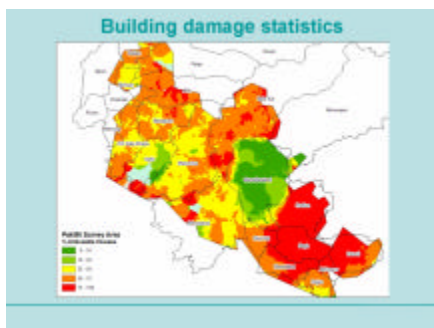
Mr. Kubilay Hicyilmaz's presentation was divided into four parts: Damage Assessment, Training, Coordination and Other Issues.

Damage Assessment

To begin with, Mr. Hicyilmaz pointed out that even five months after the earthquake, there is still no visible sign of damage assessment in the affected areas. It has yet to be determined which houses are safe and which are not and should be demolished. The data that is currently available is unreliable, as the data on fatalities and building damage do not correspond with each other. Assessment needs to be performed by a trained person as houses that are unsafe and dangerous are still being used, whereas houses that are safe remain unused. In addition, buildings that can be made fit for use after repairs are not being repaired.

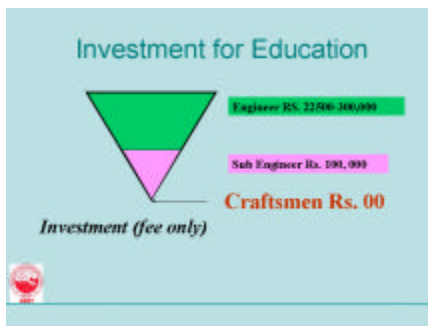


A full assessment is needed for to establish ground realities before spending the World Bank loans. The findings of this assessment must then be communicated to the affected population. In this regard, people must be trained to perform damage assessments as this skill will be also be required by Pakistan in the future.



Training

Rapid training must be carried out to improve building quality. The focus of the training should be on *mistris* as they are the key people in 90% of the housing sector; especially in rural areas (engineers are only responsible in the remaining 10% of cases). However, with



regard to investment for education, all the investment is made for engineers and sub-engineers and no money is invested in the education of craftsmen. Training material should also be made available for those who cannot read English or are uneducated, as is the case for many *mistris*.

The training to be carried out should include teaching proper site selection. It should also involve practicing building layout. The teaching method will be effective if it allows people to learn how to do something, rather than just being told what to do. Building proper foundations (reinforcing foundations, digging deeper) should also be emphasised. The quality of work is often poor and carpenters should be trained on how to improve the work quality. Stone and brick masonry should also be improved but these have to be done through affordable means.

He stressed that seismic detailing of steel reinforcement for concrete buildings has to be carried out. Concrete is generally seen as safe, but bad concrete can be quite dangerous and was the cause of the high death rate in Muzaffarabad.

Mr. Hicyilmaz pointed out that in the past, in the 1935 earthquake in Quetta, there was a similar situation as there is now, with relief being distributed from tents. He also stressed that Pakistan is located in a seismic hazard zone. The scale or location of any future earthquake cannot be predicted but a large earthquake may happen at any time. Therefore, construction should be strengthened or rebuilt all over Pakistan.



Coordination

Mr. Hicyilmaz stressed that it is essential that there be coordination between the civilian government, Pakistan Army, ERRA, the United Nations, NGOs, INGOs and the World Bank. All of these a must have a common forum to be able to effectively coordinate their efforts. He also pointed out that coordination in AJK was complicated due to the difficult political situation in the region.



Other Issues

To conclude his presentation, Mr. Hicyilmaz gave a list of related and interlocking factors that have a direct effect on relief, rehabilitation and reconstruction in earthquake affected areas.

In the aftermath of the earthquake, many shelters have been constructed. These were intended as temporary shelters but in



some cases are beginning to form the first part of permanent construction. This must be avoided as these transitional shelters are not properly planned and are not suitable as permanent construction.

In order to avoid the mistakes made on this occasion and to be better able to handle future calamities, policy makers should be trained in disaster planning. University syllabi should also be updated and school teaching material should be made available. Vulnerability tours must be conducted.

Engineers, sub-engineers and architects must be trained. The strengthening of professional engineering institutions is important. Continued professional development is also of great importance. There should be professional qualifications for *mistris* as well as for engineers. During the training, only the teaching of principals is required, not complete model buildings.

