

Document of  
The World Bank

Report No: P7664-PK

**MEMORANDUM AND RECOMMENDATION**  
**OF THE**  
**PRESIDENT OF THE**  
**INTERNATIONAL DEVELOPMENT ASSOCIATION**  
**TO THE**  
**EXECUTIVE DIRECTORS**  
**ON A**  
**PROPOSED CREDIT**  
**IN THE AMOUNT OF SDR 281.8 MILLION**  
**(US\$400 MILLION EQUIVALENT)**  
**TO THE**  
**ISLAMIC REPUBLIC OF PAKISTAN**  
**FOR AN**  
**EARTHQUAKE EMERGENCY RECOVERY CREDIT**

**December 5, 2005**

**Energy and Infrastructure Unit**  
**South Asia Regional Office**

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## CURRENCY EQUIVALENTS

(Exchange Rate Effective November, 2005)

Currency Unit = Pakistan Rupees (PKR)  
PKR 59.7 = US\$1

## FISCAL YEAR

July 1 – June 30

## ABBREVIATIONS AND ACRONYMS

ADB	Asian Development Bank
AJK	Azad Jammu and Kashmir
CAS	Country Assistance Strategy
CSIA	Continuous Social Impact Assessment
DFID	Department for International Development
DRUs	District Reconstruction Units
EIAs	Environmental Impact Assessments
ERC	Emergency Recovery Credit
ERRA	Earthquake Reconstruction and Rehabilitation Authority
ESSAF	Environmental and Social Screening and Assessment Framework
GDP	Gross Domestic Product
GOP	Government of Pakistan
IDA	International Development Association
MIS	Management Information System
NWFP	North West Frontier Province
PO	Partner Organizations
RA	Reconstruction Agency
SA	Social Assessment
UN	United Nations
UNDAD	Disaster Assessment and Coordination
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme

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This emergency project was prepared in parallel with a Preliminary Damage and Needs Assessment which was carried out jointly with the Asian Development Bank (ADB).
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**MEMORANDUM AND RECOMMENDATION  
OF THE PRESIDENT OF THE INTERNATIONAL DEVELOPMENT ASSOCIATION  
TO THE EXECUTIVE DIRECTORS  
ON A PROPOSED CREDIT  
TO THE ISLAMIC REPUBLIC OF PAKISTAN  
FOR AN EARTHQUAKE EMERGENCY RECOVERY CREDIT**

1. I submit for your approval a proposed credit of SDR 281.8 million (US\$400 million equivalent) to Pakistan for an Earthquake Emergency Recovery Credit (ERC). The program would support the efforts of the Government of Pakistan (GOP) to address the immediate post-earthquake needs and to start the recovery process.

**A. BACKGROUND**

2. On October 8, 2005, at 8:50 PST, a magnitude 7.6 earthquake occurred in Pakistan, Afghanistan and India. The earthquake epicenter was located 100 kilometers north-northeast of Islamabad, along a fault associated with the Indian subcontinent moving northward at a rate of about 40 mm/yr and colliding with the Eurasian continent. Tremors were felt across a wide swath of South Asia, from central Afghanistan to western Bangladesh. More than 1,000 aftershocks were recorded in the India-Pakistan Kashmir region, ranging from magnitude 5.0 to 6.0.

3. In Pakistan, the earthquake left widespread destruction in its wake, killing at least 73,000 people, injuring more than 70,000, and leaving 2.8 million people displaced. Pakistan-administered Kashmir, known as Azad Jammu and Kashmir (AJK), and the eastern Districts of the North West Frontier Province (NWFP) were dealt the most serious blow and have suffered extensive damage to economic assets and infrastructure, with social service delivery, governance, commerce and communications either debilitated or destroyed<sup>1</sup>. Vulnerable groups, including mainly women and children living in inaccessible mountain areas with low levels of income and service provision, were particularly hard hit.

