

The **Why's** & **How's** of Engaging Communities in Post Disaster Housing Reconstruction

Case Study: Pakistan Earthquake 2005
"Achieving Greater Seismic Compliance through Greater Social Mobilization"

SDN Training Week – Nov 16, 2006

Introduction – The Disaster

- 7.6 Richter Scale Earthquake Hit Pakistan in Oct 2005
- The Quake left 73,000 dead and more than 70,000 severely injured
- Around 3 million rendered shelterless
- Around 600,000 houses destroyed/damaged



The Response

- Temporary Shelter Support Grant to 550,000 people
- Detailed damage assessment survey carried out, confirming 600,000 affected houses (approx. 80% totally destroyed)
- GoP through ERRA launches a housing reconstruction program in 9 affected districts:
 - Rs.175k grant for reconstruction
 - Rs.75k grant for repair/restoration



Bank Response

- Bank presently funding about 17% of the housing program through:
 - Emergency Recovery Credit (ERC) – **\$210m**
 - PPAF Additional Financing - \$60m
- Additional Financing Request by GoP
 - **\$300m** (ERC)
 - \$137m (PPAF)
- This, if approved, will take Bank share in the overall housing program to around 44% and that of the ERC to about **1/3rd** of the overall program

Housing Program Objectives

- **Short-term:** Reconstructing or rehabilitating damaged houses to seismic resistant standards – “**building back better**”
- **Long-term:** Reaping the longer term benefits of owner driven reconstruction – “**inducing behavioral change and a culture of compliance**”

The Need to Build Back Better

**Buildings Kill ! –
More than Quakes**

Some Recent Quakes Magnitude vs. Death Toll

	<i>Magnitude</i>	<i>Death Toll</i>
<i>Mexico-1985</i>	8.1	10,000
<i>Iran-1978</i>	7.8	15,000
<i>Philippines- 1990</i>	7.8	1,621
<i>Algeria-1980</i>	7.7	3,500
<i>Iran-1990</i>	7.7	40,000
<i>Taiwan-1999</i>	7.6	2,415
<i>Pakistan-2005</i>	7.6 - Lowest	73,000- Highest

Note: The above analysis disregards other important factors such as size/location of the quake, soil conditions and population density

The Challenge of **Maximizing Compliance** with Seismic Resistant Construction Standards

1. Development of Local-Friendly Designs & Construction Guidelines

2. Providing the enabling "**carrot and stick**" environment for beneficiaries to achieve compliance

3. Mass social mobilization inducing behavioral change and a culture of compliance

Owner-Driven Housing Reconstruction
Homeowners in charge of rebuilding
their own homes

The Enabling Environment

The 'Carrots'



Providing an enabling environment to homeowners, through:

- **Financial Incentive/Subsidy** in the form of the Housing Grants
- **Prior training, information, & communication** campaigns
- **Rebuilding with familiar methods & easily accessible materials** – ensuring cultural preferences in design
- **Providing technical assistance during construction** through 600 AI teams mobilized for house-to-house outreach & sustained presence of POs
- **Promoting use of own labor & salvaged materials;**
- **Ensuring an effective building materials supply chain;**

Assisted and Inspected Reconstruction & Restoration



The 'Sticks'

- **Signing of MOUs with all eligible beneficiaries:**
 - Binding them to the judicious use of grant monies and adherence to seismic resistant construction standards;
 - Committing ERRA to the provision of training & technical assistance to beneficiaries during construction;

- **Extensive Public Information Campaigns** keeping people reminded of the dangers of non-compliant construction

- **Grant Disbursement in tranches, based on inspections by AI Teams:**
 - Linked to stages of construction and compliance with seismic standards
 - Through Banks after progress/quality certification based on technical criteria