Past



Present

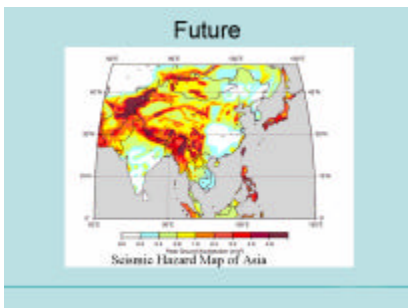


Mobile teams should visit construction sites and provide engineering assistance. This process is also necessary once people start building extensions to ensure that the new additions to the construction are also earthquake-resistant.

An earthquake tax is an option that should be considered for the future of the whole of Pakistan. The money from this tax should go into a savings account in order for the country to be financially ready when the next earthquake strikes.

Quality control is essential. The present quality of steel and concrete is very low and must be improved. There should be incremental

improvement rather than code compliance, as not enough engineers are available for code compliance.

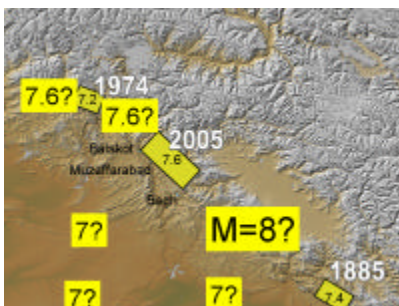


The 8th of October should be commemorated as National Earthquake day. This day should be used to remember the losses of the 2005 earthquake and to raise awareness about the future course of action in case of such disasters.

While many people are moving away from mountains, it should also be ensured that these people are moved away from the rivers in order to avoid the risk of flooding.

Women make up 50% of the population. The training of women is essential as they also contribute greatly in planning the layout of their houses.

Whatever arrangements for construction are made must be adapted to local building conditions.



Housing Options in Ecological Rehabilitation of Earthquake Affected Region in Pakistan

Shaukat Ali Sharar



Shaukat Ali Sharar's presentation was on the housing options of the earthquake affected region in Pakistan, with focus on what can be done for those affected by the earthquake that were landless or homeless. Almost 50% of the population affected by the earthquake was tenants and encroachers. Since

they could not register their names as they did not have this land on their record, they are now living in camps.

Mr. Sharar then went on to present the current rehabilitation scenario. He shared with the group that the government has offered compensation and civil society groups and multilateral agencies have offered material, techniques and cash to the people affected by the earthquake. However, the landless people and poor segments have been unable to access it. Other problems in the present situation include the fact that affectees at large have little know-how of seismically designed construction techniques. In addition, Most of the aid workers are unaware of the local socio-economic context and are target oriented; this approach undermines the actually work of bringing relief to the people. He also brought the group's attention to the terrain which is hilly at large and the focus of relief activities which has been largely in the relief camps, whereas people in the upper areas and scattered areas remain neglected. He was of the view that comprehensive information bases to support rehabilitation initiatives are still missing in spite of various agencies taking coordination initiatives.

With regard to potentialities of providing shelter to the landless, large areas of land are available and a procedure could be developed to address the plight of the marginalized groups. He was further of the opinion that institutions and related groups should be further sensitised and mobilised who would further offer different support as per their strategy. He recommended that seismically designed buildings should be made a collective priority, and advantage should also be taken of the fact that youth at large are willing to adopt appropriate living concepts.

With the help of slides, Mr. Sharar showed the current situation, as well as an intermediate option for resettlement. He suggested that the nearby and surrounding areas of earthquake affected settlements should be considered and properly used. He informed the group that based on his interaction, the people in the region have shown a willingness to participate in these efforts and dialogue is being carried out. Proper settlement planning can be done but this process requires certain institutional commitments, including the following:

- Cash support for rehabilitation
- Construction material support
- Water and sanitation
- Educational facilities
- Health facilities
- Religious facilities
- Recreational facilities
- Gender development initiatives
- Waste water Management
- Livelihood improvement

He suggested that in order to successfully carry out this process, firstly, terms must be negotiated with community group, owners, the government, CSOs and multilateral agencies. Next, rates have to be negotiated and surveys must be conducted, and “minimum

standards” should be applied to construction in consultation with beneficiaries.