4. At the request of the GOP, the Asian Development Bank (ADB) and the World Bank carried out a joint damage and needs assessment (See IDA/SecM2005-0588, dated November 18, 2005). Based on this assessment, overall loss of public and private assets (direct damage at book value) in the eight most affected districts is estimated at Rs. 135.2 billion (US\$2.3 billion), and the loss in income (indirect loss) is estimated at Rs. 34.2 billion (US\$576 million). Private housing, with damages calculated at Rs. 61.2 billion (US\$1.03 billion), suffered the most extensive damage, followed by transport, education, and agriculture and livestock sectors.

5. The cost of reconstruction of lost assets and the restoration of services is estimated to be Rs. 208.1 billion (US\$3.5 billion). A substantial share of this total relates to housing reconstruction, which will cost an estimated Rs. 92 billion (US\$1.6 billion). In the short term, resources are required in particular for housing, livelihood restoration, social and physical infrastructure, and capacity building. The needs for recovery run parallel to the level of damage sustained by each sector, with some variation depending upon the recovery strategy and its intent to replace damaged assets with those of equal value.

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<sup>1</sup> Azad Jammu and Kashnir (AJK) is the Pakistan-administered portion of an area over which India and Pakistan have been in dispute since 1947. In providing this financing IDA does not intend to make any judgment as to the legal or other status of any disputed territories or to prejudice the final determination of the parties' claims.

## B. DONOR RESPONSE AND ASSISTANCE

6. When the GOP requested international assistance, the international community was quick to respond and assistance started arriving within days of the earthquake. The World Bank approved a package of financing of US\$475 million within weeks of the earthquake. The United Nations immediately deployed its Disaster Assessment and Coordination (UNDAC) Team to provide technical assistance to assess the scale of the disaster and help manage the international response. The United Nations Development Programme (UNDP) is helping coordinate relief efforts at both national and local levels. Other UN specialized agencies such as United Nations Children's Fund (UNICEF), the World Food Programme (WFP), and the United Nations Population Fund (UNFPA) have also provided emergency relief assistance.

7. The UN launched a flash appeal of US\$550 million for immediate relief assistance to Pakistan. The Secretary-General of the United Nations hosted a Ministerial-level international donor conference in Geneva, on October 26, 2005 to seek support for the short term relief assistance requirements. On November 19, 2005, more than eighty-five delegations, representing multilateral, governmental and international non-governmental organizations, convened in Islamabad to pledge financial and in-kind support to the Government of Pakistan's reconstruction and rehabilitation program. The Secretary-General of the United Nations participated in the conference and reinforced the global initiative to mobilize and boost resources for the medium to longer term reconstruction and rehabilitation program.

8. The Islamabad conference provided delegates with an opportunity to review and discuss the joint Asian Development Bank and World Bank Preliminary Damage and Needs Assessment as well as the Government's strategy of "Building Back Better", an effort to improve upon pre-existing systems and institutions. At the close of the one day conference, the Government of Pakistan had secured US\$5.9 billion in pledges, ranging from US\$300,000 to US\$1 billion. Of the total amount pledged, approximately US\$2 billion was in grant support while US\$ 3.9 billion was in the form of concessional or soft loans.

## C. WORLD BANK RESPONSE STRATEGY

9. At the request of the GOP, a mission led by the Asian Development Bank (ADB) and the World Bank conducted a preliminary damage and needs assessment.<sup>2</sup> The objective of this joint mission—which took place from October 24 – November 12, 2005—was to estimate the damage and reconstruction costs of the earthquake, in cooperation with the two agencies and in coordination with the Government, development partners, civil society, and other stakeholders. In parallel, the team was asked to assess the emerging needs of the affected communities to be reflected in the medium to longer term reconstruction and recovery phases following the initial relief efforts. Thus the assessment aimed to provide decision-makers and stakeholders with a quantitative basis on which to design a comprehensive reconstruction strategy and to request assistance. The assessment process was also coordinated with the agencies of the United Nations (UN), international organizations, and bi-lateral donor organizations.

