



Government of Pakistan



Ex-Ante DISASTER RECOVERY FRAMEWORK (DRF)

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SUSTAINABLE
DEVELOPMENT

Islamic Republic of Pakistan

Ex-ante National Disaster Recovery Framework

August 20, 2026

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Acronyms and Abbreviations

4RF	Resilient Recovery, Rehabilitation and Reconstruction Framework
ADB	Asian Development Bank
BISP	Benazir Income Support Programme
CAREC	Central Asia Regional Economic Cooperation
CMU	Crisis Management Unit
CPEC	China-Pakistan Economic Corridor
CSR	Corporate Social Responsibility
DDMA	District Disaster Management Authority
DDMP	District Disaster Management Plan
DRF	Disaster Recovery Framework
DRR	Disaster Risk Reduction
EAD	Ministry of Economic Affairs Economic Affairs Division
EIE	Education in Emergencies
GESI	Gender Equality and Social Inclusion
GFDRR	Global Facility for Disaster Reduction and Recovery
IFI	International Financing Institution
LEGS	Livestock Emergency Guidelines and Standards
MOC	Ministry of Communications
MOE	Ministry of Energy (Power Division)
MOF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoITT	Ministry of Information Technology and Telecommunication
MoPD&SI	Ministry of Planning, Development, and Special Initiatives
MOWR	Ministry of Water Resources

MIRA	Multi-Sector Initial Rapid Assessment
NDMA	National Disaster Management Authority
NDMF	National Disaster Management Fund
NDMP	National Disaster Management Plan
NDRF	National Disaster Recovery Framework
NDRMF	National Disaster Risk Management Fund
NDRP	National Disaster Response Plan
NGO	Nongovernmental Organization
OPD	Organization of Persons with Disabilities
PDMA	Provincial Disaster Management Authority
PDMP	Provincial Disaster Management Plan
PDNA	Post-Disaster Needs Assessment
PEMRA	Pakistan Electronic Media Regulatory Authority
PPP	Public-Private Partnership
PPRA	Public Procurement Regulatory Authority
PTDC	Pakistan Tourism Development Corporation
PTV	Pakistan Television Corporation
RRU	Ministry of Planning, Development, and Special Initiatives Recovery and Reconstruction Unit
SADDD	Sex, Age, and Disability-Disaggregated Data
SMS	Short Message Service
UN	United Nations

1 Introduction

Pakistan faces a complex and evolving landscape of natural hazards, ranging from floods, earthquakes, and droughts to glacial lake outburst floods. The disasters emanating due to these natural hazards have repeatedly demonstrated that recovery is not merely a return to pre-disaster conditions, but an opportunity to rebuild stronger, safer, and more inclusive and resilient communities. A well-designed ex-ante national disaster recovery framework is therefore essential to guide national, provincial, and district governments and other stakeholders in coordinating recovery efforts, restoring critical services, and reducing long-term vulnerabilities, before disasters happen.

Central to this framework is the recognition that recovery is multi-dimensional. It involves restoring livelihoods, infrastructure, governance systems, social services, productive systems, and environmental assets in a manner that recognized and addresses the needs of affected populations, particularly vulnerable groups¹. It requires collaboration among government agencies, civil society, the private sector, development partners, and—most importantly—the affected communities themselves. The framework recognizes that disasters affect population groups differently and promotes recovery approaches that address the diverse needs, capacities, and priorities of women, men, children, older persons, persons with disabilities, and other vulnerable populations. By embedding inclusive community engagement and stakeholder participation throughout the recovery process, the framework ensures that interventions are locally relevant, equitable, and sustainable.

Ultimately, this Ex-ante NDRF aims to strengthen Pakistan’s capacity to recover faster and better from a disaster and build a more resilient future for the whole of Pakistan.

1.1 Purpose and Applicability

Pakistan's Ex-ante NDRF provides an overview of how the whole of Pakistan will recover from a disaster. The purpose of the Ex-ante National Disaster Recovery Framework (NDRF) is to provide a structured, strategic, and inclusive approach to managing recovery across all phases—from short-term (early recovery) actions to long-term resilience building—

¹ **“Vulnerable Groups”** "vulnerable groups" refers to individuals and population groups who, due to social, economic, physical, environmental, geographic, institutional, or other circumstances, may experience disproportionate disaster impacts or face greater barriers in accessing preparedness, response, recovery, and reconstruction support. Vulnerability may arise from characteristics such as age, gender, disability, health status, poverty, displacement, geographic isolation, or social exclusion. Depending on the disaster context, vulnerable groups may include women, children, older persons, persons with disabilities, female-headed households, people living in poverty, displaced populations, indigenous peoples, minority groups, marginalized communities, and other at-risk populations identified through context-specific assessments.

before disasters happen. The framework emphasizes preparedness for recovery before disasters occur, enabling governments, communities, civil society, private sector, etc., to mobilize quickly, make informed and evidence-based decisions, and coordinate resources equitably and effectively. The Ex-ante NDRF applies to floods, earthquakes, droughts, heatwaves, wildfires, and all other disaster events that may affect the nation and its communities. It is scalable, in that it can be utilized by the federal government as the basis of a post-disaster recovery framework after a major disaster. Similarly, provincial governments should also be directed to prepare provincial ex-ante disaster recovery frameworks aligned with the Ex-ante NDRF and the guidance in it so that it can be the basis for a province to develop a post-disaster recovery framework after a disaster that does not require federal coordination of long-term recovery efforts. Post-disaster recovery frameworks are referenced where necessary.

1.2 Legal and Policy Basis

The National Disaster Management Act of 2010 assigns responsibility for all disaster-related functions, including short-term and long-term recovery, to the National Disaster Management Authority (NDMA). Presently, NDMA's disaster management plans, policies, and guidance at the national, provincial, and district levels reflect the disaster management authorities leading humanitarian response and short-term (early) recovery functions. Despite the Act assigning recovery to NDMA, in recent disaster events (e.g., 2022 and 2025 monsoon flooding), the Ministry of Planning, Development, and Special Initiatives (MoPD&SI) took a lead role in long-term recovery at the national and provincial levels. Therefore, this Ex-ante NDRF formalizes and emphasizes the coordination and partnership between NDMA and MoPD&SI in particular to facilitate effective and inclusive long-term recovery, utilizing NDMA's technical capabilities to support MoPD&SI when needed.

MoPD&SI maintains a Recovery and Reconstruction Unit (RRU) to facilitate recovery efforts. It was established after the 2022 monsoon floods in accordance with the recommended institutional arrangements in the Resilient Recovery, Rehabilitation, and Reconstruction Framework (4RF), to support the lead role of the federal government for overall coordination and policy formulation, dedicated to coordinating inclusive and resilient recovery across Pakistan.

Facilitating effective long-term recovery from a disaster overlaps with disaster response, risk reduction, addressing vulnerability due to climate change, and other areas. As such, the development of this Ex-ante NDRF incorporated information and strategies from many sources, including the Global Facility for Disaster Reduction and Recovery (GFDRR) 2020 *Disaster Recovery Framework Guide*, *National Climate Change Policy*, the *Framework for Implementation of Climate Change Policy*, the *National Adaptation Plan – Pakistan 2023*,

the National Gender Policy Framework and other relevant national policies on gender equality and social inclusion, the *URAAN Pakistan 5Es National Economic Transformation Plan 2024-2029*, which supersedes the *Pakistan 2025 – One Nation – One Vision* document, the *National Disaster Response Plan*, the *National Disaster Management Plan*, the *National Action Plan for the Implementation of Bangkok Principles on Health Aspects of the Sendai Framework for Disaster Risk Reduction*, and various others listed in the References section.

1.3 Four Pillars of Recovery

This Ex-Ante NDRF is based on the four pillars of disaster recovery described in the GFDRR's 2020 *Disaster Recovery Framework Guide*. These pillars are:

- **Recovery Policy** – the pillar of recovery policy focuses on recovery planning and policy setting before a disaster occurs. It includes setting a vision for recovery, developing a programmatic approach, applying guiding principles, establishing prioritization among sectors, establishing sector-level recovery programs, and developing recovery policies following key policy imperatives (including smart land-use and physical planning). This also includes integrating gender-responsive and socially inclusive policy approaches to ensure that recovery planning addresses differential impacts on women, men, and vulnerable groups.
- **Institutional Arrangements** – the pillar of institutional arrangements includes determining which agency is most appropriate to lead recovery efforts (ideally before a disaster occurs) and choosing an individual to serve as the recovery champion. This pillar also addresses ensuring that there is legal clarity before a disaster strikes on the degree of policy and implementation authority at the national, provincial, and district levels. Institutional arrangements also define and delineate roles and responsibilities of governmental and NGOs in facilitating gender-inclusive recovery from a disaster. Additionally, it includes program implementation and coordination through well-communicated and inclusive mechanisms.
- **Recovery Financing** – the pillar of financing recovery focuses on good financial practices including rapid disbursement, coordination of resources, and flexible sources of funding. It is important that preparations are in place for setting up these financial practices before a disaster strikes. Financing recovery efforts requires a combination of existing funding and outside support. It is important for governments, organizations, and individuals to establish and contribute to a disaster recovery fund to finance future recovery efforts. After a disaster, governments must conduct gender-responsive post-disaster assessments to

determine needs and the cost of meeting those needs. They must then access and allocate internal, domestic, and international funding towards recovery activities identified in post-disaster recovery frameworks while ensuring that funding is spent efficiently and effectively and accounted for according to the highest auditing and oversight standards. It is also important to ensure that funding allocation reflects gender-differentiated needs and supports equitable and inclusive recovery outcomes.

- **Implementation Arrangements** – implementation arrangements are plans, policies, and procedures for carrying out specific aspects of long-term recovery. They include setting reconstruction standards, adapting rapid approval and procurement systems to recovery needs, government coordination and local implementation, inclusion of multiple agencies while avoiding duplication of effort, stakeholder and community participation, the role of the private sector, developing post-disaster recovery frameworks, monitoring and evaluating progress of recovery efforts including recovery outcomes for vulnerable populations, and funding expended, facilitating communications, and transitioning from recovery operations to regular programs.

Recovery activities under each of these four pillars are described in Section 6.

2 Overview of Recovery

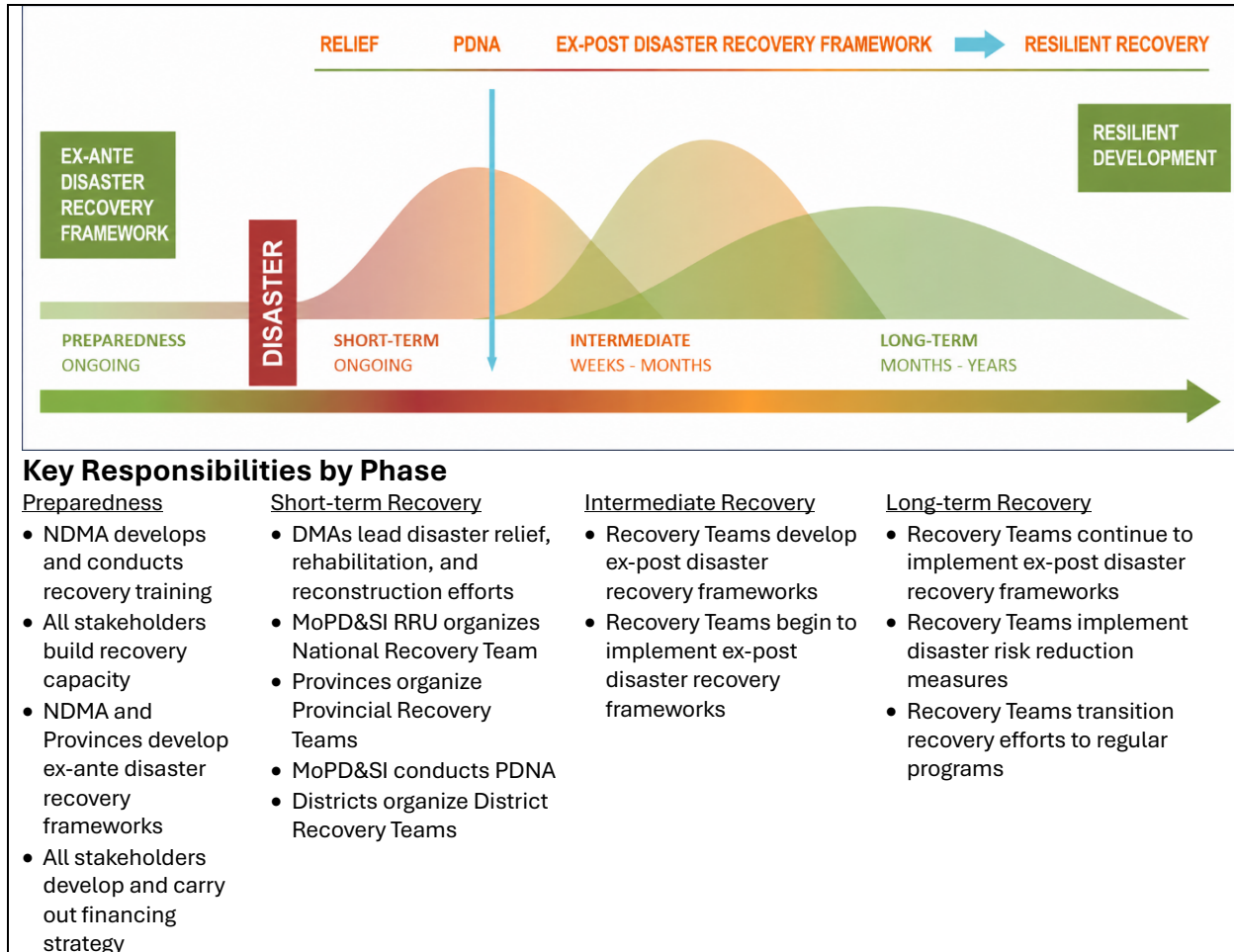
This section provides a broad, general overview of the continuum of recovery from the preparedness phase through long-term recovery. It then describes key recovery themes of social and gender inclusion, protecting livelihoods and jobs, environmental and climate change concerns, and risk reduction. Pakistan’s implementation of long-term recovery efforts to address each of the four pillars is described in Section 6.