He again brought everyone’s attention to the landless and homeless who face uncertainty and have nowhere to go. With a certain amount of planning, they can get land. The presentation specified several options specifically for the marginalized. Landless or homeless lists he proposed should be prepared by the union council or appropriate level and cooperatives with rules formed and developed. He also stressed that the list should also be verified by the government and compensation ensured.

He elaborated that during the process of reconstruction, house designs and construction techniques should be developed keeping in view the socio-economic conditions. These plans must also be approved by the government and professional management teams be put in place with appropriate linkages developed with related enterprises.

He was of the view that if this process is followed then the societal transformation becomes smooth and is in harmony with nature, the rehabilitation process becomes participatory, transparent and tangible, different actors work complementarily for broader ecological rehabilitation and capacity is built which results in the evolution of appropriate institutional frameworks. In this manner, the situation can move from the present scenario and the true potential can be achieved.



Moderator's Comments

Dr. Parvaiz Tahir

Dr. Parvaiz Tahir chaired the session and moderated the discussion. He commented on the damage assessment that had been discussed and was of the view that it required the involvement of the local people. He noted that although the ultimate responsibility lay with the government, yet the government needs a lot of support in terms of suggestions and recommendations. On the issue of coordination, he pointed out that due to the efforts of key stakeholders; coordination had improved over the past two months. However, there remains room for improvement both within and outside government. While he observed that NGOs were



good at relief work, but they needed to learn reconstruction. With regard to the relocation of local populations, he said that it cannot simply be an administrative decision and people need to be fully informed and convinced to move. To conclude the session, Dr. Tahir commented on the importance of social mobilisation, both for micro-assessment and to be able to assess the needs of the people.

Closing Session

13:45 PM – 15:00 PM



Concluding Remarks

- Mr. Arif Hasan (Architect, Town Planner)

Vote of Thanks

- Ms. Maliha Elahi (Programme Advisor, SPO)

Rapporteurs/Presenters

- Mr. Malick Shahbaz Ahmed
- Mr. Shamil Shams

During the two working sessions there had been satisfying conversation although as noted by the session moderator, the division between the two issues of livelihood and housing was merely notional and it was impossible to look at the two separately as there was a great deal of inter-linkages between them.

The closing session successfully presented a concise list of framed recommendations, identified major areas to work on within the larger thematic areas of livelihood and housing, sensitized the issues of livelihood and housing in the affected areas of 2005 earthquake and set the stage for future direction after this conference.

Recommendations by Working Group on Housing

Read by Malick Shahbaz Ahmed

The group sees that social mobilization and effective people participation could play an effective role in all the rehabilitation processes including damage assessment, trainings and building houses. The following are the recommendations brought forward from the working group:



1. The Seismic Parameters (PGA values) evaluated for site specific conditions must be used for Dynamic Analysis. For an area spanning 500 m on either side of any fault-line, special risk evaluation studies must be carried out before sitting any structure. Compilation of instrumental data by the analysts and the government to predict the potential of each thrust to produce an earthquake
2. People should be advised and mobilized by the government to move from the places which are vulnerable to land rapture and slipping of the fault. People should also be encouraged to move from the edges of the mountains but not to the river beds (to avoid the risk of land sliding and flooding). However, the considerations of sustainable livelihoods should be taken into account before relocation.
3. Encourage people through policy, effective implementation and mobilization to build houses which have more resilience to dissipated energy and could resist a greater number of cycles of motions.
4. Considering the fact that irregularity in constructing buildings can be a major cause of collapse, irregularly planned building should be reassessed and reinforced. Moreover, set construction standards including resilience in load carrying columns and

beams should be implemented. Buildings should be designed to bear lateral loading as well. There is a dire need of administrative and legal control over the building processes.



5. To establish ground realities before spending international finances including loans, there should be damage assessments of the houses and buildings in affected areas by qualified and well-trained individuals on mass scale to determine the structures at risk and those which need enforcement for further use. The whole process of assessment should be participatory and empowering so that communities could lead the process in future.
6. Masons should be trained at large scale before the construction process goes to its peak so that they could improve building quality. Training materials should be in regional language with illustrations so it could be useful for all and sundry. Training program should include site selection and practicing building layouts.
7. Mobile teams to visit construction sites to provide guidance.