10. The Bank is playing a key role in helping the GOP deal with the immediate consequences of the disaster and in assisting in longer term reconstruction and rehabilitation efforts while helping to safeguard implementation of the ongoing poverty reduction program. The Bank has pledged to provide financing commensurate with need in the context of the results of the Damage and Needs Assessment and in coordination with the efforts of other development partners. The Bank has already approved an initial response of US\$475 million, consisting of US\$440 million of additional financing for ongoing operations

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<sup>2</sup> *Pakistan 2005 Earthquake: Preliminary Damage and Needs Assessment*, IDA/SecM2005-0588, November 18, 2005.

and US\$35 million of reallocation of funds within existing projects<sup>3</sup>. Of this amount, US\$200 million was provided as budget support to help meet immediate financing needs. The additional financing and restructuring will support restoration of vital economic and social infrastructure, including roads, highways, health and education facilities, village level infrastructure, water and sanitation, and housing.

11. To further support the emergency recovery and reconstruction effort, IDA proposes to make available US\$400 million through an Emergency Recovery Credit (ERC) for support over a three year period. The Government of Pakistan's program of earthquake-related reconstruction is by definition multi-sectoral and includes, among others, housing reconstruction, livelihood support, import financing, and capacity building. As detailed below, IDA would provide support to activities in these areas, in addition to making funds available for any financing gaps identified in other sectors, including social protection, health, education, agriculture, and roads, water supply and other infrastructure.

#### D. PUBLIC FINANCING NEEDS

12. The public financing needs of the GOP are estimated at US\$2.6 billion (see Table 1 below); a substantial share of which relates to housing reconstruction. Most of the earthquake-related relief expenditures are currently being financed and carried out partly by the Government and the armed forces, partly by specialized UN agencies, and partly by civil society itself. The Government is providing death and injury compensation to the affected households. In addition, the Government has launched assistance for private housing reconstruction and repair.

**Table 1: Earthquake- Related GOP Financing Needs**

Expenditure/Sector	Public Financing (US\$ millions)
<i>Early Recovery</i>	
Death & Injury	180
Livelihoods	85
<i>Reconstruction and Rehabilitation</i>	
Social Infrastructure	885
Economic Infrastructure	498
Housing	963
<b>TOTAL FINANCING REQUIREMENTS</b>	<b>2,611</b>

*Source:* World Bank staff estimates, based on GOP's preliminary estimate and ADB/WB Damage & Needs Assessment.

13. Government financing for the reconstruction of social and economic infrastructure in the public sector is estimated at US\$1.4 billion. In addition, public financing for housing is estimated at US\$963 million. The Government plans to meet these additional financing needs partly through its own resources and the remaining through assistance from development partners, primarily the international financial institutions. The November 19th donor conference resulted in large number of pledges by various donors. The World Bank has pledged US\$1 billion and will support financing the housing, livelihoods, social infrastructure, and economic costs. The Asian Development Bank has also committed US\$1 billion, primarily to support communications, transport, social infrastructure, and agriculture. The USAID has planned its support in education and health sectors. Japan has pledged to provide budget support for emergency recovery and reconstruction, while DFID will contribute towards capacity building.

<sup>3</sup> *Pakistan: World Bank's Response to the Earthquake Emergency* (SecM2005-0533[IDASecM2005-0517]), October 19, 2005 and *Pakistan: Earthquake Restructuring and Additional Financing*, R2005-0242, November 21, 2005.

## E. PROJECT DESCRIPTION AND COMPONENTS

14. **Project Objective.** The ERC will make available \$400 million to support emergency recovery efforts over a three year period. The proposed program aims to mitigate the negative impact of the earthquake by supporting the GOP's efforts to restore livelihoods, rebuild houses, purchase critical imports, and strengthen capacity for implementation and hazard risk management. As detailed in the Technical Annex (Report T7664-PK, December 6, 2005), IDA would provide support to these types of activities, in addition to making funds available for any financing gaps identified in other sectors.