2.1 Recovery Continuum

The preparedness phase occurs prior to a disaster. When a disaster occurs, disaster management authorities and humanitarian organizations respond and provide humanitarian aid to affected populations based on identified needs and vulnerabilities. Disaster management authorities also implement short-term (early) recovery efforts that overlap with humanitarian response efforts. In parallel, the MoPD&SI, in collaboration with the NDMA and provinces, develops a gender-responsive PDNA with support of the affected districts which are responsible for collection of damage data and sex, age, and disability-disaggregated data (SADDD), where feasible and assessment of recovery needs. Each level

of government establishes its Recovery Team to lead the transition to long-term recovery. This continuum of recovery phases is illustrated in **Figure 1**.

Figure 1. Recovery Process



Notes:

DMA: Disaster Management Authority

MoPD&SI Ministry of Planning, Development, and Special Initiatives

NDMA: National Disaster Management Authority

PDNA: Post-disaster Needs Assessment

RRU: Recovery and Reconstruction Unit

2.1.1 Preparedness

Recovering from a disaster begins before a disaster happens, as governments and other organizations prepare for future disaster recovery efforts. They collect baseline data desegregated by sex, age and disability to document the nature of their communities and the existing infrastructure in the infrastructure, social, productive, and cross-cutting sectors of the economy. They work to build recovery capacity and capabilities through developing and improving laws, regulations, policies, plans (including provincial ex-ante

disaster recovery frameworks), and procedures; educating and training staff on inclusive and gender-responsive recovery planning; and identifying and securing funding to help pay for recovery efforts. During the preparedness phase, partnerships including with government, civil society, women-led organizations, organizations of persons with disabilities (OPDs), the private sector, and development partners are developed that will be leveraged during recovery efforts. Finally, governments and other organizations identify areas for risk reduction, to implement mitigation projects should the opportunity present itself. Pakistan's efforts to prepare for recovery are described in Section 4.

2.1.2 Humanitarian Response

After a disaster event occurs, emergency response organizations and disaster management authorities engage in emergency response activities- saving lives and protecting property. As the immediate response ends, governments, stakeholder organizations, and the public make a rapid assessment of the impacts of the disaster and the damage they incurred. From this initial assessment, short-term (early) recovery operations begin. People whose homes were damaged are provided with temporary shelter that is safe, accessible, and responsive to the needs of vulnerable populations. Structures and infrastructure are repaired. Humanitarian aid is provided using inclusive and equitable approaches. Affected areas are stabilized. Humanitarian response efforts are described in detail in disaster management plans maintained by NDMA, the Provincial Disaster Management Authorities (PDMAs), and the District Disaster Management Authorities (DDMAs).

2.1.3 Short-term (Early) Recovery

Short-term (or early) recovery efforts overlap with emergency response efforts following a hazard event. Short-term recovery efforts include providing food, water, protection support and shelter to affected populations; rapid assessment of damages to homes, businesses, infrastructure, and the environment; debris removal; making repairs; resuming education; assisting in the recovery of agriculture and livelihoods for women and men through the provision of training, seeds, tools, and technical support; replanting crops; and other actions to address immediate needs. Schools will implement their education continuity plans. It may also include distribution of ex-gratia assistance using transparent and inclusive eligibility criteria to individuals affected by the disaster. These processes are defined and described in the National Disaster Management Plan (NDMP), National Disaster Response Plan (NDRP), province disaster management plans (PDMP), district disaster management plans (DDMP), hazard-specific contingency plans, and other plans developed by each level of government in Pakistan. National-level ministries, provinces,

districts, and non-governmental organizations will follow those existing plans in the immediate aftermath of a disaster.

2.1.4 Transition to Long-term Recovery

As immediate needs are met, districts, provinces, and the national government will organize Recovery Teams with representation from relevant sectors, including Gender Equality and Social Inclusion (GESI) coordination mechanisms where established, to strategize and facilitate long-term recovery activities. The MoPD&SI RRU will lead and coordinate Post-Disaster Needs Assessments (PDNAs) with data, disaster information, and future needs provided by the provincial and district levels using standard methodology and damage data templates to ensure there is a common understanding of the impacts of the disaster, including differential impacts across affected population groups, and the needs that exist throughout affected communities. MoPD&SI will coordinate closely with NDMA, the Pakistan Bureau of Statistics, and relevant provincial and district level departments and ministries for technical coordination and data collection. Information will be channeled through the provinces to the federal government, with the MoPD&SI RRU verifying the information to avoid overlap and double counting.

From these needs assessments, Recovery Teams will create post-disaster recovery frameworks. These post-disaster recovery frameworks will detail the goals, objectives, and actions that the national government, provinces, and districts set to recover from the disaster. Post-disaster recovery frameworks will be developed with extensive input from stakeholder organizations and the general public.

Finally, the Recovery Team members (i.e., the mandated federal ministries, provincial departments, and district offices) will implement the post-disaster recovery frameworks. Recovery activities will transition from ideas to engineering designs, construction, updated laws and regulation, etc. All levels of government will work together to solicit, secure, prioritize, distribute, and track recovery funds. Long-term recovery will involve multiple international organizations operating across Pakistan to support its communities. To ensure effective coordination across the nation, the National Recovery Team will coordinate international organizations' efforts to benefit all affected areas within Pakistan.

2.2 Recovery Themes

These themes unify and guide recovery policies, programs, and investments, ensuring that efforts are not only effective in restoring communities and services but also address underlying vulnerabilities. They represent cross-cutting issues that affect all aspects of long-term recovery and the ability of the nation and its communities to become more resilient. These themes were identified in the strategic objectives of recovery efforts after

the 2022 floods. The nation, provinces, and districts will apply these themes consistently across sectors to promote inclusive, equitable, sustainable, and resilient outcomes. By embedding gender and social inclusion, environmental protection, disaster risk reduction, and livelihood recovery into all stages of planning and implementation, the framework ensures that recovery actions reinforce one another, reduce future risk, and contribute to long-term development objectives.

Gender and Social Inclusion

Provincial ex-ante disaster recovery frameworks and national and provincial post-disaster recovery frameworks developed in accordance with this Ex-ante NDRF shall ensure that all recovery policies, programs, and investments are inclusive, equitable, and responsive to the different needs, priorities, capacities, and recovery pathways of affected populations. Recovery planning shall recognize that disasters affect women, men, children, older persons, persons with disabilities, and marginalized groups differently, and that pre-existing social and economic inequalities can be exacerbated during recovery if not explicitly addressed.

The MoPD&SI, in coordination with NDMA, provinces, and districts, shall ensure that Post-Disaster Needs Assessments (PDNAs) and recovery planning incorporate SADDD, where feasible, together with analysis of differential disaster impacts, recovery needs, vulnerabilities, and capacities. These findings shall inform recovery prioritization, budgeting, implementation, and monitoring across all recovery sectors.

Recovery governance shall promote the meaningful participation of women, vulnerable and marginalized groups, community representatives, civil society organizations, women-led organizations, and OPDs in recovery planning, implementation, and monitoring to ensure that recovery priorities reflect local needs and strengthen community ownership.

Recovery programs shall promote equitable access to housing, public services, livelihoods, employment opportunities, finance, social protection, and decision-making processes, while reducing barriers that may limit the participation or recovery of vulnerable populations. Particular attention should be given to restoring livelihoods, strengthening resilience, and reducing long-term inequalities through inclusive recovery investments.

Relevant government institutions at national, provincial, and district levels should strengthen institutional coordination and technical capacity for gender equality and social inclusion throughout the recovery process, including collaboration with Women Development, Social Welfare, Health, Child Protection, and other relevant agencies and partners.

Monitoring and evaluation systems shall include indicators to assess gender equality and social inclusion outcomes, using SADDD, where feasible, to support accountability, adaptive management, and continuous improvement of recovery interventions.

Securing Employment, Livelihoods, and Social Protection

Post-disaster recovery frameworks will prioritize rapid restoration and long-term strengthening of livelihoods to stabilize households and local economies. The federal government, provinces, and districts will implement targeted programs to restore income-generating activities, including support for small and medium enterprises, women-owned enterprises, agricultural recovery, and labor-intensive public works. Employment initiatives will be inclusive and designed to reach vulnerable populations. Social protection systems will be scaled and adapted to provide timely assistance—such as cash transfers, insurance mechanisms, and safety nets—to affected households. Recovery strategies will aim not only to restore livelihoods but to diversify and strengthen them against future disasters, enhancing resilience of the economy.

Disaster Risk Reduction (DRR)

Recovery efforts will address the underlying drivers of risk and strive to reduce long-term vulnerabilities. Provinces and districts will integrate hazard assessments, risk-informed land use planning, and resilient design standards into all reconstruction and infrastructure investments. Critical infrastructure and essential services will be rebuilt to higher resilience standards, incorporating updated codes, redundancy, and climate projections. Institutional capacities for risk governance will be strengthened through improved data systems, early warning integration, and interagency coordination including GESI coordination mechanisms where established. Recovery financing will prioritize risk reduction measures, ensuring that investments deliver long-term resilience dividends.

Protecting the Environment

The federal government, provinces, and districts will conduct environmental and social screening and impact assessments for recovery investments and integrate nature-based solutions—such as watershed restoration, coastal buffers, and sustainable land use practices—into reconstruction strategies. Recovery activities will minimize environmental degradation, manage debris and hazardous waste responsibly, and promote resource efficiency and climate resilience. Environmental protection measures will be mainstreamed across all sectors while ensuring equitable environmental recovery benefits for affected communities, and that recovery contributes to long-term ecological sustainability and reduces exposure to future hazards.

3 National Vision and Objectives for Recovery

The National Vision and strategic recovery objectives set out in this section are aligned with the Government's current national development priorities, in particular the URAAN Pakistan 5Es National Economic Transformation Plan 2024–2029, which reflects Pakistan's long-term desire for future recovery efforts. It is supported by a set of strategic recovery objectives that can serve as the starting point for provinces and districts to develop post-disaster recovery objectives.

3.1 National Vision

The National Vision for recovery is:

Resilient long-term recovery of communities, government, and infrastructure that incorporates an inclusive “Whole of Pakistan” approach and reduces risk (exposure and vulnerability) to future disasters.

3.2 Strategic Recovery Objectives

Supporting the National Vision for recovery is a set of strategic recovery objectives. These strategic objectives help to turn the National Vision into objective actions that can be carried out throughout the nation. Each objective incorporates increasing resilience to future disasters while promoting inclusive and equitable recovery outcomes. They serve as a starting point for the federal government, provinces, and districts to set their own post-disaster recovery objectives.