The Challenge of Social Mobilization

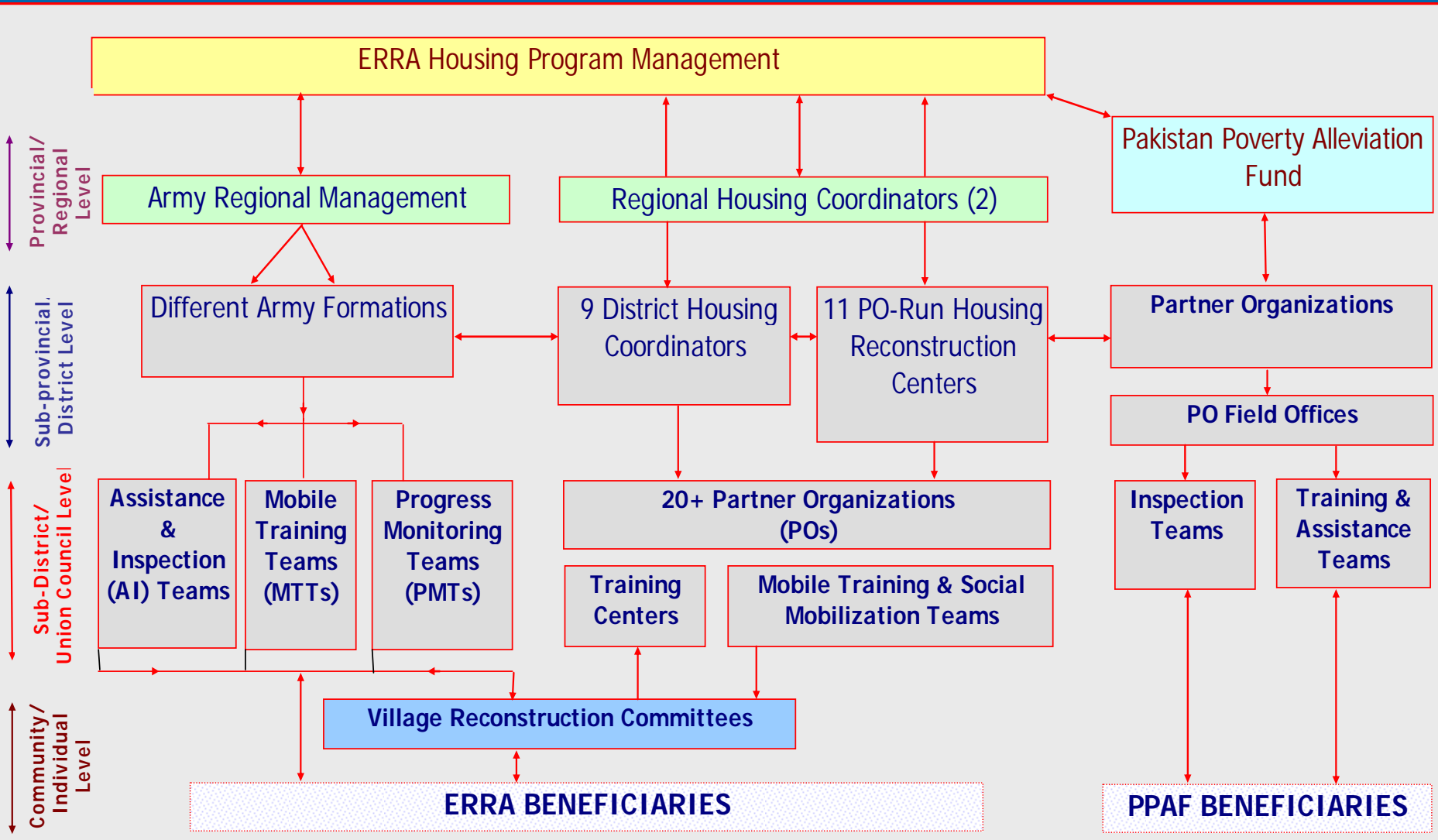
➤ Is Logistical

- Reaching out to communities over more than 20,000 sq.km of mountainous terrain in extreme climatic conditions
- Dealing with a largely scattered settlement pattern, with many remote and inaccessible communities

➤ Is Psychological


- Motivating mountain communities with an ages old traditional lifestyle
- Distraught further by the disaster and faced with the dilemma of a declining value-system

The Available Institutional Means (Public & Private)



Approaches & Challenges towards Post-Disaster Social Mobilization

Focus: Compliant Housing
Reconstruction

The background of the slide is a solid blue color. In the lower right quadrant, there are several faint, concentric circles that resemble ripples in water, creating a subtle decorative pattern.