15. The project objectives are to support the efforts of the GOP to:

- (i) Reduce the immediate suffering resulting from the effects of the earthquake and restore livelihoods destroyed by the earthquake;
- (ii) Restore basic services to the affected population and rebuild public infrastructure; and
- (iii) Start the recovery and reconstruction process.

16. **Flexible Financing Arrangement.** Some areas most urgently in need of financing have been identified. However, the indicated amounts at this stage are notional, and the financing available for different sectors is changing constantly. As a development partner, IDA stands ready to be flexible about the areas of need that we finance, since our primary concern is that the overall needs should be met, and met on the most favorable terms possible. IDA resources would therefore be available to address any of the needs described in the Damage and Needs Assessment prepared jointly by the World Bank and Asian Development Bank. While there will be a notional allocation among the proposed project components, this allocation will be reviewed regularly and adjusted in order to direct resources to the highest priority activity based on need and availability of financing. Based on current analysis, there would likely be four project sub-components (described below). While it is anticipated that the recovery and reconstruction needs for social protection, health, education, agriculture, and roads, water, and infrastructure will mostly be financed by other development partners, IDA funds would be used if gaps are identified.

17. **Estimated Costs.** The following table provides an overview of the estimated funds allocated for the individual components.

**Table 2: Estimated Costs by Component**

<b>Components</b>	<b>Amount (US\$ million)</b>
Housing	220
Livelihood Support	85
Import Financing	85
Capacity Building	10
<b>Total</b>	<b>400</b>

18. **Component 1: Housing (US\$220 million).** This component will finance: (a) housing assistance in the form of cash grants for replacement of destroyed homes with new seismic resistant core units and the restoration and strengthening of damaged homes to seismically acceptable standards, with eligibility determined by a detailed Damage and Eligibility Survey; and (b) technical assistance and capacity building to support the Earthquake Reconstruction and Rehabilitation Authority (ERRA) and provincial and local governments in overall project management, reporting, monitoring and evaluation, and compliance with the social and environmental framework, development of a grievance redressal mechanism, and other activities. IDA financing will be provided for the reconstruction and restoration of approximately 87,000 units, which represents 20-25 percent of the total affected housing units. The

rebuilding and repair will be owner-driven, with households utilizing their own labor, hiring trained craftsmen, and receiving technical assistance. Disbursements will be made according to progress and technical certification to ensure construction quality and seismic standards. Use of IDA resources for housing reconstruction cash grants requires a waiver to OP 12.00 (Disbursement). Management has granted this waiver.

19. **Component 2: Livelihood Support (US\$85 million).** This component will address the dual objectives of protecting the most vulnerable households in the short-term through the provision of cash grants, and rejuvenating economic activity by reviving small businesses and replacing assets lost in agriculture and livestock. Cash grants will be provided for monthly income support to affected households (for example, households that have been displaced due to housing damage or lost their main source of livelihood – shop/business, livestock or agricultural land). Preference will be given to needy or vulnerable households, for example those with a high number of dependents to support, such as the disabled, elderly, children, and injured. Grant provision will commence soon after the relief operations have stabilized, and will take the form of a monthly livelihood/income support of a fixed amount, recurring over a clearly defined time period. A waiver to OP 12.00 (disbursements) and OP 8.50 (Emergency Recovery Assistance) is required to allow use of IDA for cash grants including livelihood support. Management has granted this waiver.

20. **Component 3: Import Financing (US\$85 million).** This component will assist the Government of Pakistan in early reconstruction and rehabilitation efforts while maintaining macroeconomic stability by financing critical imports related to reconstruction and rehabilitation of earthquake affected areas. The component is based on a quick-disbursing mechanism to help to finance imports on a positive list of items. This, in turn, will support early reconstruction, the rehabilitation of assets, and the restoration of economic activity, while mitigating pressure on the balance of payments. Imports financed under this component will include fuel and petroleum products and other construction material, prefabricated and temporary structures for providing medical services, and construction and earth-moving machinery and spare parts.

