

Climate Change Adaptation and Humanitarian Aid: The case of Pakistan

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Courting Catastrophe? Policy and Practice in a Changing Climate
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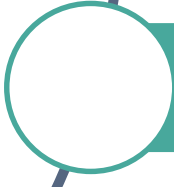
Pakistan hit hard by natural disasters – 16 major disasters since independence in 1947



Pakistan has the one of the lowest contributions to global warming (135th of the world's average of CO₂ emissions)



Ranked as the 12th most vulnerable country to climate change



Most recent disasters: 2005 earthquake, 2010 floods, compounded by conflict and IDP challenges.



To what degree has Pakistan been able to move towards disaster prevention and longer-term adaptation?

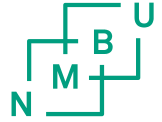
Qualitative and exploratory

In-depth field cases using open question guides covering a broad range of topics (livelihoods, food security, power relations, local institutions, gender relations etc).

Explored conceptual understandings of climate change and adaptation by local people, humanitarian and development organizations and government.



Methodology



Mapping of the humanitarian response

- Which organizations responded, in what ways, in the short, medium and long term following the crisis
- Good practices?

Interviews with different community members, humanitarian and development staff, government staff

Workshops with different actors

Observation of field activities
Exploratory, broadbased

Analysis of policy documents

Analysis of vulnerability assessment documents

Fieldwork in three areas

Swat (CIIT)

- Flood and conflict
- Intensive government and international humanitarian interventions

Sindh (NMBU)

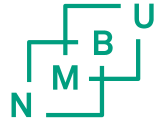
- Recurrent flood, drought, cyclones.
- Intensive international humanitarian interventions

Baltistan (CIIT/NMBU PhD candidate)

- Glacier melt, floods, slides
- Limited international interventions – local and government institutional response



Findings: Disaster Risk Management (DRM) and Reduction (DRR)