These objectives support the URAAN Pakistan 5Es, principally Energy and Infrastructure (Strategic Objective 1); Exports and Equity, Ethics and Empowerment (Strategic Objective 2); and Environment, Climate and Sustainability together with Equity, Ethics and Empowerment (Strategic Objective 3).

Strategic Objective 1: Restore basic services and strengthen physical infrastructure.

This objective focuses on repairing and rebuilding government, water, health, power, transportation, education, and other infrastructure to be able to provide basic services for affected communities. In meeting this objective, ministries, departments, and offices, as members of their respective Recovery Teams, will implement the “build back better” principle to make infrastructure more resilient to future disasters. Community infrastructure, such as schools and healthcare facilities, will be programmatically strengthened to provide better, safer, accessible, and more inclusive levels of service than they were pre-disaster.

Strategic Objective 2: Restore livelihoods and economic opportunities. This objective addresses recovering the economy of the community and the ability of individuals and families particularly vulnerable households, to earn money to support themselves. It includes restoring damaged and affected agriculture, businesses, and other employment opportunities. It also addresses community, district, and province commerce, industry, and tourism, to re-establish and strengthen markets throughout the nation.

Strategic Objective 3: Ensure recovery efforts are inclusive, equitable, participatory and engaging stakeholders from the Whole of Pakistan. This objective promotes the meaningful participation of affected communities, civil society, women-led organizations, OPDs, the private sector, and development partners in recovery planning, implementation, and monitoring. It emphasizes equitable access to recovery assistance, services, livelihoods, finance, and decision-making processes while addressing the differential impacts of disasters on women, children, older persons, persons with disabilities, and other vulnerable and marginalized groups to reduce long-term inequalities and strengthen community resilience.

4 Preparing for Recovery

Disasters present challenges well beyond government's normal duties and capacities. They can result in reduced staffing levels, lost data, destroyed buildings, and loss of necessary equipment. Disaster recovery can be an incredibly complex process that involves hundreds of stakeholder groups within Pakistan and internationally. This is in addition to the millions of people who could be directly impacted by the disaster. As governments are dealing with these challenges, they are expected to provide additional services to the people impacted by the disaster. Therefore, it is important for the whole of Pakistan to prepare to recover from disasters in the same way that it is important to prepare to respond to disasters. Because each disaster is different, preparing for recovery involves having a baseline understanding of the nature of the community, building capacity and capabilities across the whole of Pakistan, educating and training stakeholders on recovery topics, establishing funding for recovery efforts, and pre-identifying areas for risk reduction.

4.1 Institutionalizing Ex-Ante Disaster Recovery Frameworks Prior to a Disaster

Each province's Planning and Development Department, in collaboration with the PDMA, and relevant GESI coordination mechanisms, will lead the development of a provincial ex-ante disaster recovery framework that aligns with this Ex-ante NDRF. Provincial ex-ante disaster recovery frameworks will identify a lead agency or official ultimately responsible

for coordinating disaster recovery efforts. This lead could be identified by selecting an existing agency, creating a new agency specifically to coordinate recovery efforts, or a hybrid approach.

The frameworks will describe how the province will organize to assist its communities in recovering from any disaster. The planning process will provide an opportunity to identify stakeholders including women-led organizations, OPDs, community-based organizations, and relevant civil society organizations with a role to play in disaster recovery, and the disaster recovery frameworks will define the roles and responsibilities of government and specific non-governmental organizations in the province.

The frameworks will describe the process by which a province will assess the impacts of a disaster event (through conducting a gender-responsive PDNA led by the MoPD&SI), identify recovery needs, set goals and objectives for recovery efforts, and identify and prioritize recovery actions to be carried out.

Recovery frameworks will include communications strategies that define how the province will share information with recovery partners, the public, and other stakeholders. Communications strategies will identify methods of communication, including websites and webinars, focus group meetings, community consultations, committee and subcommittee meetings, presentations, and other virtual and in-person options. Broadcast, print, and social media will be leveraged to communicate with the public, focusing on receiving meaningful and inclusive input and showing results of the recovery efforts.

Provinces that develop their own ex-ante disaster recovery frameworks should describe the procurement systems that will be put in place for securing goods and services to aid recovery efforts. These procurement systems can identify prequalified vendors and service providers to leverage after a disaster, and mechanisms for simplified procurement processes. They should include provisions regarding logistics and resource management, including staffing and technical expertise required to support inclusive recovery implementation in each aspect of the recovery. The frameworks should also include provisions for resolving conflicts and addressing grievances through accessible and inclusive grievance mechanisms, brought by individuals in the district or community to ensure a fair recovery process. Undergoing the planning process will help reveal policy needs to facilitate sustainable recovery. Finally, ex-ante disaster recovery frameworks should identify triggers or milestones at which point recovery efforts will wind down and devolve from the Recovery Team to the non-disaster programs maintained by government agencies and other stakeholders.

Guidance for developing ex-ante disaster recovery frameworks will be provided by the NDMA.

4.2 Build Recovery Capacity and Strengthening Capabilities for Conducting Post-disaster Needs Assessment (PDNA)

As described in Section 5 and under separate guidance for developing Post-disaster Needs Assessments (PDNA), Recovery Teams must first understand the impacts of the disaster and identify needs that exist in communities affected by the disaster. In cases of major disasters, PDNAs will be carried out by the MoPD&SI with support of the Provincial and District Recovery Teams. For disasters that do not require national coordination, the PDNAs may be carried out by the provinces with support from the districts. To be able to effectively carry out the PDNA, national, provincial, and district stakeholders will build their capacity and capabilities for conducting PDNAs during non-disaster time.

4.2.1 Staff Capacity and Capabilities

The federal government, provinces, and districts will train staff across each sector in conducting PDNAs. NDMA and MoPD&SI will develop training programs (see Section 4.3). Training will address the PDNA methodology, standardized tools and templates including SADD and differential impact analysis, damage assessment, sectoral analysis, and estimating needs. NDMA and PDNAs will coordinate development and execution of drills and exercises to reinforce skills and ensure PDNA staff can apply the PDNA methodology under realistic post-disaster conditions. MoPD&SI/NDMA and each province and district will maintain a roster of trained multidisciplinary personnel who will be ready to deploy after a disaster to conduct PDNAs.

4.2.2 Collect Baseline Data

Effective recovery is data-driven as much as it is people driven. Each level of government and organizations in each sector will collect relevant data (sex disaggregated where possible) and information on an ongoing basis so that the data and information are available post-disaster for conducting a PDNA. These data will include statistics related to the following:

- Population/demographics
- Poverty
- Economy and livelihood
- Household/family income
- Community composition
- Climate
- Land use
- Agriculture
- Industry base
- Production
- Tourism
- Housing stock
- Education
- Health
- Available land
- Infrastructure – water/wastewater, electricity, transportation, communications, etc.

- Local culture and cultural resources

Baseline data should, where feasible, be disaggregated by sex, age, disability, geographic location, and other relevant vulnerability characteristics to support inclusive post-disaster needs assessments and recovery planning. Specific data for collection are described in a separate document on conducting PDNAs. Baseline (non-disaster) data will then be available for comparison to the data collected in the post-disaster needs assessment described below to assess the effects and impacts of the disaster and to help identify recovery actions to bring the community back to its pre-disaster state or better.

4.3 Education and Training

Providing education and training to stakeholders is paramount in building capabilities to recover from disasters. NDMA, with input from the MoPD&SI RRU, will develop and deliver inclusive training programs for national government, provinces, and district disaster management staff. Each training program will describe the recovery roles and responsibilities of agencies at that level of government, including for coordinating gender-responsive recovery efforts for lower levels of government. Training programs on conducting PDNAs should include simulated field conditions, inclusive recovery scenarios, and examples of good practice and lessons learned. NDMA will also develop a training program for non-governmental stakeholders at the local level and one for residents on actions they can take before, during, and after a disaster to facilitate their own recovery. NDMA will establish requirements for updating the training programs and for how often government staff must complete refresher training. All levels of government will collaborate with NGOs and community-based organizations to ensure training opportunities are extended to marginalized groups through accessible and inclusive training approaches.

Education on recovery will not be limited to training programs developed by NDMA. The Ministry of Education and Professional Training and the provinces' education departments will incorporate recovery, resilience, gender and social inclusion, and disaster risk reduction topics in school and university curricula. This will provide students with the skills and knowledge needed to address complex recovery challenges. Schools and universities will also be encouraged to establish local resilience hubs that promote inclusive community preparedness and recovery, and training centers. These hubs will equip communities with tools, resources, and training tailored to their specific risks. NGOs, community organizations, and the private sector can partner with these hubs to maximize outreach and effectiveness.

Finally, partnerships will benefit the industry. Each industry will develop partnerships with the industry's education and training providers. This will allow for more effective results in workforce development.

4.4 Establishing Predictable Financing

Financial capabilities are critical in recovery. In the same way that the National Disaster Management Fund (NDMF) is designed to finance preparedness, response, relief, and reconstruction/rehabilitation activities (with relief, reconstruction, and rehabilitation being short-term [early] recovery activities), governments and other organizations should also dedicate part of their regular budgets to long-term disaster recovery funds to be leveraged after a disaster. Each level of government should also establish policies and procedures for levying taxes or a surcharge for recovery, issuing bonds, and other funding mechanisms. Governments should establish mechanisms to receive, allocate, monitor and track disaster recovery-related funding and donations.

4.4.1 National and Provincial Recovery Budgeting

All levels of government should establish and increase funding for their respective long-term disaster recovery funds, as they have established contingency funds for disaster response. Governments and other organizations should determine the appropriate level of contribution and equitable allocation to these funds during non-disaster times. They should also develop policies regarding the acceptable amount of drawdown of these funds for a single disaster. Governments should develop and implement policies and other institutional arrangements whereby when government programs experience a budget underrun, at least a portion of the savings will be transferred to the recovery fund.

4.4.2 International Financial Institutions and Contingency Funding

International Financial Institutions (IFI) such as the Asian Development Bank (ADB) and World Bank are critical partners in providing technical support and post-disaster financing. IFIs can also assist the Government of Pakistan by establishing a contingency disaster fund. Doing so would allow access to financial resources for recovery efforts without the need for additional borrowing. The Ministry of Economic Affairs Economic Affairs Division (EAD), NDMA, MoPD&SI, and the Ministry of Finance will work with IFIs before a disaster to assess risk, model potential losses, and design risk financing strategies that may include the use of grants, concession loans, credit lines, and other mechanisms. These agencies will also work with IFIs to define clear criteria and procedures for disbursement of funding.

4.4.3 Disaster Risk Financing

The NDRMF and MoPD&SI have developed a strategy for disaster risk financing, described in the document *Disaster Risk Financing Strategy of Pakistan: A Decade of Financial Resilience and Preparedness 2024-2034*. The guiding principles of the disaster risk financing strategy are that funding needs to be made available at the right time during each phase of the disaster, funding sources need to be layered so that less expensive sources of financing are leveraged first, inclusive disbursement systems will support efficient distribution of funds to beneficiaries, and a gender-inclusive risk analytics system must underpin the system. The disaster risk financing strategy includes using the following financial instruments to carry out response and recovery efforts:

- National disaster funds – establishing a reserve fund to pay for future recovery efforts
- Contingent credit lines such as ADB’s Contingent Disaster Financing and the World Bank’s Catastrophe Deferred Draw Down Option (CatDDO)
- Sovereign insurance products that would be triggered by a disaster
- Catastrophe bonds

It is important to note that, as stated above, the disaster risk financing strategy, like disaster management plans, addresses relief, reconstruction, and rehabilitation activities. These are short-term recovery processes. While the funding instruments described in the disaster risk financing strategy could also be used for long-term recovery, the strategy does not fully address funding long-term recovery efforts.

4.5 Identifying Areas for Risk Reduction

NDMA, PDMA, DDMA, and response organizations will identify locations and population groups where risk reduction is needed. This may include areas where landslides cut off access to a community, where evacuations were carried out, and others. Likewise, as local officials plan for forecasted demand on treatment plants and other infrastructure, they should choose safer and accessible sites for new facilities. Where existing facilities cannot be relocated, upgrades should be designed to make these facilities more resilient. Existing drainage and stormwater management infrastructure should be examined to evaluate adequacy. Where possible, local communities including women, vulnerable groups, and local community representatives, should work with engineers, other technical experts, NGOs, and international organizations to design solutions that can be implemented when funding becomes available. Local officials should also reach out to property owners particularly vulnerable households, in at-risk areas to determine if residents would be willing to sell their at-risk properties to move to safer areas. National, provincial, district,

and other stakeholders should implement risk reduction measures in accordance with the *National Disaster Risk Reduction Strategy*, the *National Flood Protection Plan-IV*, and national, provincial, and district climate adaptation plans.