21. **Component 4: Capacity Building (US\$10 million).** This component will support the strengthening of the existing implementation capacity of all levels of government to implement and to monitor the recovery program, as well as to meet the heightened demand for project management and oversight. These measures would include the provision of human resources and consultancy inputs at the federal, provincial and district levels, technical assistance for continuous social impact assessment and third party evaluation, sector-specific training programs, the provision of information technology connectivity and the establishment of management information systems (MIS), as well as the supply of basic office supplies, infrastructure, and urgently needed vehicles. In addition, technical assistance will be provided to develop a strategic and effective hazard risk management system in Pakistan.

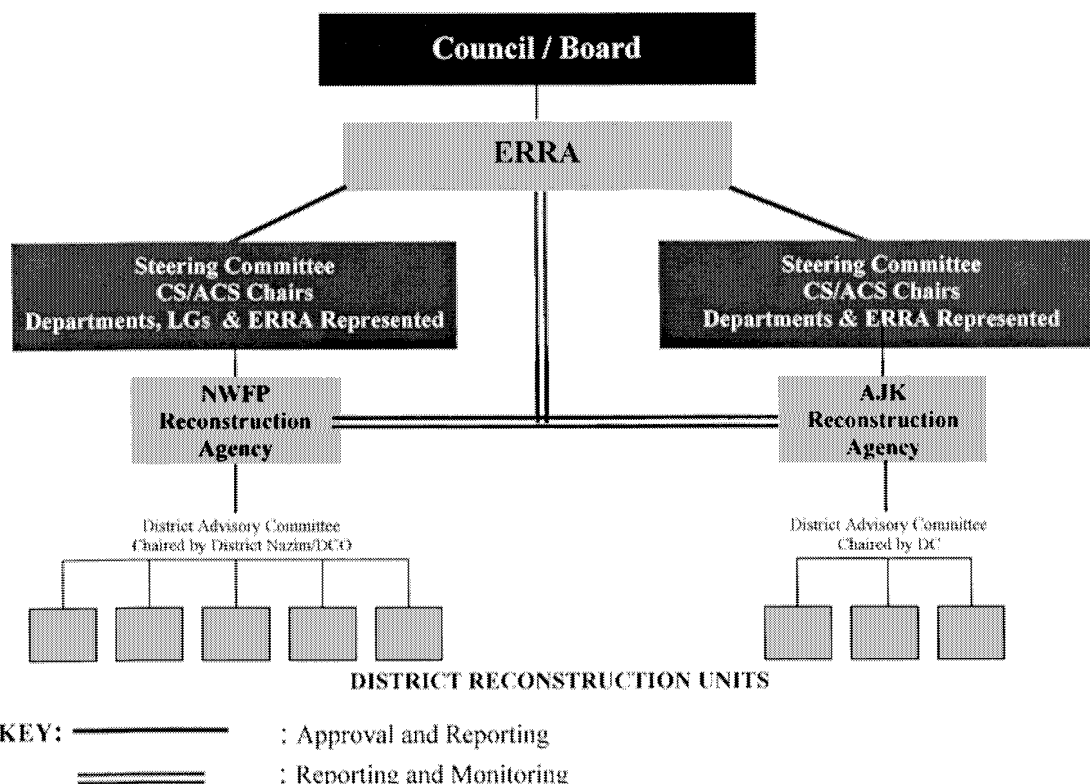
22. **Contingency Arrangements for Other Sectors.** If financing gaps are identified, IDA funds would be used to support additional sectors, including social protection, health, education, agriculture, roads, water supply, and other infrastructure. For example, IDA funds might finance teacher training and the provision of books and reading material, the repair and rehabilitation of roads, community infrastructure, public buildings, and the reconstruction and re-equipment of damaged rural health care centers.