"1. Provision of Timely Information and Involving Beneficiaries from the very outset "

➤ Program Approach : Extensive Information Campaigns & Participatory Damage Assessment

- Public Information Campaign launched through various media at the very beginning - **before people venture out on their own**
- Advance information provided on damage assessment
- Damage assessment teams included local officials and social organizers to educate people on the program, including:
 - Damage assessment criteria
 - Tranche based assisted and inspected reconstruction
 - The need to construct seismic-safe houses
- MOUs (Housing Reconstruction Agreements) signed with individual beneficiaries

“2. The Community Validation Mechanism for determining Grant Eligibility”

➤ Program Approach of involving communities facilitated in :

- Verifying beneficiary eligibility (in the absence of documentation) through community validation;
- On-the-spot and subsequent resolution of inter-household grant entitlement issues (implementing the 1 grant per roof principle)
- To the extent, the resolution of owner-tenant issues, also by including incentives for both owners and tenants

➤ Program Challenge:

- Functioning and effectiveness of local/UC based grievance committees

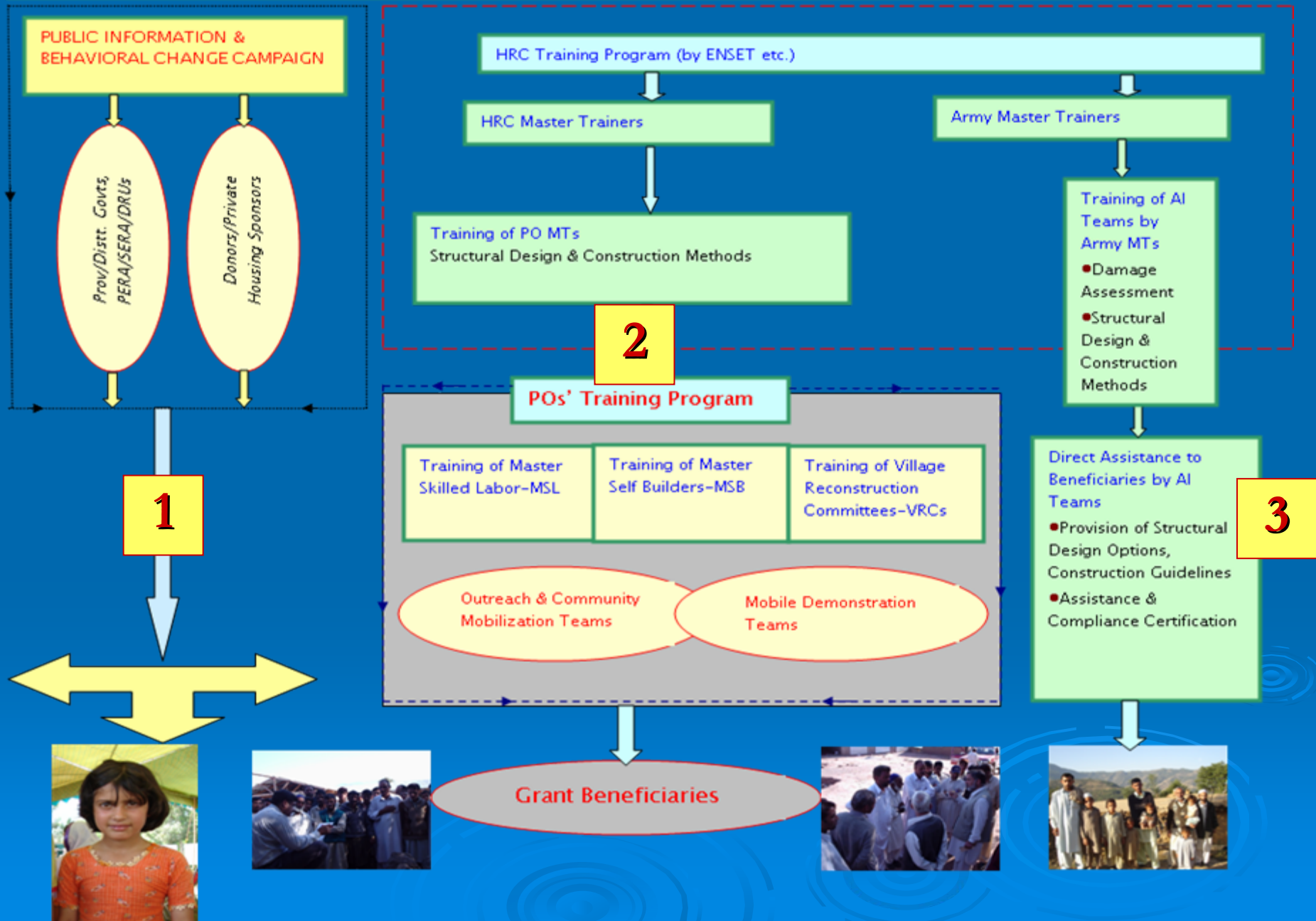
➤ Longer Term Challenge:

- Establishing networks for greater community counseling – in the wake of deterioration of value systems and family structure after the disaster

"3. Providing an Enabling Environment for Grant Beneficiaries to Comply"

- **Program Approach** : Establishment of a 3-pronged support network :
 - Ensuring the availability of trained skilled labor;
 - Sensitization of communities and homeowners towards seismic resistant construction through Public Information Campaigns by ERRA and HRCs
 - On-the-spot assistance and compliance advice to beneficiaries - through sustained presence of POs and maximizing the routine outreach of AI Teams
 - Dedicated construction supervision support to vulnerable and female headed households

THREE-PRONGED APPROACH FOR INFORMATION SHARING AND TRAINING



Present Coverage & Outputs of Training Program

<i>Coverage</i>	<i># of affected UCs</i>	<i>PO Present Coverage (40% of ERRA UCs)</i>		<i>Army Present Coverage (60% of ERRA UCs)</i>
		<i>Pipeline</i>	<i>Mobilized</i>	
<i>ERRA (88%)</i>	251	43	53	155
<i>PPAF (12%)</i>	34	-	34	-
Total	285	43	87	155

<i>Outputs</i>	<i>By HRCs</i>	<i>By POs</i>	<i>By Army MTTs</i>	<i>Total Trainees To-date</i>
<i>PO & Army Master Trainers</i>	6,500			6,500
<i>Craftsmen & Master Self Builders</i>	2,000	5,000	27,000	34,000
<i>Homeowners</i>	500	4,000	35,000	39,500
Total	9,000	9,000	62,000	80,000

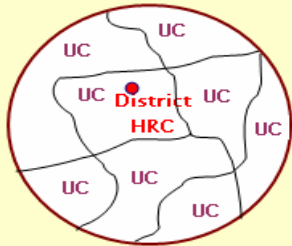
“Providing an Enabling Environment for Grant Beneficiaries to Comply”

➤ Program Challenges:

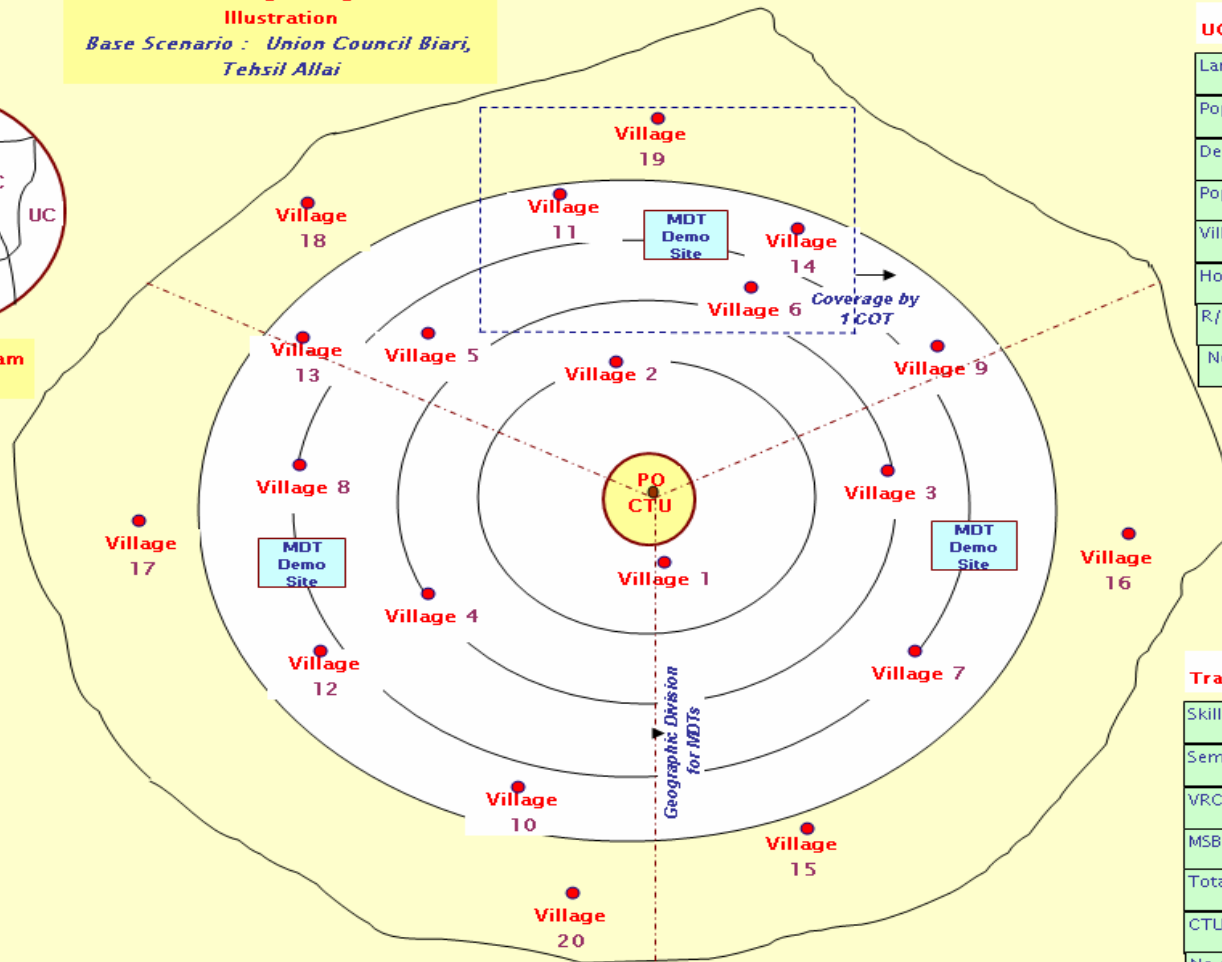
- Need to further incentivise the program – possibly through follow-up credit schemes rewarding compliance (**enabling beneficiaries to go beyond core unit**)
- Greater coordination between the functions and operations of Army PMTs/AI teams & PO networks ; avoiding multiplicity of messages and sometimes conflicting advice
- Enhancing the coverage of POs to reduce the burden and reliance on the Army network; need for the HRCs to take on direct outreach to beneficiaries where there are no POs

Finally, the Need to expand PO Outreach From 'mobile' to more 'centralized' training

PO UC Training – Programmatic Illustration
Base Scenario : Union Council Biari, Tehsil Allai



HRC Training Program



UC Profile

Land Area	241 sq.km
Population	62,197
Destroyed Houses	6721
Population Density	258 no./sq.km
Village Scatter	12 no./sq.km
Housing Scatter	38 no./sq.km
R/I Factor	Medium
No. of VHH and FHH	1,692

Training Requirements

Skilled Labor	1990
Semi/unskilled labor	2689
VRCs	20 (140 no)
MSBs	840
Total trainees	5658
CTU MTs	19
No of COTs	5 (4 vill/team)
No of visits /COTs	8, 3-day visits/month
No of MDTs	3 (1 for 6villages)
No of Demos	36 (6/month)

“4. Even though individual assets are being created, it is important to breed a **community driven approach”**

- **Program Approach : A combination of CDD principles :**
 - Collective community action for public assets
 - Individual action for private assets
- **Critical areas where collective approach could help:**
 - Arranging materials and labor
 - Sharing construction knowledge
 - Reinforcing the existing tradition of physically helping each other in housing construction

➤ Program Approach : Providing sustained technical support through Partner Organizations & Govt. Assistance Teams

- Establishment and Training of Village Reconstruction Committees- **VRCs**
- **Spreading information** on various aspects of the program
- **Inducing behavioral change** through regular campaigns and community meetings
- Providing routine on-the-spot **compliance advise** during construction
- Urging people of begin reconstructing their houses
 - **Introducing time-bars** for the utilization of the various grant tranches, with localized exceptions;
 - **Understanding and helping resolve issues** (across sectors such as water) impeding reconstruction