8. Vulnerability tours should be arranged for students of engineering; school teaching materials should be prepared; and university syllabus should be updated to teach the fundamental principals of seismic resistant design.
9. Earthquake tax for natural disasters in future for the whole of Pakistan should be levied.
10. 10: Government should ensure quality in the construction materials and further should keep watching the inflation trend in construction materials and labour as well.
11. Government should announce the 8^h of October as National Earthquake Day and use this occasion to remember those who have lost their lives and to raise awareness on the natural and man-made disasters to equip people with the better planning in future.
12. Landless people should be grouped and registered so that they could be entitled to compensation. Further, the compensation should be through the mechanisms which could facilitate people. For instance, one of the concerns is that the compensation which has been paid to the victims could only be availed through banks accounts. The ground reality is that a significant number of populations do not have national identity cards, which is mandatory for operating a bank account.
13. Parallel efforts by the government and the NGOs should be discouraged so that focused efforts should be made through effective coordination in all the actors involved in relief and rehabilitation efforts.
14. Role of district governments should be given importance and governance practices should be strengthened to make the process of reconstruction effective and less vulnerable in future
15. During the reconstruction efforts, all major actors should take into account the cultural, environmental and local conditions. Due to heavy deforestation, reforestation should be encouraged by the government.

Recommendations by Working Group on Livelihood

Read by Mr. Shamil Shams

The following recommendations were made in the Livelihood session:

1. All rehabilitation work with respect to livelihoods of the earthquake affectees should be community-driven. Communities should be involved in the processes of decision-making and also the execution of those decisions. It was also said by a participant that we should actually sit with the community people and their representatives and formulate recommendations rather than coming up with a set on our own;
2. Community support systems and mechanism must be put in place for a sustainable development, and local knowledge system should be respected by NGOs and government while making decisions regarding their livelihood
3. There is a need to collect and build database that includes gender disaggregated data. This database should be regularly updated to reflect the ever changing ground situation. Timely access to information and its dissemination to all stakeholders would be crucial in the rehabilitation work.
4. One should focus on rebuilding the community in a better way than what it was prior to the earthquake.
5. There is a dire need to build the capacity of the communities, including the women, who can be trained in managing the livestock and also in new skills. Members of the local government, including women councilors, should be trained.



6. While rebuilding and rehabilitating, gender issue should not be ignored. Attempts should be made at creating new gender and community relations. Attitudinal change with respect to women's issues should be taken care of for the long-term progress of the communities.
7. There is a need to divert the rehabilitation work location-specific. A thorough situational analysis must be conducted to help plan for different areas in accordance to their needs. For example, the division between urban and rural sections of the quake-hit areas should be kept in mind, with their different types of needs.
8. All local and international NGOs should collaborate their efforts, share material, data base, experiences, lessons learnt, and documents in order to better cope with the issue. Exclusionary approach should be abandoned.
9. Environmental and ecological aspect of the area should not be ignored during the rehabilitation process.
10. Benefits of all economic activities and funding of the government and donors should trickle down to the affectees.
11. It is feared that with absence of true democracy in the country, the armed forces of Pakistan would manipulate the reconstruction and rehabilitation for their own benefits as we have seen in the relief work. Proper institutions must be in place, as adhocism usually do not work under these circumstances.
12. Same benefits should also be given to the affectees of drought and floods.
13. Government must decentralize its economic activities in the affected areas. Moreover, it should monitor the economic activity going on in the affected areas, focusing more on protecting the poor people and communities.
14. Building of schools, hospitals and roads would also create employment for the local people.

15. NGOs should not focus on specific areas where all the resources are being diverted; they should distribute their efforts in different pockets.
16. Micro-credit schemes could be initiated in the areas for the benefit of local people



17. Vulnerable sections of the society, especially children and women, must be taken care of and their specific needs should not be ignored.
18. In a situation where women's rights are being violated vis-à-vis property rights, we have to make sure that the state and all actors should make their access to their rightful compensations. Additionally, tenancy rights should also be taken into account.
19. The issue of labourers who have migrated from their areas to other parts of the country should be taken seriously by the government and they should be given incentives to return back to their lands and earn a livelihood.
20. Disaster-resistant sustainable development must be pursued and government must make sure that efforts by local people are actually going in that direction.