## F. IMPLEMENTATION ARRANGEMENTS

23. The implementation arrangements were developed in close consultation with the federal and provincial/state governments and the ADB. The core implementation principles include: (i) base the demand driven recovery program on needs; (ii) fully acknowledge and support ERRAs mandate to oversee and monitor the overall reconstruction program; (iii) strengthen AJK and NWFP's ownership in the decision making and implementation process; (iv) complete high quality reconstruction in the shortest

time possible; (v) use simplified approval and efficient implementation procedures; (vi) ensure reconstruction program meets appropriate safety, quality, technological, and environmental standards, in particular those in consideration of seismic activity in the region; (vii) build long-term capacity building in reconstruction and hazard risk management; and (viii) establish transparent procedures and allow third party monitoring.

### Organizational Chart for Implementation Arrangement



24. In line with these principles, the GOP has established an Earthquake Reconstruction and Rehabilitation Authority (ERRA) at the federal level with the responsibility for overall policy and planning, standard setting, regulation, coordination, and monitoring of the reconstruction and rehabilitation program. The NWFP and AJK Earthquake Steering Committees, chaired by the respective Chief Secretary/Additional Chief Secretary, would be established to oversee provincial planning and implementation of subcomponents. These committees would be supported by professionally staffed Reconstruction Agencies—the NWFP Reconstruction Agency (RA) and the AJK Reconstruction Agency (RA)—which will have an autonomous status. The execution of works and the procurement of goods and services for specific components would be performed by these professional bodies in close coordination with relevant line departments and local governments. At the district level, District Reconstruction Units (DRUs) would be established to support the preparation of plans and implementation of small contracts, in coordination with district governments, district-level line agencies and Partner Organizations (POs).

### G. ENVIRONMENTAL AND SOCIAL SAFEGUARDS

25. An Environmental and Social Screening and Assessment Framework (ESSAF; the “Framework”) has been prepared to undertake environmental impact assessments (EIAs) for all rehabilitation and

reconstruction activities and ensure that adverse environmental and social impacts are minimized, and appropriate mitigation measures are included in sub-project design. The Framework will assess the institutional capacity to undertake environmental and social assessments, the Government's system for review and approval of EIAs, and the capacity to monitor the implementation of environmental mitigation and social safeguard measures.

26. The principles governing social and environmental management will be applied according to the Framework and are applicable to all activities financed by IDA, including: (i) key policy principles for social and environmental management; (ii) tools to screen sub-projects for significant social/environmental impacts and mitigate such impacts; (iii) procedures to ensure that these principles and tools are appropriately applied; and (iv) guidelines for capacity building and monitoring. The Framework will be operationalized through the proposed implementation, capacity building, and monitoring arrangements of the project.

27. Sub-projects will be screened to ensure that the environmental and social risks are adequately addressed through the application of standardized guidelines and codes of practice. The emergency nature of the proposed relief and reconstruction operations and the related need to provide immediate assistance is recognized. At the same time, the Framework will ensure due diligence in managing potential environmental and social risks. Investments which are subject to the Bank's safeguard policies on Projects on International Waterways (OP/BP 7.50) and Safety of Dams (OP/BP 4.37) are not eligible under the ERC.

28. The application of all social safeguards to specific cases will be informed by the initial Social Assessment (SA) which will also serve as a baseline. A continuous social impact assessment (CSIA) will facilitate the articulation of community perceptions, grievances and feedback vis-à-vis identification of beneficiaries for the housing and livelihood components and the mobilization of resources. The CSIA will help monitor the social dimensions of the program and flag potential risks. Through direct interaction with beneficiary communities it will carry out an independent evaluation of program implementation and distribution of program benefits. The CSIA will monitor the impact of the program and help to initiate necessary mitigation measures.

## **H. LESSONS LEARNED**

29. Numerous lessons have been learned from the experiences of other earthquake and emergency recovery operations. Among the lessons most relevant to the Pakistan earthquake recovery effort are the following. First, the immediate objective of any recovery operations is to assist the victims and restore livelihood activities as fast as possible. The first stage of recovery entails the urgent provision of food and shelter to earthquake victims. Long-term accommodation in temporary shelters, however, may give rise to social problems, depending on the cultural proximity and social affinity of the shelter residents and on the homogeneity of their livelihood sources. Moreover, relocation of communities is rarely economically justified. Instead, a planned, comprehensive renewal of damaged towns can result in the improvement of infrastructure, an increase in economic and industrial activity, and greater integration.