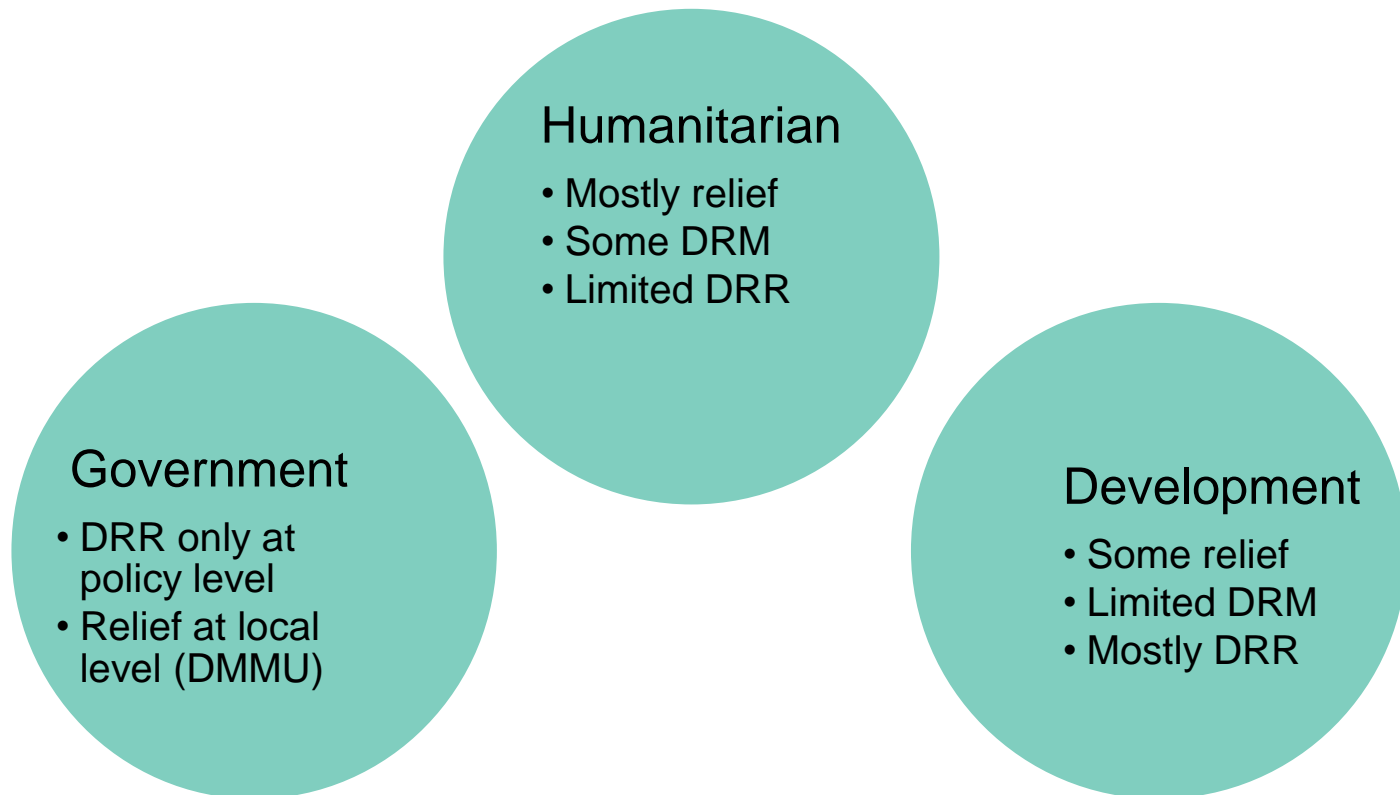


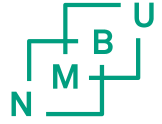
Most humanitarian actors leave after relief, but a small number stay longer, moving into early recovery, rehabilitation and development, including DRR.

This is a good move, but they often have a limited understanding of how their response can contribute to decreasing vulnerability in the longer term – risk of ad hoc, patchwork, quick fix interventions..

Most still see longer term work as 'development', something which is the responsibility of the government.

Practice is disconnected: Split between Disaster Risk Management (DRR) and Disaster Risk Management (DRM)





Understanding DRR and Vulnerability

Humanitarian actors, including government, are only looking at **one very limited aspect** of **DRR**, focusing on only one kind of vulnerability: **outcome/hazard vulnerability**.

2 kinds of vulnerability:

Outcome/Hazard Vulnerability

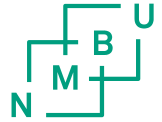
- Addressing hazard vulnerability involves **reducing exposure** to hazards through climate change mitigation i.e. **prevention of hazards reaching populations**, and focus on **resilience** (returning to their previous state)

Contextual/Social Vulnerability

- Addressing social vulnerability involves **altering the social, political, and economics context** in which climate change occurs, so that individuals and groups **can better respond to changing conditions** in the short and longer term (**adaptation**).



Hazards and Disasters

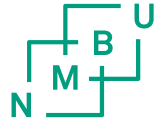


Reminder: The mere occurrence of hazards is not enough to result in a disaster.

Disasters occur as a result of a combination of exposure to a hazard, the conditions of vulnerability present, and insufficient capacity or measures to reduce or cope with the potential negative consequences.



Social Vulnerability



The
implications
of not
addressing
social
vulnerability:

We are not looking at what makes people vulnerable and unable to adapt.

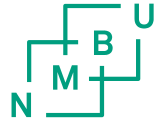
We are not looking at how *different* people are in their ability to adapt

Resources are provided unequally within communities

Lack of attention to different vulnerabilities can lead to resentment, sabotage of projects, conflict, livelihood insecurity.



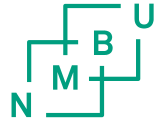
DRR and Vulnerability



- **What are the drivers of social vulnerability that affect how people can adapt?**
- Unequal power relations, gender relations, ethnic relations
- Unequal access to resources
- Lack of education and health
- Lack on investment in relevant research
- Land tenure issues
- Lack of job skills and livelihood options
- Wider political economy
- Poor governance
- Conflict
-and other **political, social and economic structural factors that systematically hinder people in adjusting their lives in the face changing contexts.**



Social Vulnerability



This one conceptual barrier has implications at all levels, and all aspects of humanitarian and development interventions, including DRR and climate change adaptation.

Do humanitarian actions reinforce vulnerability in the face of climate change?

- Most likely, since it doesn't challenge structural inequalities

How can humanitarian interventions prepare for development and contribute to climate change adaptation?