This section addresses implementation of the National Disaster Risk Reduction Strategy during non-disaster times. Integration of risk reduction into recovery after a disaster, including application of the "build back better" principle set out in **Section 6.1.1**, is addressed in **Section 6.1.6**.

5 Post-Disaster Needs Assessment

The first task for any Recovery Team is to understand the full impact of the disaster and determine the differential recovery needs of affected areas, communities, and population groups to support evidence-based, gender-responsive, and socially inclusive recovery planning. Post-disaster needs assessments (PDNA) will be carried out by the MoPD&SI RRU with technical support from NDMA and the Provincial and District Recovery Teams, departments, and ministries using a gender-responsive and socially inclusive assessment approach. In cases where national-level coordination is not necessary, the provinces will conduct the PDNAs with support of the districts. Results will be reported to the National Recovery Team so that all Recovery Teams have a common understanding of the impacts of the disaster.

The PDNAs assess the impacts to each sector listed in Section 6.1.2 below. These impacts include the following:

- Number and characteristics of affected individuals, disaggregated by sex, age, disability, and other relevant demographic characteristics.
- Damage to physical facilities and infrastructure and disruption of essential services
- Productivity and supply chain disruption
- Effect on government, community functionality and access to essential services
- Increased/additional protection, social, and environmental risks due to the disaster

PDNAs will be carried out in accordance with the Global Facility for Disaster Reduction and Recovery (GFDRR) *Post-Disaster Needs Assessment Guidelines* and separate PDNA guidance issued by NDMA and the MoPD&SI ensuring that assessments capture differential disaster impacts and support equitable recovery planning.

6 Pillars of Disaster Recovery

This section describes how the government of Pakistan will organize and carry out long-term recovery operations based on the four pillars of disaster recovery described in Section 1.3.

6.1 Recovery Policy

The overarching policy for disaster recovery is best defined before a disaster occurs. This section describes disaster recovery policy that will facilitate recovery efforts after a disaster. It lists the guiding principles for recovery and describes the programmatic approach to recovery operations. It then discusses the need for the National and Provincial Recovery Teams to set recovery objectives aligned with the National Vision for recovery identified in Section 3.1 and the strategic objectives discussed in Section 3.2. These objectives will be set for each affected sector, and the Recovery Teams will prioritize objectives among the sectors to make best use of available recovery resources. Additional recovery policy and regulations will be set by the provinces and districts. Finally, this section describes the opportunity for reducing future disaster risk during recovery operations. Recovery efforts should promote equitable access to recovery assistance, services, livelihoods, housing, finance, and decision-making opportunities.

6.1.1 Guiding Principles for Recovery

Recovery efforts throughout Pakistan will be guided by the following principles:

- **Convert adversity into opportunity.** The federal and provincial governments can leverage the disruption caused by a disaster to revise policies and procedures, redesign infrastructure using universal accessibility principles where feasible, and engage in new partnerships.
- **Build back better.** Disasters have repeatedly demonstrated that recovery is not merely a return to pre-disaster conditions, but an opportunity to rebuild stronger, safer, and more resilient infrastructure and communities. This principle is applied through the reconstruction standards in **Section 6.4.1**, the risk reduction measures in **Section 6.1.6**, and the sector recovery activities in **Section 6.2.4**.
- **Prioritizing inclusive recovery.** Recovery efforts will meet the needs of the entire affected population, including vulnerable and disadvantaged groups.

6.1.2 Programmatic Approach to Recovery

This Ex-ante NDRF describes the overall approach for recovery programs across the nation. The Post-Disaster Needs Assessment process, development of post-disaster recovery frameworks, and the sector and theme-based recovery plans and projects developed at the

national and local levels need to be structured under a government-led program to support the achievement of recovery goals, targets, and priorities, as defined by the vision and policy framework. A programmatic and centrally overseen recovery approach provides an opportunity to exercise strategic and holistic management of recovery, ensure strong oversight and reporting of activities, and promote cross-sectoral and integrated disaster recovery. Such an approach would include:

1. Consistent application of policy principles and imperatives across all sector programs and projects
2. Harmonized and mutually reinforcing recovery results and outcomes across sectors
3. Needs prioritization within and across sector programs
4. Sequencing of recovery activities according to the agreed order of prioritization to ensure the planned outcomes
5. Mutually reinforcing governmental and nongovernmental recovery interventions, and
6. A central node from which to monitor and evaluate recovery, enabling strategic adjustments to be made as required.

In a programmatic approach, the activities of government agencies, NGOs, communities, and the private sector complement each other within a government-led framework. As described in Section 6.2.1, recovery is overseen at the national level by the MoPD&SI RRU and at the provincial and district levels by the lead recovery agencies named by the provinces and districts. The Recovery Teams at each level of government will coordinate recovery operations across sectors and among government agencies, non-governmental organizations, and other stakeholders (see Section 6.2.2). Relevant sectors include the following:

- Infrastructure
 - Water and Sanitation
 - Community Infrastructure
 - Electricity
 - Transport
 - Telecommunications
- Productive
 - Agriculture
 - Commerce
 - Industry
 - Tourism
- Social
 - Housing
 - Education
 - Health
 - Culture
- Cross-Cutting Sectors
 - Governance
 - Social Sustainability, Inclusion, and Gender
 - Social Protection, Livelihoods, and Jobs
 - Environment and Climate Change
 - Disaster Risk Reduction and Resilience

Recovery efforts will be organized by sector, with aspects of the cross-cutting sectors integrated into the other sectors. Within each sector, organizations will collect and maintain SADDD baseline data (see Section 4.2.2) that can be compared with the damage after a disaster to arrive at the results of the PDNA and other impact analyses. Following a disaster, each sector may conduct studies and surveys to help inform the development of sector-level programs and projects. Informing these programs and projects also includes engaging relevant stakeholders to collect information and recommendations, as described in Section 6.4.6).

District recovery operations will be carried out in alignment with the provinces' recovery programs, and provincial recovery operations will be carried out in alignment with the national recovery program. Recovery Teams will also implement monitoring and evaluation systems, as described in Section 6.4.9.

6.1.3 Setting Post-Disaster Recovery Objectives

The National and Provincial Recovery Teams will develop objectives for post-disaster recovery based on the results of the PDNA and in alignment with the strategic recovery objectives defined in Section 3.2. Recovery Teams will develop a set of three to five recovery objectives for each sector impacted by the disaster. The recovery objectives should be developed to ensure that their achievement is based on a multi-sectoral and integrated achievement of sectoral objectives in a prioritized manner.

Objectives must follow the SMART principle, in that they must be:

- Specific
- Measurable
- Achievable
- Relevant
- Time-bound

Recovery objectives should also consider equity and inclusion outcomes relevant to the affected populations and sectors.

6.1.4 Importance of Intersectoral Prioritization

Recovery resources, particularly time and financial resources, will be limited. Therefore, the National and Provincial Recovery Teams will prioritize recovery activities across sectors, ensuring that the sectors with the greatest need receive support and resources first. This prioritization relates to the financial support required to address each sector's needs and the timeframes in which each sector's needs must be addressed. That is, some

sectors' needs may be short-term but immediate needs, while other sectors' needs may be longer in duration but applicable later in recovery efforts.

National and Provincial Recovery Teams will develop criteria for prioritizing recovery needs and resources to address those needs. Province Recovery Teams are free to set their own objective prioritization criteria aligned with the national prioritization of recovery needs and activities, though the following are recommended:

- Most direct and widest humanitarian impact
- Benefits to the poor, vulnerable, and marginalized populations
- Support and generation of livelihoods
- Balance between public and private benefits
- Restoration of critical infrastructure
- Balance between reconstruction of infrastructure and functions of recovery that are less visible (e.g., governance)
- Cost effectiveness (i.e., benefits versus cost)

6.1.5 Development of Recovery Policy and Regulations

The national and provincial governments will develop post-disaster recovery policies during non-disaster times for the provinces and districts to implement after a disaster. Developing these policies during non-disaster times allows for due consideration and public engagement into what the requirements will be. The list below identifies topic areas for which national and provincial ministries and departments will need to develop recovery policies. Some of these topics are addressed in this Ex-ante NDRF; in these cases, the list below provides the location in this document where the topics are addressed. In developing a post-disaster recovery framework, National and Provincial Recovery Teams should further define and expand upon the information in this document to build more robust policy documents.

- Central policymaking and coordination (see Sections 6.1.1, 6.2.1, and 6.2.2)
- Central authority and coordination by the national and provincial levels with support from the provinces and districts (see Sections 6.1.2 and 6.4.4)
- Private sector recovery facilitated by the public sector (see Sections 6.1.2, 6.2.3, and 6.2.4)
- Restoration of economies and livelihoods (see Sections 6.1.4 and 6.2.4.3)
- Sector-specific criteria to qualify for benefits overseen by the Recovery Teams
- Monitoring, evaluation, oversight, and transparency of recovery programs (see Section 6.4.9)

- Redressing grievances through accessible and inclusive grievance mechanisms (see Section 6.4.9.6)
- Public-private partnerships (see Sections 6.2.3 and 6.4.7)
- Long-term risk reduction (see Section 6.1.6)
- Gender equality, social inclusion, accessibility, and protection of vulnerable groups (see Section 2.2)

These policies may result in the need for post-disaster recovery regulations to be developed and enforced by the provinces and districts. Topics for post-disaster recovery regulations include the following:

- Continuing formal education
- Simplifying bureaucratic requirements and approval processes to balance the need for speed and flexibility in government administration
- Reconstruction standards, such as requiring shelter space in public buildings
- Pre-arranged and fast-tracking procurement
- Land use and universal accessibility considerations
- Recovery of private sector assets
- Land and property rights and governmental taking of private property
- Use of SADDD for recovery planning, monitoring, and reporting

6.1.6 Mitigating Future Disaster Impacts During Recovery

Disaster recovery efforts provide an opportunity to mitigate against future disasters. Where retrofitting a critical facility to protect it from future disasters may have been impractical and/or cost prohibitive before a disaster, it may be easier to incorporate these retrofits into repairs or reconstruction of that facility. Likewise, individuals who were resistant to leaving their hazard-prone homes may be more willing to relocate after those homes were damaged or destroyed and more resilient housing is available (see the Social sector Housing section above).

The National Disaster Risk Reduction Strategy governs disaster risk reduction planning and implementation at all times, before and after a disaster. This section addresses how recovery operations carry the Strategy forward and apply the "build back better" principle to reconstruction.

Throughout the recovery process, Recovery Teams at all levels will work to integrate risk reduction measures and implement the *National Disaster Risk Reduction Strategy*, the *National Flood Protection Plan-IV*, and national, provincial, and district climate adaptation plans. These measures may include the following:

- Updating and enforcing hazard resistant building codes
- Updating laws and regulations to require resilience measures be integrated into planning and design
- Land use and urban flood management planning
- Voluntary acquisition of hazard-prone property while considering the needs of vulnerable households
- Retrofitting critical facilities
- Installing alternative energy generation
- Promoting sustainable drainage and adequate stormwater management
- Implementing nature-based solutions, wetland restoration, green infrastructure, and ecosystem protection
- Reforestation
- Developing fire management strategies
- Encouraging people to secure adequate insurance, including hazard-specific insurance
- Promoting rainwater harvesting

Disaster recovery is carried out at the local level, so Recovery Teams will implement disaster risk reduction measures that were identified prior to the disaster (see Section 4.5) and those that are identified after the disaster. Where there are provincial- or national-level barriers to implementing risk reduction at the local level, such as requirements under provincial or national law or regulations, the District Recovery Team will work with the Provincial Recovery Team to address the barrier. Provincial Recovery Teams will work with the National Recovery Team as necessary to address national-level barriers to local risk reduction.

6.2 Institutional Arrangements

The pillar of institutional arrangements includes determining which agency is most appropriate to lead recovery efforts and choosing an individual to serve as the recovery champion. This pillar also addresses ensuring that there is a legal basis for recovery efforts at the national, provincial, and district levels. Institutional arrangements also define and delineate roles and responsibilities of governmental and NGOs in facilitating recovery from a disaster.