30. Strong leadership from the government is essential for the management of overall strategy and implementation of the relief and recovery operations and for donor coordination. The task of coordinating donors and external assistance is critical. Programming and financing decisions, however, can be particularly difficult since some donors provide grant funding, while others extend credit with varying terms. Furthermore, grievance procedures need to be in place from the outset. Efficient and effective processes to redress grievances require an adequate dissemination capacity and an ability to make and communicate decisions quickly

31. An additional lesson is that owner-driven construction is more effective than the use of contractors. When homeowners are put in charge of the construction process, houses are more adapted to

each individual family's requirements, without the need for a one-size-fits-all approach. Experiences have also demonstrated that supervisory personnel do not always need higher education. Employing builders and masons for supervision of owner-built construction can provide an economic and efficient alternative to the use of engineers. Finally, an assistance-centered approach is superior to a compensation approach, which can invite lawsuits. Infrastructure designs should be prepared with recurrent disasters in mind and should address the full range of hazards.

#### **I. RISKS AND BENEFITS**

32. The program entails numerous risks. First of all, local implementation capacity is limited. The magnitude of the earthquake's damage calls for major capacity enhancement of institutions and systems to manage and minimize the adverse impacts of such disasters in the future. IDA resources would therefore give high priority to building capacity at all levels of government to manage what would, in effect, be a multi-donor-financed reconstruction effort.

33. A second risk is the added complexity through using the proposed multi-sector approach. The risk would be mitigated by focusing on essential elements, piloting where needed before scaling up, and providing built-in flexibility to drop activities that may prove problematic, or shift resources to more successful components.

34. A third risk is imposed by the multitude of donor-financed reconstruction efforts that are certain to overstretch implementation capacity. Also, it will be necessary to guard against the misappropriation of funds given weak governance structures. This risk will be reduced by introducing flexible procurement arrangements and introducing relevant financial management procedures to ensure smooth, timely and effective implementation.

35. By building capacity at all levels of government and by improving the technical standards for housing, the project will improve the preparedness and reduce the vulnerability of communities in Pakistan to future natural disasters, such as earthquakes. Given its social and economic vulnerability to natural disasters, it is essential that Pakistan strengthen its approach to hazard risk management. In addition, the capacity building component supports Pakistan's efforts to develop a strategic approach to hazard risk management based five key pillars: risk identification, risk reduction, capacity building, emergency preparedness, and risk transfer mechanisms, to achieve a sustainable recovery program and build in-country capacity for hazard risk management

#### **J. RECOMMENDATION**

36. Based on a review of the project documentation and on the assurances provided by the Government of Pakistan, I am satisfied that the proposed emergency recovery credit complies with the Articles of Agreement of the Association. I recommend that the Executive Directors approve it given that the use of IDA resources, in the manner described in this memorandum, is consistent with the authorization provided under relevant IDA resolutions.

Paul Wolfowitz  
President

By Shengman Zhang

Washington, D.C.  
December 5, 2005

**ATTACHMENT**  
**PROJECT PREPARATION SCHEDULE**

- |    |   |                         |
|----|---|-------------------------|
| 1. | Time taken to prepare and process the Project | 2 months                |
| 2. | Damage and Needs Assessment Mission           | Oct. 24 – Nov. 12, 2005 |
| 3. | International Donors Conference               | November 19, 2005       |
| 4. | Appraisal mission departure                   | November 21, 2005       |
| 5. | Negotiations                                  | December 3, 2005        |
| 6. | Planned Board presentation                    | December 15, 2005       |
| 7. | Planned date of Effectiveness                 | January 3, 2006         |
| 8. | Planned closing date                          | June 30, 2009           |

9. The following World Bank staff members and consultants worked on the preparation of the Preliminary Damage and Needs Assessments and/or the ERC:

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10. The Advisory Committee for the Damage and Needs Assessment and the ERC consisted of the following staff members:

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