Question and Answer Session

The moderator pointed out that many of the recommendations pertained to state actions and expressed the hope that it was implicit in these recommendations that there should be mechanisms to hold the state accountable for its actions. He added that the purpose of these recommendations is essentially to influence the policy of the government and financiers of the government. He also stated that it would be of interest to compare the recommendations of the conference to the early recovery framework by the UN system as well as the damage assessment done by the World Bank and ADB and to address some of the gaps that may be noticed as a result of these deliberations. However, it has to be kept in mind that those assessments were done in the very early stages after the earthquake and there is now a lot more information available in terms of lessons learnt and better insight into the issues.

Mr. Qazi then opened the floor for the Question and Answer Session. The first comment to be made was that there are certain things that need to be made explicit. The time had come to speak out loud and though the conference was timely, it did not come up with action points as the recommendations of both groups were common knowledge.

The next comment concerned a recommendation from the Livelihood session that all work should be community driven. There was a concern that the local people were involved in group politics. As they are not neutral, they only work for those related to their party and are not collaborating with each other. The questioner considered this to be a big problem and that due to this work should not be community driven. He then asked what could be done in this regard. Mr. Harris Khalique, replying to this question answered that people tend to become more biased and intriguing when they are denied their legitimate political space, which is everyone's need and constitutional right. He stated that this was the same for people all over the world. He made an explicit demand that people should not

be denied their legitimate political rights, i.e., the right to make decisions and decide what they want. There are many constitutional arrangements and mechanisms possible, one of which is the democratic right to decide for their rights, which is what is expected from the local council to the provincial and national level. In order to achieve this, a lot of capacity building is required and many of the partner organisations represented at the conference are addressing that need, though not sufficiently. He stressed that this must be done with more planning and involvement.

The next comment was on the need to make more efforts for children. The participant voiced his fear that the children affected by the earthquake might become beggars and that something must be done for them.

Elaborating on the recommendations on livelihood, Ms. Farida Shaheed explained that when talking about efforts being community driven, it is essential that the needs of women and others excluded from the decision-making process be catered to separately. She also added that the community should participate through formal mechanisms that need to be institutionalised. In addition, situation analysis is required for concrete recommendations. There also needs to be specific planning for specific locations as the social structure varies in different areas.

A participant commented that local community should be involved in the planning. He added that large organisations have been working through local community based organisations. Some of these networks were already present, whereas some were formed after the earthquake. Something should be done to sustain these networks. The participant also added that though the army's role was positive in the rescue phase, in the recovery phase, their attitude has become negative. They have become aggressive and should be told that they are not on a warfront but are working with their own people. He also pointed out that though the relief effort has been overwhelming, there are also negative outcomes. People have developed a recipient mentality. These people must be put back on their feet so that they are dignified citizens and as opposed to being beggars and recipients. Concerning the duplication of efforts and wastage of resources, the participant put forward a suggestion that a

division of geographical areas should take place between different organisations. They should identify Union Councils where they will provide all the needs and then network with other organisations.

The next comment was that the disaster had provided national and international organisations and the government with a big opportunity to work with communities at the local level. She recommended that there should be work for disaster preparedness, not in terms of housing structures, but towards livelihood. The local coping mechanisms should be taken into account and there should be efforts to strengthen these mechanisms to build a better community able to cope with disasters, rather than trying to impose foreign structures or capacities.

Mr. Kubilay Hicyilmaz pointed out that there already exist cluster groups, such as in UN agencies, which meet on the issues of shelter, livelihood and mental health problems. He said that local organisations need to work their way into them and should walk up to them rather than wait for an invitation.

The final comment was on the need to build the capacity of partner organisations as this would be of great help in rehabilitation.



Concluding Remarks

Mr. Arif Hasan

In his concluding remarks, Mr. Arif Hasan said that a depressing picture had emerged from the session of housing. He said that the earthquake has shown how underdeveloped we are and that we must realise this and try to rectify it. He also pointed out that educational institutions in Pakistan do not cater to earthquake issues and rehabilitation architecture.



There is also no emphasis on mountain architecture or on the materials used in mountainous areas, e.g. timber. Engineers, architects have to rectify serious issues. In the country, the emphasis is on higher education and there is no stress on middle level technical education, which sustains the higher education. The curriculum of polytechnic institutes has fossilised. This gap is going to affect the programs for development of NGOs and the government. There is no local independent research on livelihood and housing. The only research available on these subjects is that which is driven and financed by international donors with their own agendas.