6.2.1 Effective Lead Agency to Manage the Recovery

Pre-identifying a lead agency that will manage recovery efforts is essential for ensuring that recovery efforts can begin immediately following a disaster, even while response efforts are still underway. At the national level, the NDMA has the legislated responsibility for recovery.

However, the MoPD&SI RRU will serve as the lead agency for all national-level disasters in collaboration and technical support from NDMA including the NDMA Gender and Child Cell (GCC), as this has been the practice since at least 2022. For disasters that do not require national-level coordination, the provinces will lead recovery efforts, supported by the districts.

At the provincial and district levels, the lead agency will be identified based on the following criteria:

- The nature of the disaster
- Existing governmental structure and departments, and their roles
- Past disaster experience
- Capacity and capabilities to coordinate inclusive recovery efforts with lower levels of government and communities
- Existing operational coordination, monitoring and oversight, and financial controls already in place in the agency

When identifying the lead agency, provinces and districts will exercise one of the following options:

1. **Choose and strengthen existing agencies/organizations to lead the recovery by sector.** Agencies/departments independently manage recovery efforts related to their sector. Under this option, the post-disaster recovery framework will clearly define each agency's/organization's roles and how sectoral efforts will be prioritized and coordinated.
2. **Create a new organization specifically to lead recovery efforts.** This option may be used when government agencies find it difficult to coordinate recovery efforts while providing day-to-day service.
3. **Develop a hybrid arrangement through creation of a governmental recovery unit.** The MoPD&SI's RRU is an example of this option. Provinces and districts may wish to establish similar units within their jurisdictions.

By default, at the provincial level, the Chief Minister's Office or Planning and Development department will serve as the lead agency. At the district level, recovery efforts will be led by the district administration.

At each level of government, an individual will be named by the lead agency to lead the recovery efforts as the Recovery Team Leader. The Recovery Team Leader must be respected, competent, and empathetic. They will be committed to the recovery process and able to ensure implementation of strong recovery practices, including building back better. They will be politically savvy and able to engage resources from a variety of sources.

Importantly, the Recovery Team Leader will foster collaboration in recovery efforts, not direct through a top-down model.

6.2.2 Organizing for Long-Term Recovery

After a disaster, each level of government will organize a long-term Recovery Team. The role of the National Recovery Team is to oversee and coordinate recovery operations among the affected national ministries and provinces. As entities with roles in long-term recovery, the following ministries and other national organizations will be represented on the National Recovery Team:

- Cabinet Secretariat Aviation Division
- Ministry of Climate Change & Environmental Coordination
- Ministry of Communications
- Ministry of Economic Affairs
Economic Affairs Division
- Ministry of Education and Professional Training
- Ministry of Energy
- Ministry of Finance
- Ministry of Foreign Affairs Crisis Management Unit
- Ministry of Information Technology and Telecommunication
- Ministry of Interior and Narcotics Control
- Ministry of Maritime Affairs
Department of Ports
- Ministry of National Food Security and Research
- Ministry of Human Rights
- Ministry of National Health Services, Regulations and Coordination
- Ministry of Planning, Development, & Special Initiatives Recovery and Reconstruction Unit
- Ministry of Railways
- Ministry of Water Resources
- National Disaster Management Authority (NDMA)
- National Disaster Risk Management Fund (NDRMF)
- National Electric Power Regulatory Authority
- National Transmission and Dispatch Company Limited
- Pakistan Broadcasting Corporation
- Pakistan Environmental Protection Agency
- Pakistan Post
- Pakistan Television Corporation
- United Nations Agencies
- Ministry of Labour

At the provincial level, the Provincial Recovery Team will be responsible for overseeing and coordinating recovery operations among the affected provincial departments and districts. The structure and strategies implemented by the Provincial Recovery Teams will align with those at the national level. Each Provincial Recovery Team will provide a liaison to the National Recovery Team.

The District Recovery Teams will be responsible for facilitating recovery efforts throughout the district and coordinating efforts undertaken by any community Recovery Teams (if

applicable). The District Recovery Teams will include representatives from the district departments, local and municipal building and public works authorities, law enforcement agencies, school administration, and power distribution companies. They will facilitate partnerships with the local community service organizations, NGOs, and the private sector for implementation of local-level reconstruction and recovery projects.

Regardless of how the recovery teams are organized, they will include representatives of the sectors listed in Section 6.1.4. Each member of the recovery team can represent more than one sector, as long as each sector is represented.

Each member of the Recovery Team will be nominated by their agency leadership to serve in that role. Recovery Team members must have the authority while ensuring multidisciplinary representation across recovery sectors to make decisions on behalf of their agencies with minimal oversight from other agency staff. The lead agency/organization then manages coordination among the members and other stakeholders. Each agency represented on the Recovery Teams will assess their capacity to provide recovery services after a disaster and will regularly reassess that capacity during recovery operations. Agencies will adjust staffing levels as appropriate to meet recovery needs as well as day-to-day service needs.

6.2.3 Pre-Established Partnerships

Effective recovery efforts require partnerships among government agencies and between government, nongovernmental organizations, and the private sector. To help leverage private sector funding, governments at all levels will form public-private partnerships. Public-private partnerships (PPP) foster innovation, and expertise in technology development, infrastructure, and service delivery will play a major role in recovery. Developing partnerships during non-disaster time allows organizations to understand each other's roles, resources, capabilities and comparative advantages. This will facilitate leveraging those capabilities more efficiently after a disaster.

Areas of recovery that may benefit from pre-established PPPs include the following:

- Technological innovation
- Information sharing
- Funding
- Retrofitting infrastructure
- Privatizing government programs

National, provincial, and district governments will identify private organizations with which to enter into a PPP based on their capabilities. The nature of the private organization will

indicate which level of government should enter into the partnership. National or multi-national/global companies will partner with the national government. Regional companies may partner with the province or a set of districts. Small businesses would partner with the district.

6.2.4 Recovery Activities by Sector

Long-term recovery from a disaster requires input and action in several sectors of society. These sectors include national, provincial, and district governments, infrastructure, production, and social aspects.

6.2.4.1 Government

Governments of all levels will coordinate recovery activities in their jurisdictions through the Recovery Teams described in Section 6.2.2. In addition, governments will prioritize restoring their institutions, governance systems, and processes to facilitate recovery. They will decide on a policy for accelerating, streamlining, and processing regulatory licenses, permits, and certificates to facilitate smart reconstruction and recovery. Governments will ensure that reconstruction and recovery are balanced with environmental protection, social inclusion, and meeting environmental and social goals.

The national government will support the provinces and districts, the provincial governments will support the districts and communities, and the district governments will support their communities. This includes addressing assets and infrastructure that cross jurisdictional borders. The National Recovery Team will coordinate with the provinces where an asset or piece of infrastructure crosses provincial borders. The Provincial Recovery Team will coordinate with districts where an asset or piece of infrastructure crosses district borders within the province. The national government will coordinate with international organizations at the headquarters level, with Province and District Recovery Teams working closely with NGOs' and international organizations' staff deployed in their jurisdictions.

Across all recovery sectors, planning, implementation, and monitoring should consider the differential needs and capacities of affected population groups and promote equitable access to recovery assistance, services, livelihoods, infrastructure, and decision-making opportunities.

6.2.4.2 Infrastructure

The infrastructure sector plays a pivotal role in restoring stability and enabling broader recovery after a disaster. This section describes the essential activities required to bring critical systems—water and sanitation, electricity, transportation, and telecommunications—back to safe and reliable operation and increase their resilience to

future disasters. Because these infrastructure components are deeply interconnected, progress in one area often accelerates recovery in others, making coordinated action by the Recovery Teams vital.

6.2.4.2.1 Water and Sanitation

The Ministry of Water Resources and Provinces' Works, Public Health, and Engineering Departments will lead the recovery of drinking water supply and sanitation systems, working with district authorities. These departments will conduct planning, design, and construction of water supply, wastewater treatment, and drainage infrastructure for new and repaired systems. Water resource planning will occur at the watershed level to increase resilience. Local officials will identify opportunities to install, upgrade, and/or relocate infrastructure. They will identify potential sites for new reservoirs, to help increase water supplies for agricultural, industrial, and domestic consumption. Priority will be given to sufficiently treating wastewater before discharging it back into the nation's waterways, proper waste management, and ensuring a safe and accessible water supply. To the extent possible, Recovery Teams will implement nature-based solutions.

6.2.4.2.2 Electricity

The Ministry of Energy (MOE) will lead the recovery of electricity infrastructure. MOE will coordinate closely with the provincial agencies responsible for electric power, and with the Ministry of Water Resources (MOWR) regarding hydropower. Recovery activities for this sector include power generation, laying transmission lines, distribution, and financial regulation. The MOE and each province will work with the electricity distribution providers in their jurisdictions. During recovery efforts, provinces will make efforts to expand the electricity distribution network to reach underserved areas.

Recovery efforts will include the transition to cleaner energy, where possible. Coal-fired power stations should be retrofitted to increase efficiency and capture/store carbon dioxide. Priority will be given to the import of natural gas, liquefied natural gas, and liquefied petroleum gas over the import of oil and coal, except where specific fuels are necessary (e.g., cooking coal for the steel industry). Where hydropower generation is considered, environmental impacts will be assessed and addressed. Recovery efforts will also include encouraging domestic, industrial, and commercial customers to consider installing solar, geothermal, wind, bioenergy, and other backup power options.

Policy measures will be considered as well. Levels of government may introduce measures to promote sustainability, energy conservation, and other practices. Building codes may be updated to improve energy efficiency requirements.

6.2.4.2.3 Transport

Each ministry that oversees transportation infrastructure will identify needs from the PDNA and coordinate with the National and Provincial Recovery Teams to address those needs. The Ministry of Communications and National Highway Authority (NHA) will address road infrastructure. The Ministry of Maritime Affairs' Department of Ports and Shipping will address issues at the nation's ports, while provinces will address issues related to inland water transport on the nation's rivers. The Aviation Division of the Cabinet Secretariat will address issues at airports. The Ministry of Railways will address rail infrastructure issues. The Ministry of Finance (MOF) and the Interior Ministry will coordinate with those ministries to ensure customs and cargo clearance procedures are being carried out. Due to there being several ministries that oversee transportation infrastructure, the NDMA will serve as the coordinating agency for this sector.

Priority will be given to re-establishing transport and trade corridors of the Central Asia Regional Economic Cooperation (CAREC) Program and the China-Pakistan Economic Corridor (CPEC). This will facilitate receipt and distribution of recovery resources.

At the local level, roads, rail track, and bridges will be redesigned to be made resilient to highest/prolonged flood flows and other hazard conditions. Additional roads will be installed where needed. Impacted ports and airports will be equipped with modern cargo handling techniques.

6.2.4.2.4 Telecommunications

The Ministry of Communications (MOC) will lead efforts to recover communications infrastructure. MOC will work with the Ministry of Information Technology and Telecommunication (MoITT) to enhance digital communications infrastructure across the country, including high-speed Internet and mobile telephone services. MoITT will work to develop an artificial intelligence framework and enhance cybersecurity capabilities.

6.2.4.3 Productive

The productive sector is central to restoring livelihoods and revitalizing the economy after a disaster. This section highlights the key recovery actions needed across agriculture, commerce and industry, and tourism to stimulate income and livelihoods, support businesses, and restore the local economy in disaster-affected areas.

6.2.4.3.1 Agriculture

At the national level, recovery of the agriculture sector will be led by the Ministry of National Food Security and Research, supported by the provincial agriculture departments. Recovery activities include rehabilitating orchards, forests, and rangelands; restocking fisheries and livestock animals as ecologically viable; preventing outbreaks of livestock

and transboundary animal diseases; (livestock interventions during recovery should be designed and evaluated with reference to the Livestock Emergency Guidelines and Standards [LEGS]²); rehabilitating agricultural infrastructure such as irrigation canals, watercourses, tube wells, drainage systems, farm-to-market roads, grain storage facilities, livestock shelters, food processing facilities, wholesale markets, cold storage facilities, and agricultural research stations; and providing support to horticulture and farming communities, specifically smallholder farmers, women farmers, to start small-scale businesses. Climate-smart agricultural practices, drought and flood tolerant crop varieties, efficient irrigation systems, conservation agriculture, resilient farming technologies, and land management processes will be encouraged, to reduce future disaster risks. The Agriculture sector will work closely with the Water and Sanitation sector to provide water for irrigation and other uses. It will identify ways to expand irrigated areas for farming.