➤ **Program Approach** : Establishment of **Village Reconstruction Committees**, supported by AI & PO Network

- **VRC Composition:** Numberdar/Member UC; Religious Notable; Social Mobilizer from PO; Govt Functionary (school teacher); Others
- **VRC Functions:**
 - Providing interface between communities/individuals and POs/AI/ERRA;
 - Assistance in dispute resolution, etc.
 - Inform community about housing reconstruction policies;
 - Assist PMTs in organizing assessment, training and inspection
 - Contribute to data on the community
 - Organize collective building material procurement & quality control
 - Contribute to compliance through advising beneficiaries
 - Organize community environmental management activities
 - Support community based land dispute resolution
 - Assist vulnerable families

“Even though individual assets are being created, it is important to breed a community driven approach”

- **Program Challenge:** Convincing individual beneficiaries of the benefits of the collective approach
 - **Establishment of VRCs** in every village and extending the outreach of VRCs to cover isolated settlements and houses;
 - **Greater Female inclusion** in VRC processes in some areas
 - **Collective community support net** to vulnerable and female headed households

“5. The message has to be repeated – **communities tend to forget or overlook”**”

➤ **Program Approach :**

- Incremental training at different stages of reconstruction;
- Sustained AI and PO presence through the program period

➤ **Program Challenges:**

- **Ensuring compatibility between messages** at various stages and through various mechanisms (PIC, Training, AI)
- **Greater injection of resources to retain POs** throughout the program duration
- **The Implementer’s Fatigue during the rush job** – in the longer term, encouraging local POs to include housing reconstruction as a part of their agenda

“6. Public Sector needs to remained involved; not just for oversight, but implementation”

- **Program Approach** : Combination of Public and Private (PO) led reconstruction of houses
 - For a disaster of this scale and magnitude, there will never be enough POs
 - Hence the need to involve the Army
 - Pooling up of resources from local government institutions for various tasks
 - Having dedicated ERRA representation in the form of regional and district housing coordinators
 - Govt needs to remain involved through various mechanisms to:
 - Mobilize resources and get things done, specially in overcoming bureaucratic hurdles
 - Remain in touch with evolving needs and adjust policy parameters accordingly

“6. Public Sector needs to remained involved; not just for oversight, but implementation”

➤ Future Challenges for Disaster Preparedness:

- Defining the contours of public-private partnerships in mobilizing communities for disaster response;**
- Introducing a greater ‘social engineering’ theme in the working of local institutions and engineering bodies**
- Preparation of home-owner friendly, seismic resistant, low cost designs and construction guidelines**

“Greater Compliance through Social Mobilization”

Other Lessons Learnt

➤ Role of Partner Organizations :

- POs reluctant to arbitrate over money decisions for fear of severing ties with communities – do not cherish a role in damage assessment
- POs better suited for the technical and social mobilization support role, even better than technical institutions due to the mobilization edge

➤ Contractual Arrangements with Beneficiaries :

- The program approach of signing MOUs with beneficiaries, binding them to the judicious use of grant monies and as a fallback measure, including penalizing clauses for intentional misuse seems to work!

Other Lessons Learnt

- **Need to expand the menu of TA to beneficiaries :**
 - Advice on Reuse & Quality control of Salvaged Materials
 - **Cost management advice** – the program has developed a '**beneficiary upwards**' cost model that would help beneficiaries budget, specially vis-à-vis the extent of recycling of salvaged materials
- **Need to widely project local champions (successful beneficiaries) to draw inspiration:**
 - The case of Gul Mohammad in Battagram district– who has with support from the local HRC, combined economy with quality



Other lessons learnt

➤ Refreshers in Social Mobilization :

- Housing Programs should undertake training programs in social mobilization with a focus on disaster recovery
- PO Mobilizers to help communities develop action plans for social integration, family counseling to resolve inter-household disputes; support to vulnerable groups, etc.

A reminder of the value-added of **Effective Social Mobilization**

Initial Results from initial PMT surveys in AJK:

- In adjoining districts, the rate of seismic compliance was found to be **roughly double** for effectively mobilized communities
 - As high as **70%** in communities with PO presence
 - Hovering between **30-40%** for communities with little or no PO coverage