The building materials that are available for construction are of poor quality. This is due to the fact that there is no quality control. The Standards Institute has not been upgraded anything since 1982 and has, in effect, ceased to function as an organisation.

Mr. Hasan pointed out that most of the recommendations that had been put forward in the conference could not be implemented without effective local government. Most problems are due to the lack of a good governance structure. In this regard, an entity should be established at the Union Council level. Many concerns would be addressed at that level and coordination should also take place at this level. The issues of homeless people, the marginalised, where

the investment has to take place, are all based on assessment. This cannot be directed from centralised locations and can only be done at the local level. The assessment of buildings, of agricultural land, of people who cannot rebuild where they were living before because of ruptures and landslides, can be done in a few weeks if there is sufficient organisational and political will. However, such an assessment is yet to be carried out.

A great majority of the construction, in number terms, is to be done by carpenters and masons. We have seen from the experience of previous earthquakes that this must be according to the wishes and desires of the local people, and not be forced upon them. Thorough training is required to teach them how to use local materials in a manner as to prevent buildings from falling down. Such training will enable them to have the same popular architecture with additional precautions, as this is the way of the future. Though, NGO-built and pre-fabricated houses are welcome, they are merely a drop in the ocean.

Mr. Hasan also outlined the need to organize community problems. The officer at the UC level will realise and understand that need. There are problems such as long queues in banks to open bank accounts to cash cheques and for getting ID cards made. The problems caused people to travel long distances in order to open bank accounts or get ID cards made.

According to Mr. Hasan, the most important issue is to ensure equity and justice among groups that existed before. This could be done through cash for work program. Such programs have been implemented successfully in many disaster areas in the world. This program gives people money for their livelihoods as well as dignity and a sense of ownership of the program that is taking place.

Social mobilisation does not take place through lectures and meetings. For such mobilisation to be successfully carried out requires physical involvement. Whereas, meetings only raise expectations, physical involvement brings people together.

The matter of people not collaborating with each other is only an issue when the state is inaccessible and does not have the means to talk to the people. When the state is the coordinator and becomes

accessible, the issue of people not collaborating with each other becomes irrelevant. This can only be done through a mechanism that the state develops to coordinate. It is the job of the state to create this facilitation.

Mr. Hasan stressed on the fact that we have to be prepared for disasters. Many disaster management programs have been proposed but these can only be made operative when an effective governance system is in place. Some of these aspects can be very useful like education for school children, information about earthquakes, etc., but the actual implementation of an information system, its relationship to the institutions that are involved in disaster management, requires local government institutions.

It is also essential that political decisions be informed. If these are not informed then there is bad management and bad planning. It is the duty of academic institutions, civil society organisations and independent researchers to develop this material. They must then make enough noise to make decision-makers listen, accept what is being put before them and react.

In conclusion, Mr. Hasan stressed that we need to be more specific in our recommendations. To be specific, we need knowledge. Consequently, we have to enhance knowledge. We may already have that knowledge but have not thought about it in a proper scientific manner or have not expressed it. There is limited time as people have already started building houses in these areas. Very soon, if relevant steps are not taken in training people, involving people, making investment in the recovery and rehabilitation of agricultural land, we will have the same physical environment that was present before the earthquake, only much poorer, which would be vulnerable to a similar situation after another earthquake.

Vote of Thanks

Maliha Elahi

At the end of the conference a vote of thanks was given by Ms. Maliha Elahi (Programme Advisor SPO). She also addressed some concerns raised by some of the participants that perhaps consultation was being held away from the affectees and as such it did not represent their concerns. She informed the audience that in fact this conference was not only unique in terms of it being a



consultative working session which had participants from donor agencies, NGOs, INGOs, Government and, most importantly, from the civil society organisations from the earthquake affected areas. She was of the opinion that such a wide spectrum of participants brought together useful recommendations from all stakeholders in the October 2005 earthquake relief operations.