Agriculture skills training accessible to women and vulnerable farming households will be provided. Education and training centers (see Section 4.3 above) will provide information on innovative and progressive production practices, crop optimization, livestock ownership, pest control, and aquaculture farming. Farmers and livestock owners will be encouraged to secure insurance on their crops and livestock.

6.2.4.3.2 Commerce and Industry

The national government, provinces, and districts will assist the commercial and industrial sectors in recovering from a disaster. The goal of this assistance is to restore livelihoods of the affected people so that they are less reliant on outside aid. Cash for work, vocational training, and alternative income-generating opportunities are options for restoring livelihoods and reviving local markets.

The most important measure to facilitate recovery of commerce and businesses in affected areas is increased access to financial resources. These resources will help businesses restart operations, replenish working capital, and replace/repair equipment and structures that were damaged or destroyed. Recovery Teams will work with financial institutions to provide assistance products to help business owners focusing women-owned enterprises and micro, small and medium enterprises, recover and create new economic opportunities. They will organize and host trade fairs in person and through digital platforms to facilitate market access for goods and services produced by affected communities.

² LEGS Project. 2023. *Livestock Emergency Guidelines and Standards*, 3rd edition. Rugby, UK: Practical Action Publishing. <https://www.livestock-emergency.net/legs-handbook-third-edition/>

Provinces and districts will identify the industries and employers they wish to attract during the community development planning processes conducted during non-disaster time. During disaster recovery, the national government, provinces, and districts can promote workforce development programs related to those industries and employers with provincial technical and vocational training bodies.

Technology parks that promote inclusive entrepreneurship will be established by communities. These parks will enhance the national technology base, increase efficiency in public and private systems, promote research and development of new technologies, and spur innovation. Within technology parks there will be incubation centers to promote technology entrepreneurship and redefining the use of technology to achieve sustainable growth.

6.2.4.3.3 Tourism

The Pakistan Tourism Development Corporation (PTDC) will lead the recovery of the tourism industry in affected areas. The primary focus for recovery of the tourism sector is provision of financial support. This support may be through insurance products, matching grants, and loans to small businesses dependent on tourism. Government support to the tourism sector will also focus on providing employment and livelihoods in local communities, strengthening communication infrastructure, enforcing building codes during reconstruction, spatial planning of tourism areas, and passing anti-encroachment acts.

6.2.4.4 Social

The Social sector is the heart of community recovery. It supports safety, well-being, and social cohesion. This sector addresses needs related to housing, education, health, and culture and heritage. It focuses on restoring and strengthening systems that promote individual and family resilience.

6.2.4.4.1 Housing

Reconstruction of housing will begin in the short-term (or early) recovery phase. In the long term, provincial housing departments will work with the Housing sector will examine housing needs of all affected population groups against the available housing supply and work to construct housing stock that is safe, accessible, affordable, and resilient, to meet those needs. It will establish a land use planning system for managing rural and urban development, including vertical expansion over lateral sprawl. The Housing sector will work to implement cost-effective, hazard-resistant engineering and construction standards to make all housing more resilient. It will work to replace flood prone housing with housing options outside of flood risk areas, ensure that housing settlements in the floodplain meet

the requirements of the Flood Plain Act, and ensure that housing reconstruction in areas with seismic risk follows seismic-resistant standards.

6.2.4.4.2 Education

The Ministry of Education and Professional Training and the provinces' education departments will work with schools to ensure that they are implementing their education in emergencies (EIE) plans or programs. This will allow school staff, faculty, and students in areas affected by disasters to continue to access education even during the recovery phase. Ensuring that a quality education is provided will continue to be a focus through all phases of recovery. Temporary accessible educational facilities will be established. Long-term recovery efforts will include reconstruction of accessible, safe, inclusive, and modern school facilities and developing/updating training and skill building courses. Schools will evaluate learning losses due to the disaster and develop strategies to address them.

6.2.4.4.3 Health

At the national level, the Ministry of National Health Services, Regulations, and Coordination will lead the recovery of the health sector. This sector is focused on recovering resilient and accessible health infrastructure throughout the nation. Provinces and districts will ensure that the health sector is represented on their respective Recovery Teams. In carrying out recovery activities, the health sector will address establishing health financing and stimulating investment in health facilities and infrastructure, service delivery, the availability of health professionals including female health workers (see below), health information systems and incorporating health data into risk assessments, essential medicines and technology, governance and institutional arrangements at all levels of government, cross-sectoral linkages with the health sector, and Pakistan's global health responsibilities (e.g., information and technology sharing).

One key aspect of the health sector's recovery is ensuring that there is an adequate number of health professionals to serve Pakistan's communities. The national and provincial governments will work to build capacity to provide pre-service and in-service training to health professionals. They will align investment in the health labor market with the current and future needs of the people and the health system.

While addressing the above, the health sector will continue to address the spread and prevalence of communicable and non-communicable diseases. Health sector staff will help build capacity for regular health screenings for vector borne diseases (e.g., malaria, dengue), hepatitis C, polio, and Human Immunodeficiency Virus (HIV). The health sector will also advocate for multi-sectoral public policies, strengthening partnerships, and integrating mental health and substance abuse into health services.

6.2.4.4.4 Culture and Heritage

Damage to cultural and heritage sites should be assessed immediately, to facilitate stabilization of the highest-priority sites. Heritage management staff should be trained and equipped to perform stabilization measures, and improved flood protection systems for heritage sites should be implemented. Over the long term, stakeholders should integrate indigenous knowledge including traditional community resilience practices, into current practices, such as water management systems and sustainable building practices. The Culture and Heritage sector will strengthen provincial and national cultural policies. In addition, cultural sites should be inventoried and the results compiled.

6.2.5 Roles and Responsibilities During Long-term Recovery

As described in the sections above, many stakeholders have a role to play in recovering from a disaster. Roles and responsibilities of stakeholders of various levels are summarized here.

6.2.5.1 National

- Cabinet Secretariat Aviation Division
 - Serve on the National Recovery Team
 - Assess, repair, and increase resilience of damaged airport facilities
- Interior Ministry
 - Serve on the National Recovery Team
 - Ensure customs and cargo clearance procedures are being carried out
- Ministry of Climate Change & Environmental Coordination
 - Serve on the National Recovery Team
 - Integrate climate adaptation measures into disaster recovery efforts
 - Co-chair an External Funding and Donor Coordination Steering Group
 - Serve as the National Designated Authority for the Green Climate Fund and coordinate with MoPD&SI on incorporating this funding into recovery efforts.
- Ministry of Communications/National Highway Authority (NHA)
 - Serve on the National Recovery Team
 - Lead recovery efforts related to the road network
 - Manage road infrastructure and freight
 - Handle foreign and transit trade
 - Lead recovery efforts related to communications infrastructure
 - Work with the Ministry of Information Technology and Telecommunication to enhance digital communications infrastructure
 - Deliver postal services
- Ministry of Economic Affairs Economic Affairs Division

- Serve on the National Recovery Team
- Assess requirements, programming, and negotiations for external economic assistance from foreign governments and organizations
- Coordinate with foreign and international financing institutions, including the ADB and Islamic Development Bank
- Coordinate with the United Nations (UN) and other international organizations on economic matters related to long-term recovery
- Assess requirements, programming, and negotiation for securing technical assistance to Pakistan from foreign governments and organizations
- Manage external debt related to long-term recovery activities
- Co-chair an External Funding and Donor Coordination Steering Group
- Coordinate with the Ministry of Finance and international financial institutions to develop risk financing strategies and procedures for accessing funding
- Ministry of Education and Professional Training
 - Serve on the National Recovery Team
 - Provide technical support for the educational community to support inclusive recovery and continuity of learning
 - Assess, repair, and increase resilience of damaged school facilities
- Ministry of Energy
 - Serve on the National Recovery Team
 - Assess, repair, and increase resilience of damaged energy infrastructure
- Ministry of Finance
 - Serve on the National Recovery Team
 - Ensure customs and cargo clearance procedures are being carried out
 - Coordinate with EAD and international financial institutions to develop risk financing strategies and procedures for accessing funding
- Ministry of Foreign Affairs (MoFA) Crisis Management Unit (CMU)
 - Serve on the National Recovery Team
 - Liaise with foreign governments and international organizations in coordination with EAD.
 - Provide relief and short-term recovery support.
- Ministry of Information Technology and Telecommunication
 - Serve on the National Recovery Team
 - Assess, repair, and increase resilience of damaged information technology infrastructure
 - Work with the Ministry of Communications to enhance digital communications infrastructure

- Liaise between the government and mass media
- Ministry of Maritime Affairs Department of Ports
 - Serve on the National Recovery Team
 - Lead recovery efforts related to ports
 - Oversee shipping of recovery goods through ports
 - Assess, repair, and increase resilience of damaged port infrastructure
- Ministry of National Food Security and Research
 - Serve on the National Recovery Team
 - Compile information on agricultural impacts of disasters
 - Coordinate provision of aid to the agricultural sector
 - Coordinate procurement of food grains within Pakistan and from abroad
 - Monitor food security
 - Conduct pest surveillance
- Ministry of National Health Services, Regulations and Coordination
 - Serve on the National Recovery Team
 - Provide information on health hazards and priority public health needs of affected populations
 - Ensure healthcare providers stock adequate supplies of medicine and essential maternal, reproductive, mental health, and assistive health supplies
- Ministry of Planning, Development, & Special Initiatives
 - Lead the National Recovery Team
 - Maintain the capabilities of the Recovery and Reconstruction Unit
 - Maintain the capabilities to conduct PDNAs
 - Ensure that PDNAs integrate SADDD, differential impact analysis, and inclusive recovery priorities.
 - Support NDMA in maintaining and regularly updating the Ex-ante DRF
 - Integrate climate adaptation measures into disaster recovery efforts
 - Initiate reform and innovation in urban development in partnership with the provinces
 - Track international funding opportunities for recovery efforts
 - Coordinate with EAD and international financial institutions to develop risk financing strategies and procedures for accessing funding
 - Oversee public information campaigns and public relations
 - Promote inclusive stakeholder engagement throughout recovery planning and implementation.
 - Coordinate multi-source funding
- Ministry of Railways

- Serve on the National Recovery Team
- Lead recovery efforts related to the nation's rail network
- Assist transportation of relief goods to affected areas
- Assess, repair, and increase resilience of damaged tracks
- Ministry of Water Resources
 - Serve on the National Recovery Team
 - Work with the MOE on recovery efforts related to hydropower
- National Disaster Management Authority (NDMA)
 - Serve on the National Recovery Team
 - Lead the maintenance and regular updating of the Ex-ante DRF
 - Provide information on conducting rapid damage assessments to province and district disaster management authorities
 - Work with the Ministry of Planning, Development, & Special Initiatives to maintain capabilities to conduct PDNAs
 - Support the collection, analysis, and dissemination of SADDD, to inform recovery planning and monitoring.
 - Integrate disaster risk reduction measures into disaster recovery efforts
 - Maintain and provide demographic and hazard assessment data and information
 - Coordinate recovery of transportation infrastructure
 - Provide information and insight into infrastructure projects
 - Co-chair an External Funding and Donor Coordination Steering Group
 - Provide information on financing recovery activities
 - Coordinate with EAD and international financial institutions to develop risk financing strategies and procedures for accessing funding
 - Develop and conduct training on recovery topics for stakeholders across Pakistan
 - Promote gender-responsive and socially inclusive recovery planning through technical guidance, capacity building, and coordination with relevant partners.
 - Develop and publish guidelines for developing post-disaster recovery frameworks
 - Connect with universities to increase capacity and capabilities for recovery planning and operations
 - Coordinate with EAD and serve as the liaison for foreign nations and international organizations to solicit and secure aid resources
- National Disaster Risk Management Fund (NDRMF)
 - Serve on the National Recovery Team

- National Electric Power Regulatory Authority
 - Serve on the National Recovery Team
- National Institute of Disaster Management
 - Develop and deliver curricula on on inclusive and gender-responsive post-disaster recovery
 - Assist in building capacity and capabilities for disaster recovery
- National Transmission and Dispatch Company Limited
 - Serve on the National Recovery Team
- Pakistan Broadcasting Corporation
 - Serve on the National Recovery Team
- Pakistan Electronic Media Regulatory Authority (PEMRA)
 - Air public service messages for community awareness
- Pakistan Environmental Protection Agency
 - Serve on the National Recovery Team
 - Conduct environmental reviews of recovery projects
 - Provide insight into environmental impacts of recovery activities
- Pakistan Post
 - Serve on the National Recovery Team
- Pakistan Telecommunication Authority
 - Facilitate generation of short message service (SMS) alert for warning, relief, and other topics
- Pakistan Television Corporation
 - Serve on the National Recovery Team
- Pakistan Tourism Development Corporation
 - Lead the recovery of the tourism industry in affected areas