- Focus on social vulnerability

How might you change humanitarian practice to be able to address contextual vulnerability?

How can humanitarian actors make sense of complex climate and vulnerability contexts in operational decisions before, during and after a crisis?

Findings: Assessments

Most assessments in Pakistan focus on identifying physical risks, and avoidance of these, and do not include any information on people's underlying social vulnerability. Narrow focus.

They also do not necessarily include much interaction with villagers, or only certain villagers. These can also be very politicized processes – mistrust of those conducting assessments.

Some assessments show potential, like the Red Cross/Red Crescent Integrated Vulnerability and Capability Assessments (IVCA), take a broader approach, and uncover a wider range of local issues

Still are not focused on differences at the local level – remain 'Community' focused.

They uncover the need to address deeper issues, which require collaboration or a shift in the types of support they give.

Findings: Assessments

Recommendation for humanitarian organizations and government: Re-think your assessments:

Make them broader to include more aspects of social vulnerability as defined locally, and

Design them to uncover *difference* at the local level (methodology shift)

Use them as a way to embark in discussions with local people, government and other organizations to ensure relevance and coordination.

Knowledge about DRR, risk and vulnerability is disconnected

Researchers

- Knowledge on climate change, vulnerability, adaptation, innovative technologies, policy
- Lack of knowledge on political processes that can lead to change

National Government:

- Knowledge of policy and political processes
- Lack of local knowledge on development practice
- Technical knowledge on climate change, agriculture, water

Local Government:

- Some knowledge of conventional relief and development, and political processes
- Some technical knowledge
- Lack of knowledge on participatory processes and new innovations

Development

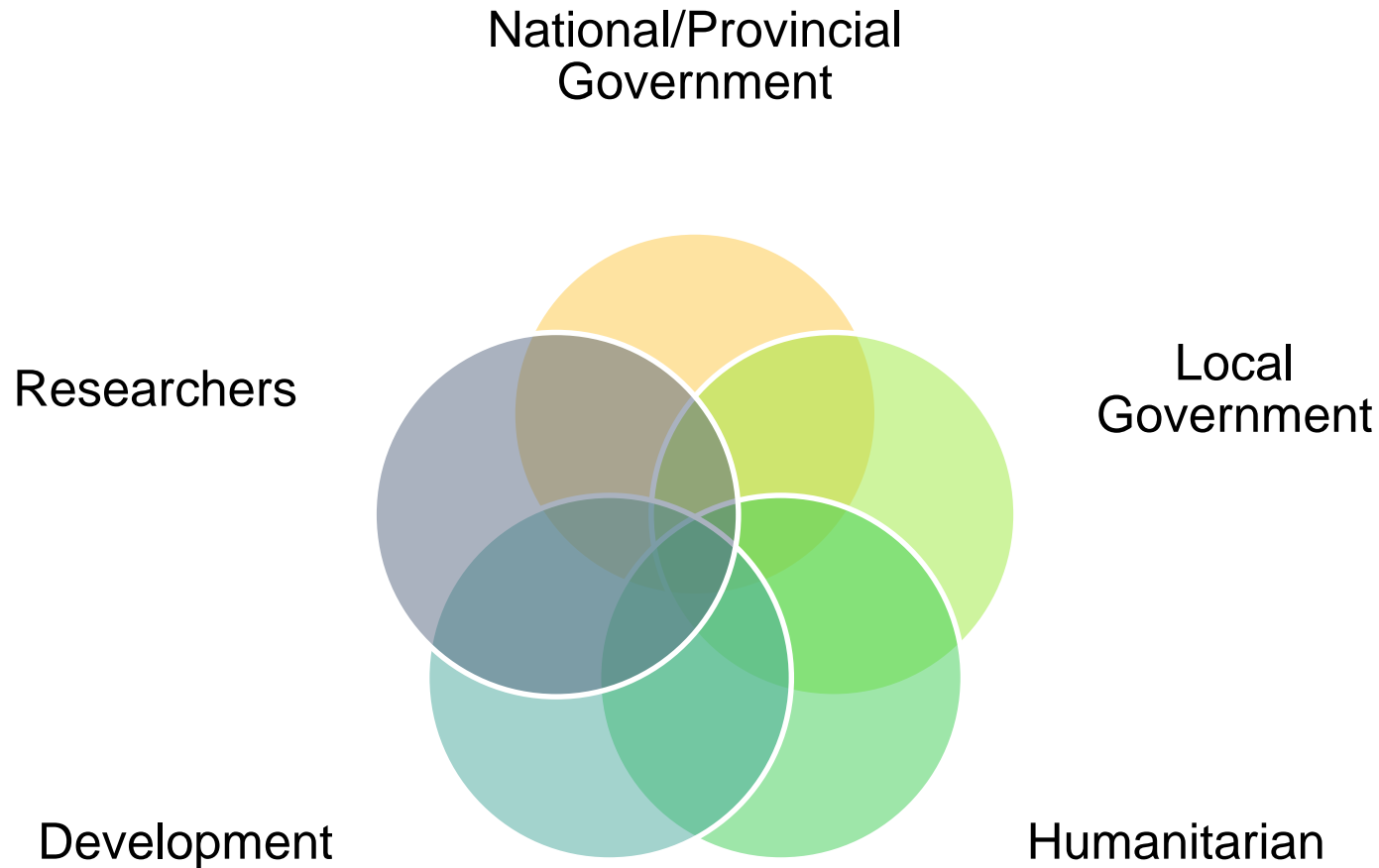
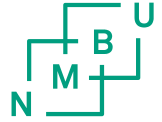
- Knowledge on participation, innovative technologies, and long-term development
- Lack of knowledge on relief and response