Annex 1

Conference Programme

Topic		Challenges to Livelihood and Housing in the face of October 2005 Earthquake		
Theme		Livelihood, Housing and Including the Marginalized		
Venue		Holiday Inn –Islamabad		
		Joint venture of CWS-P/A and SPO		
Opening Session (9:00 - 10:15)				
Session Moderator: Usman Qazi				
9:00	-	9:30	Registration	
9:30	-	9:40	Tilawat	Fakhrudin Razi (SPO)
9:40	-	9:55	Welcome and Introduction	Mansoor Raza (Disaster Response Co-Ord. CWS-P/A)
10:00	-	10:15	Conference: Context and Rationale	Harris Khalique (CE-SPO)
10:15	-	10:30	TEA BREAK	
Working Session 1(10:30 - 13:00)				
Challenges of livelihood in earthquake hit areas				
10:30	-	10:50	Chair:	Michael Dale (Head of Aid EC)
			Rapporteur:	Shamil Shams
10:50	-	11:15	Presentation 1:	Dr.Faisal Bari (Executive Director Meboob-ul-Haq HRDC)
11:15	-	11:35	Presentation 2:	Farida Shaheed (Coordinator, Shirkat Gah Women’s Collective)
11:35	-	13:00	Discussion	
13:00	-	13:45	LUNCH BREAK	

Working Sessions 2 (10:30 - 13:00)				
Challenges of Housing in Earthquake-hit Areas				
10:30	-	10:50	Chair:	Dr. Parvaiz Tahir (Chief Economist, Planning Commission)
			Rapporteur :	Zehra Rehman/ Shahbaz Ahmed
10:50	-	11:15	Presentation 1:	Dr. Suhail M. Qureshi, (Head of Earthquake Engineering- NESPAK)
11:15	-	11:35	Presentation 2:	Kubilay Hicyilmaz (Earthquake Engineer, GOAL Pakistan)
11:35	-	13:00	Discussion	
13:00	-	13:45	LUNCH BREAK	
Closing Session (13:45 - 15:00)				
Session Moderator: Usman Qazi				
13:45	-	14:00	Seating	
14:00	-	14:30	Recommendation from the Sessions	Rapporteurs
14:30	-	15:00	Concluding Remarks	Arif Hasan
15:00	-	15:00	Vote of Thanks	Maliha Elahi (Programme Advisor SPO)

Annex 2

List of Participants

S. No.	Participant's Name	Organisation
1	Ahmed Raza Khan	Shirkat Gah
2	Mukhtirar Chalgari	SPO
3	G. Mustafa Baloch	SPO
4	Zahid Hameed	Daily Times
5	Farzana Bari	Gender Studies, QAU
6	Chance Briggs	World Vision
7	Javaid-ur-Rahman	The Nation
8	Moochwala	One Hour Action Human Rights
9	Nida Shams	
10	Asghar Ch.	Daily Mussalman, ISD
11	Shahbaz Ishq	UNIPLUS
12	Riaz	Islamic Relief
13	Nasrullah	AHNR
14	Zahid Ali Khan	Sarah Welfare
15	Nasir Kazmi	Asian T.V.
16	Francisco	Sungi
17	Rukhsana Tariq	ISCOS
18	Kh. Babar	Intekhab
19	Nusrat Nasab	Focus Humanitarian Assistance
20	Junaid Aftab	PILDAT
21	Javaria Altaf	Univ. of Arid Agriculture
22	Atif Baloch	Power 99 FM
23	Wasim Wagha	Damaan
24	Fahad Liaqat	Training and Development Const
25	Imran	Daily Urdu Times

26	Umm e Zia	
27	Mian Waseem	Mian Group of Newspaper
28	Petri Lehtowen	Embassy of Finland
29	Nadia Tariq	Pakistan Centre for Philanthropy
30	Masood Asim	Daily Mussalman
31	Zainab Raza	CWS-P / A
33	S.M. Nasar	
34	Tauqeer Altaf	Asian T.V.
35	Bashir A. Tahir	ISCOS-CISL
36	Shabi	FLDG
37	A. Sultani	Daily Azakar, Islamabad
38	Catalina Buciu	World Vision
39	Tania Regan	UNJLC
40	Sajida Perveen	Shirkat Gah
41	Omar Ahsan	AL-Falah Foundation
42	Moiz Ali	Plan International
43	Inam Ullah	SCF (Sweden)
44	Mustabshera	PTV
45	M. Fiebig	DWHH/GAA
46	Gulbaz Afaqi	SVDP
47	Zehra-tul-Fatima	AMAN Pakistan
48	Saima Nazish	AMAN Pakistan
49	Yamina Mokrani	Oxfam
50	Hamid Ullah	CRI - Pakistan
51	Choi Mina	Good Neighbours Intl.
52	Erum Wali	HRDN
53	Aftab Maken	Daily Business Recorder
54	Bilal Naqeeb	SPO
55	Arfa Zaheer	IUCN
56	Fazal Mabood	HUJRA