6.2.5.2 *Provincial*

- Agriculture, Supply and Price Departments
 - Assess damages and needs of affected crop areas and submit to the DDMA and PDMA
 - Provide timely compensation to affected farmers, specifically women farmers
 - Introduce new crops resistance to water shortage/bio saline agriculture
- Archaeology and Culture Department
 - Serve on the Provincial Recovery Team
 - Support recovery operations in the Culture and Heritage sector
- Chief Executive's Offices

- Lead the Provincial Recovery Team or delegate that authority to the Planning and Development Department.
- Support recovery operations across all departments.
- Disaster Management Authorities
 - Serve on the Provincial Recovery Team
 - Provide information on conducting rapid damage assessments to district disaster management authorities
 - Provide staff to assist in damage and post-disaster needs assessments
 - Evaluate risk to hazards throughout the province
 - Integrate disaster risk reduction measures into disaster recovery efforts
 - Maintain and provide demographic and hazard assessment data and information
 - Provide information and insight into infrastructure projects
 - Provide information on financing recovery activities
 - Develop and conduct training on recovery topics for stakeholders
 - Coordinate with relevant stakeholders, including government agencies, international organizations, UN agencies, and local NGOs to implement recovery initiatives in the province
 - Connect with universities to increase capacity and capabilities for recovery planning and operations
- Education and Literacy Departments
 - Ensure early resumption of education activities in affected areas
 - Facilitate the early resumption of educational activities and infrastructure
 - Evaluate the extent of damage to schools, including infrastructure, learning materials, and teacher availability
 - Assess the mental health and well-being of both students and teachers
 - Provide training to teachers on how to address the psychological impacts of the disaster on students
- Empowerment of Person with Disabilities Departments
 - Provide inclusive rehabilitation and access to social services
 - Restore and repair assistive infrastructure
 - Advocate for disability-inclusion in recovery policies
- Environmental Protection Agencies
 - Serve on the Provincial Recovery Team
 - Conduct environmental screening of recovery projects
- Energy Departments
 - Serve on the Provincial Recovery Team
 - Support recovery operations in the Energy sector

- Finance Departments
 - Get statistical data regarding actual damage and recovery needs from all line departments
 - Provide funds for execution of rehabilitation process
- Food Departments
 - Support the PDMA and other relevant departments in conducting post-disaster food security assessments
 - Support early recovery and rehabilitation activities
- Health Departments
 - Provide medical supplies to assist in short-term (early) recovery operations
 - Establish and operate temporary health facilities in areas where permanent facilities were damaged
- Housing Departments
 - Serve on the Provincial Recovery Team
 - Support recovery efforts in the Housing sector
- Industries, Commerce, and Investment Departments
 - Serve on the Provincial Recovery Team
 - Support recovery efforts in the Commerce and Industries sector
- Livestock and Fisheries Departments
 - Assess and report damages and needs of affected livestock to the DDMA and PDMA
 - Provide timely compensation to affected livestock owners
- Local Government Departments
 - Conduct clean-up drives in flood-affected areas
 - Assess and report infrastructure damages to the PDMA and DDMA
 - Restore and rehabilitate municipal facilities
- Planning and Development Departments
 - Maintain the capabilities of the department Recovery and Reconstruction Unit
 - Maintain and enhance ordinances to increase resilience of structures and infrastructure and reduce risk
 - Gather data regarding damages and recovery needs from all relevant departments
 - Identify potential recovery resources
 - Facilitate other departments in planning and execution of rehabilitation in a cost-effective manner
 - Coordinate with all province line departments

- Revenue Departments
 - Allocate funds for recovery
 - Assess damage to industry/business, crops, and livestock
 - Settle taxes on industry/business, crops, and livestock in coordination with the Industry, Agriculture, and Irrigation Departments
- Social Welfare Department
 - Monitor and follow up on the status of extremely vulnerable people including older persons, persons with disabilities, women at risk, and children
 - Assist and facilitate damage and needs assessment teams
- Women Development & Social Protection Departments
 - Facilitate women-focused recovery and livelihood programs
 - Support participation of women and vulnerable groups in recovery planning, implementation, and monitoring.
 - Monitor rehabilitation services for vulnerable women
 - Advocate for gender-responsive recovery planning
- Works, Public Health, and Engineering Departments
 - Lead the recovery of drinking water supply and sanitation systems, working with municipal authorities

6.2.5.3 District

- Disaster Management Authorities
 - Lead the District Recovery Team
 - Coordinate with Village Reconstruction Committees
 - Conduct gender-responsive damage and post-disaster needs assessments in support of the MoPD&SI and/or Provincial Recovery Team
 - Evaluate risk to hazards throughout the district
 - Integrate disaster risk reduction measures into disaster recovery efforts
 - Compile demographic and hazard assessment data and information
 - Provide information and insight into infrastructure projects
 - Provide information on financing recovery activities
 - Develop and conduct training on inclusive recovery topics for stakeholders
 - Coordinate with relevant stakeholders, including government agencies, international organizations, UN agencies, and local NGOs to implement recovery initiatives in the district
 - Connect with universities to increase capacity and capabilities for recovery planning and operations
- Forest Department

- Promote recovery of the forest ecosystem by replanting areas of destroyed vegetation with resilient species
- Remove dead trees and other hazards from impacted areas
- Develop and implement fire management strategies to promote a healthy, resilient forest
- Conduct soil stabilization treatment to prevent erosion and promote regrowth of vegetation
- Implement erosion control measures
- Local and Municipal Building and Public Works Authorities
 - Enforce building codes in post-disaster reconstruction

6.2.5.4 *Local Communities*

- Support the establishment of local disaster management committees with inclusive participation and local action plans
- Carry out relief, rehabilitation, and reconstruction activities in affected areas in accordance with district plans
- Actively participate in rebuilding community infrastructure and livelihoods and promoting sustainable livelihoods and water, sanitation and hygiene practices
- Organize to rebuild agricultural activities, repair community irrigation systems, and reintroduce livestock farming
- Protect natural resources, ensuring that the recovery process does not compromise future generations' ability to cope with future disasters
- Identify the industries and employers to be brought into the community
- Establish technology parks
- Provide technical and financial resources

6.2.5.5 *Non-Governmental Organizations (NGO)*

- Establish partnerships with districts, provinces, and the national government, as applicable
- Provide aid and support to response and short-term (early) recovery efforts
- Participate in inclusive long-term recovery efforts
- Serve on district recovery teams

6.2.5.6 *International Organizations*

- United Nations Agencies
 - Establish partnerships with the NDMA and other national ministries
 - Provide aid and support to response and short-term (early) recovery efforts
 - Participate in long-term recovery efforts

- Serve on the National Recovery Team
- Participate in conducting inclusive impact assessments
- Support education continuity in affected communities
- World Health Organization
 - Maintain partnerships with the Ministry of National Health Services, Regulations and Coordination and provincial health departments
 - Help ensure access to health services in affected areas
 - Support medical materiel supply chains
- Other International Organizations
 - Establish partnerships with the NDMA and other national ministries
 - Provide financial support and technical assistance
 - Collaborate on long-term recovery projects

6.2.5.7 *Utility Providers*

- Establish partnerships with districts, provinces, and the national government, as applicable
- Assess damage to infrastructure and provide that information to the appropriate Recovery Teams.
- Participate in long-term recovery efforts
- Serve on district recovery teams

6.2.5.8 *Private Sector*

- Establish partnerships with districts, provinces, and the national government, as applicable
- Provide aid and support to response and short-term (early) recovery efforts
- Participate in long-term recovery efforts
- Work with government agencies to determine which public services, if any, should be privatized
- Invest in rebuilding damaged transport infrastructure and support economic recovery initiatives through corporate social responsibility (CSR) efforts that support inclusive and resilient recovery
- Serve on district recovery teams

6.3 Recovery Financing

Carrying out recovery activities requires significant financial investment. The Post-Disaster Needs Assessment conducted after the disaster occurs will provide information and insight into the cost of recovery activities including the differential recovery needs of affected population groups.

Financing recovery begins at the individual and family level, as people spend their money on repairs and making their homes and businesses more resilient to future disasters. District, province, and national agency funding are also directed away from its original use towards funding recovery efforts. It is important for all stakeholders to save money for future disasters. For situations in which even these funds are depleted, individuals, organizations, and governments should have plans and procedures in place to receive funding from outside organizations, including international organizations.

The respective levels of government Recovery Teams will work to secure funding and determine how it is allocated to promote equitable and inclusive recovery outcomes. The National Recovery Team, through the EAD, will work with international organizations and the Ministry of Finance to allocate funding to affected agencies and provinces. The Provincial Recovery Teams will work with the National Recovery Team, provincial departments, and their respective districts to allocate funding to their affected departments and the districts. The District Recovery Teams will, in turn, work with their Provincial Recovery Team and affected departments and communities to secure funding, and they will allocate that funding towards priority and inclusive local recovery activities identified in their post-disaster recovery frameworks (see Section 6.4.8). Recovery Teams at all levels will continuously seek out grants and other opportunities to fund recovery activities.

Recovery financing will be accomplished through a transparent equitable, and accountable process. Financial oversight is described in Section 6.4.9 below. Recovery Teams should promote gender-responsive and socially inclusive budgeting practices to help ensure that recovery financing addresses the differential needs of affected populations and supports equitable recovery outcomes.

6.3.1 Short-term (Early) Recovery Funding

Several funding programs exist to assist governments, stakeholder groups, and individuals carry out relief, rehabilitation, and reconstruction efforts. They include disaster management funds, the Benazir Income Support Programme, and insurance.

6.3.1.1 *National Disaster Management Fund and Provincial Disaster Management Funds*

The National Disaster Management Fund and Provincial Disaster Management Funds were established by the National Disaster Management Act of 2010. They are financed by grants made by the federal or provincial governments; loans, aid and donations from national or international agencies; and other donations. These funds are used to pay for emergency preparedness, response, mitigation, relief, and reconstruction. Their use for long-term recovery efforts is not specified in the Act. It should be noted that NDMF is national level

fund and PDMF is provincial level fund and each is receiving these funds from the respective national and provincial governments.

6.3.1.2 *Benazir Income Support Programme*

The Benazir Income Support Programme (BISP) serves as a social protection and emergency cash assistance mechanism, providing emergency cash assistance to families affected by a disaster. These funds are typically used to meet basic needs, make repairs, and replace items lost in the disaster. These activities are among the first steps in short-term recovery at the individual and family levels. As such, Benazir Income Support Programme primarily serves as a social protection and emergency cash assistance mechanism during early recovery and is not a tool for short-term or long-term disaster recovery. Other commercial tools for disbursing funds during disasters to affected people can be employed by the government.

6.3.1.3 *Insurance*

Though insurance coverage throughout Pakistan is extremely limited as a whole, and is negligible for the agricultural sector, housing, and public infrastructure, individuals and organizations that do maintain insurance policies will benefit. Individuals and organizations affected by a disaster will submit insurance claims and use the insurance payments to fund their recovery.

6.3.2 Long-term Recovery Funding

The following sections describe sources of long-term recovery funding. These funding sources align with the *Disaster Risk Financing Strategy of Pakistan*.

6.3.2.1 *Budgetary Reserves*

A disaster can significantly impact governments' and organizations' budgets, resulting in funding being transferred from other projects and programs to fund long-term recovery efforts. To mitigate this effect, all organizations should set aside a budgetary reserve that supports timely and inclusive recovery investments, for future long-term disaster recovery as part of their normal budgeting processes (see Section 4.4.1). The budgetary reserves should support timely and inclusive recovery investments.

Additionally, governments and other organizations can rededicate available funding from other programs to support recovery efforts. After a disaster, the respective Recovery Teams will oversee the spending of budgeted government funds for recovery efforts.

6.3.2.2 *Budget Reallocation*

Recovery Team members will examine their existing programs to identify underutilized funds, low-priority initiatives, and other activities that can be scaled down or eliminated to

be able to shift that funding towards long-term recovery efforts. Line ministries and departments will work with the Ministry of Finance to request and secure approval to reallocate funding to recovery activities while safeguarding funding for essential social services and vulnerable populations.