Humanitarian:

- Knowledge on logistical aspects of relief, DRM
- Lack of knowledge on participatory processes and development issues



Knowledge about DRR, risk and vulnerability is disconnected



Recommendations:

Create forums at all levels to share knowledge.

- Very limited at District level. Gather researchers, policy makers, implementers and community members at district level to discuss what is relevant and important in each context, for different people.

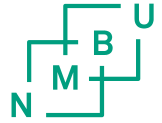
Facilitate communication and coordination at the district level to help to bridge the gap between humanitarian and development work not only during a crisis- but following and prior to.

A role for local government?

- They lack capacity, both conceptually and financially. Reconceptualize the DDMU?



Power Relations in Humanitarian and Development processes

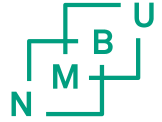


Top-down approaches in both humanitarian and development interventions, where

- assessments were done by outsiders only,
- planning was done at a higher level, and
- implementation was done through contracting,

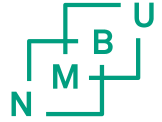
has had a detrimental effect on the ability of local people and institutions to determine the directions of their lives.

- There is very little competence-building for local organizations, government staff and villagers in conducting their own assessments and designing relevant projects
- This ultimately undermines longer term adaptation and sustainability



Power relations in humanitarian and development processes

How can vulnerable groups, with their often rich local knowledge on climate adaptation, be empowered in their interactions with humanitarian interventions?



Role of Donors

Be flexible, and prioritize local, participatory processes, and capacity building of local organizations, communities and government

- **Revisit existing processes of planning, implementation, monitoring and evaluation**

Support knowledge exchange processes with researchers, organizations, and government

- **Meetings, workshops, etc at all levels**

Concluding questions:

How can “short-term interventions” **be inspired by long-term thinking** on how to reduce people’s vulnerability and strengthen longer-term adaptation processes that could lead to more robust livelihood development?

- Focus on understanding social vulnerability
- Focus on bottom-up participatory processes in gathering information and planning activities
- Contribute to capacity-building at lower levels of government, organizations and communities
- Participate in forums that discuss longer-term adaptability

Concluding questions:

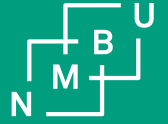
How may humanitarian interventions offer technological and social innovations that support sustainable adaptation?

- Attention to social vulnerability in all stages and activities
- Awareness of how short-term activities link with the activities of others

Concluding questions:

How might NGOs and UN Agencies realize their well-informed plans, developed following the suggestions above? How to influence funding for NGOs and UN in the real world?

- Argue your case well on how a poor approach seriously undermines the basic goals of humanitarian and development assistance.



Thank you!