57	Kevin Dykstra	CWS
58	Catherine Arnold	DFID
59	Erum Sajid Gul	
60	M. Zahir	Islamabad Online News
61	Sohail Shah	Photographer Online
62	Farzana A. Shah	ERRA
63	Ijaz Qasim	SPO
64	Ellahi Bakhsh	SPO
65	Ambreen Abbas	PCP
66	Dr. Sohail Qureshi	NESPAK
67	John Ward	UNICEF
68	Muhammed Ahmed	Shirkat Gah Lahore
69	Babar Mir	AL-Falah Foundation
70	Samreen Murtaza	Save the Children Sweden
71	Shamil Shams	SDPI
72	Ghulam Qadri	Save the Children
73	Salim Khan	APP
74	Farhan Mall	Habitat for Humanity
75	Maria Fernanda Quintero	OCHA
76	Assadullah Jan	HOAP
77	Mujeeba Batool	HRDN
78	Arif Hasan	OPP-RTI/URC
79	Sherrill Grant	HSI - Humane Society
80	Dr. Laeeq Mirza	Potohar Mental Health Association
81	Shaukat Sharar	Shaukat & Associates
82	Abdul Waheed	Bright Education Society
83	Muhammad Ali	Khpal Kor Swat
84	Dr. Riaz Yousafzai	BIRDS
85	M. Gul Nawaz Khan	

86	Saeed A. Choudhry	Pakistan Education Foundation
87	Mukhtar Javed	Sungi
88	Jamal Shahid	
89	Shaista Jabeen	SPO
90	Shahid Mehmood	SPO - Peshawar
91	Saadia Yaqoob	CWS - P/A
92	Noor Mohammad	SPO
93	Saadia Mumtaz	Aurat Foundation
94	Anna-Liisa Kaukinen	Embassy of Finland
95	Adnan Sattar	
96	Azad Hussain Khan	Insaniat Welfare Trust
97	Zameer Ahmad	UNOCHA
98	Habib-ur-Rehan	Engineering Consultant
99	Uzma Quresh	Rozan
100	Akhtar Piracha	Online News Agency
101	Waseem Haider	ALF
102	Zahid Qayyum	NNI
103	Jamal	TVI - Rung TV
104	Duriya Hashmi	RDPI
105	Michael David Dale	European Union
106	Kubilay Hicyilmaz	GOAL Pakistan
107	Dr. Faisal Bari	Mahbub ul Haq HRDC
108	Irfan Khan	Social Development Worker
109	Shahzad Ahmad	IUCN
110	Dorothy Blane	Concern
111	Bab Jee Sahib-e-Nakhla	Nakhla Markaz for well-being
112	Florian Kopp	Malteser International
113	Klaus Euler	Malteser International
114	Huma Chughtai	

115	Sung Hoon Ko	Good Neighbours Intl
116	Saleem Ahmad	HUJRA
117	Mustafa A.M Elkanzi	Intl. Rescue Committee
118	Mubashir Ahmed	Concern
119	Shujat Ali Khan	SAAG
120	Julia Macro	IOM
121	Stefan Recker	Carl Bro
122	Dr. Maureen Fordham	Northumbria University
123	Engr. Sajid Naeem	NRSP
124	Laila Khan	Intl. Rescue Committee
125	Dina Khan	De Lass Gul Welfare Program
126	Dr. M.A. Naeem	Univ. of Arid Agriculture
127	Israr Muhammad	Al Falah Foundation
128	Hammad Malik	Daily Khabrain
129	Kashif Jamal	The Network
130	Justin Patrick	EPDC
131	Mehvish Abbas	CWS
132	Gulshan Maznani	CWS
133	Ghayur Khan	CWS - P/A
134	Engr. Ejaz Muhammad	CWS - P/A
135	Aaref Farooqui	SPO
136	Zeeshan Ali	WHO
137	Sohail Ahmed	The Post
138	Gul Faraz	Centre for Wellbeing
139	Maliha Elahi	SPO
140	Mansoor Sadiq	INP
141	Shahzad Hashmi	CWS-P / A
142	Zafar Wazir	CWS-P / A



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