6.3.2.3 Disaster Risk Financing

Section 4.4.3 describes disaster risk financing mechanisms that could be established prior to a disaster to provide funding for post-disaster recovery activities.

6.3.2.4 Other Existing Government Funding Programs

Pakistan administers several additional funding programs that can be leveraged during recovery. Recovery Teams will identify applicable funding programs for their recovery activities and work with the appropriate Recovery Team (i.e., districts will work with the provinces, provinces will work with the National Recovery Team) to apply for, secure, and leverage funding from these programs. Concessional agricultural credit may be provided by the State Bank of Pakistan, for instance. Also, while it is not a typical recovery mechanism, the Public Sector Development Program can be leveraged to implement applicable recovery projects identified by the Recovery Teams.

6.3.2.5 Public-Private Partnerships and Private Funding

Private entities typically are able to mobilize funding more quickly than governments and have a vested interest in community recovery after a disaster. After a disaster, the Recovery Teams will work through their public-private partnerships to apply available funding (such as from the Corporate Social Responsibility funds) and technical expertise from the private sector for recovery efforts.

6.3.2.6 International Aid

International aid will be coordinated by the EAD, in coordination with the MoFA CMU and other members of the National Recovery Team, to ensure equitable distribution among affected provinces. International aid mechanisms that Pakistan may access include the following direct recovery funds and complementary long-term recovery financing:

- Direct Recovery Funds
 - International financial institutions and their multilateral development banks (e.g., Asian Development Bank)
 - The Asia-Pacific Regional Humanitarian Fund
- Complementary Long-term Recovery Financing
 - Climate Investment Funds
 - The Green Climate Fund
 - The Global Adaptation Fund

- The Global Environment Facility
- The International Monetary Fund's Resilience and Sustainability Trust
- The United Nations Reducing Emissions from Deforestation and Forest Degradation program

The EAD will work with the National Coordination Committee on Foreign Funded Projects (or will include the committee as a member of the National Recovery Team) to accelerate foreign-funded recovery projects.

6.3.2.7 Donations

Each Recovery Team will work with its members to establish accounts to collect monetary donations from around the world. The EAD, working with other members of the National Recovery Team, will coordinate calls for donations and donor conferences globally through the External Funding and Donor Coordination Steering Group. Provincial and District Recovery Teams will coordinate calls for donations at their respective levels of geography, similar to the delineation of entering into public-private partnerships, under overall coordination by NDMA.

Where possible, calls for donations will point to specific needs. For example, donations will be solicited for (re)building a school in a specific district to benefit a specific group of children, or to build a new wastewater treatment plant in a specific community.

It is important that donations from the general public be limited to financial contributions and not goods/material, so that recovery efforts are not hindered by logistical challenges of receiving, storing, distributing, and disposing of extra supplies. Supply donations will be managed by the disaster management authorities in accordance with their disaster management plans.

6.3.3 Public Financial Management Systems

Provinces and districts will work with the provincial finance departments (as members of the respective Provincial and District Recovery Teams) to activate established public financial management procedures immediately following a disaster to reprogram budgets, authorize emergency expenditures, and release funds to implementing agencies using existing treasury and financial control systems. At the national level, these activities will be led by the Ministry of Finance. Contingency funds and approved financing instruments will be triggered to ensure liquidity, while simplified procurement procedures and delegated spending authority will be applied within defined safeguards to accelerate delivery. Ministries and departments will execute recovery activities through the Recovery Teams, using normal budgeting channels to the extent possible, and ensuring that funds are tracked, recorded, and reconciled in real time. Financial reports on allocations,

commitments, and expenditures will be produced regularly and shared with oversight bodies and partners (such as the auditing agency) to maintain transparency and support rapid decision-making.

Provinces and districts will integrate all recovery expenditures into program-based budgets and financial management systems, linking spending to defined recovery objectives and outputs. The Recovery Teams will monitor expenditure against results, work with the Ministry of Finance and provincial finance departments to reallocate resources as needed, and conduct periodic financial reviews and audits to ensure compliance and performance. Disaster risk financing instruments—such as reserve funds and contingent credit—will be incorporated into fiscal planning cycles and replenished as part of recovery. These actions will ensure that recovery programs are financed at scale, delivered efficiently, and aligned with long-term resilience objectives while maintaining fiscal control and accountability.

6.4 Implementation Arrangements

This section describes the implementation arrangements that will need to be developed to be able to effectively facilitate recovery operations while ensuring that gender-responsive approaches are systematically integrated into all recovery processes, including planning, execution, and monitoring.

6.4.1 Setting Reconstruction Standards

Standards for building and infrastructure reconstruction following a disaster must be developed before a disaster occur to ensure input by technical experts, professional association representatives, and other stakeholders. These standards encompass more than meeting the building code. They would include other requirements, such as environmental, energy efficiency, inclusion of shelter space in public buildings, and others. Standards should incorporate gender-responsive and inclusive design, including safety, accessibility, privacy, and usability for women, persons with disabilities, elderly populations, and other vulnerable groups. Post-disaster reconstruction standards should also include mechanisms for monitoring reconstruction to ensure that builders are meeting the additional standards. Monitoring should include verification of compliance with gender-responsive design standards.

6.4.2 Expedited Project Approval Processes

Administrative requirements to approve projects can delay project implementation significantly. After a disaster, some projects identified by the Recovery Teams will need to be carried out quickly. Each level of government will develop procedures for expediting project application review and approval for these applicable projects, while still conducting legally-required reviews such as the Initial Environmental Examination and Environmental

Impact Assessment clearances or reviews required under provincial environmental laws. They will also train staff on when and how to use these procedures. Expedited processes will ensure that projects addressing the needs of women and vulnerable groups are not delayed and are prioritized appropriately.

6.4.3 Procurement Systems Adapted to the Recovery Context

The Public Procurement Regulatory Authority (PPRA) Ordinance Section 21 provides a mechanism for governments of Pakistan to claim an exemption to the ordinance, such as in cases of a disaster. This procedure involves forwarding a request for exemption to the PPRA. In addition, the Public Procurement Rules (2004) state that there is no required amount of time for a procurement to be open in case of an emergency. To facilitate procurement processes after a disaster, the MoPD&SI RRU may consider including representatives of the PPRA on the National Recovery Team or establishing a liaison to PPRA.

Pre-arranged procurement is establishing a list of pre-qualified service providers, vendors, and/or products during non-disaster—preparedness—time for procurement after a disaster. Pre-qualification of suppliers is addressed in Sections 15-17 of the Public Procurement Rules, 2004. Fast-track procurement allows for overlapping procurement steps that were traditionally conducted in sequence, such as the two-stage procurement method described in the Public Procurement Rules, 2004. This could include beginning procurement before final designs are complete. It could also include designating a sole source for specific goods and services. Procurement processes will include provisions for sourcing gender-sensitive goods and services (e.g., dignity kits, assistive devices) and encourage participation of women-owned businesses and service providers where feasible. Policies and procedures for expedited procurement must include monitoring provisions to ensure appropriate practices are followed.

6.4.4 Government Coordination and Supporting Local Implementation

Disaster recovery is executed at the local level, where disaster impacts on individuals, businesses, and community are felt the strongest. When a disaster affects only the communities in a single district, the District Recovery Team (see Section 6.2.2) will set the recovery strategy and develop a post-disaster recovery framework to manage recovery efforts throughout the district. Post-disaster recovery frameworks will align with this Ex-ante NDRF. Oversight from the provincial or national levels will not be necessary, though the District Recovery Team will coordinate with the provincial government to bring support to the affected communities.

When a disaster affects multiple districts in a province or in cases where the impacts of the disaster overwhelm a single district, the Provincial Recovery Team will coordinate efforts of the affected district(s). This will include working with District Recovery Teams to set an overall strategy for recovery at the provincial level that is then implemented at the local level by the District Recovery Teams. In each affected province, the Provincial Recovery Team will develop the province's recovery strategy in cooperation with the District Recovery Teams based on the results of the PDNA(s) conducted by the districts and province.

Likewise, the National Recovery Team will coordinate recovery efforts among affected provinces, working with the respective Provincial Recovery Teams, for large-scale disaster that impact multiple provinces and/or overwhelm one or more provinces.

At each level, Recovery Teams will assign recovery efforts to their member organizations based on those organizations' areas of expertise and regular programs. This helps ensure that recovery efforts are carried out by the staff with subject matter expertise. National and international NGOs will coordinate with the National Recovery Team to set overall policy and coordination among local chapters/branches of the organization. Local chapters/branches of larger organizations will work with the Provincial or District Recovery Team to implement recovery efforts in accordance with the larger overall strategy.

6.4.5 Multi-agency and Multi-Tier Inclusion and Avoiding Duplication of Effort

Unifying recovery policy and implementation under a single programmatic umbrella is essential to ensure coherence, efficiency, and accountability throughout recovery efforts. Without centralized policy, stakeholder organizations involved in recovery efforts will develop and implement their own policies, standards, and activities. This can result in duplication of some efforts while other needs go unmet, confusion, and the prolonging of suffering of the impacted population and communities.

Recovery Teams are established at the district, provincial, and national levels to prevent this from occurring. Recovery Teams include the stakeholder organizations that can play a role in recovering from a disaster. They establish policy for recovery efforts in their jurisdiction and provide a mechanism for coordination and control of different agencies' efforts. This helps achieve synergy among recovery stakeholders, makes recovery efforts more efficient, and results in more effectively meeting the needs of the impacted populations.

Each Recovery Team will establish process for identifying a recovery need, determining which organization(s) have the resources and capacity to meet that need, and assigning recovery activities to an organization to meet the need. Recovery Teams will spread the load of recovery activities equitably among recovery partners to ensure that each

organization with the desire to provide recovery services is given the opportunity while not overburdening one or more of a small set of recovery partners.

6.4.6 Stakeholder and Community Participation

Recovery can only be accomplished by working with the people and organizations affected by the disaster and the recovery process itself. Engaging with stakeholders, including civil society, the private sector, academic institutions, and vulnerable communities is essential in recovering from a disaster. Therefore, individuals and stakeholder organizations will be included in all aspects of the recovery process. This includes conducting the PDNA, defining problems and needs, developing recovery objectives and actions, and providing feedback to the Recovery Teams.

Recovery Teams will develop, maintain, and execute stakeholder and community engagement strategies throughout recovery efforts. As described in Section 6.2.4.1 above, the National Recovery Team will coordinate with international stakeholders at the headquarters level. Provincial and district Recovery Teams will work with locally deployed staff from those organizations.

6.4.7 Role of the Private Sector

The private sector has key roles to play in supporting recovery operations. Private organizations will serve on the Recovery Teams at all levels of government. Large organizations will work with the National and Provincial Recovery Teams to coordinate recovery efforts conducted through local offices.

At the local level, private companies will implement recovery activities, supplying the materials and labor needed to carry out those activities. The private sector will design and repair/rebuild affected infrastructure and housing. Private sector companies will collect donations from their employees and contribute those donations into recovery funds.

Recovery Teams will leverage the public-private partnerships (PPP) that were developed before a disaster (see Section 6.2.3). During recovery efforts, Recovery Teams and government agencies will identify and explore entering into new PPPs to leverage private sector capabilities.

6.4.8 Developing Post-disaster Recovery Frameworks

Following a major disaster that requires national-level coordination, the National Recovery Team will develop a post-disaster recovery framework specific to the disaster, based on this Ex-ante NDRF. The National Recovery Team, supported by the Provincial Recovery Teams and District Recovery Teams, will use the information collected during the PDNA (see Section 5 above) and the strategies defined in this Ex-Ante NDRF to define a set of

specific goals, objectives, and actions to recover from the disaster. For smaller disasters that do not require national-level coordination, the Provincial Recovery Teams, supported by the District Recovery Teams, will develop post-disaster recovery frameworks to guide recovery efforts. Recovery actions identified in the post-disaster recovery frameworks should address each sector and may reflect the following areas:

- Land use planning, development restrictions, and horizontal versus vertical expansion
- “Build Back Better” and reconstruction standards
- Priorities for infrastructure repair and reconstruction
- Public transport infrastructure
- Energy needs, capacity, and renewable resources
- Installation of nature-based solutions and green infrastructure
- Ecosystem protection
- Climate resilience and risk reduction measures
- Watershed management, soil conservation, wetland restoration, and sustainable land management
- Livelihood protection, jobs, and economic development
- Desired economic development and workforce training
- Social inclusion and benefits to vulnerable and marginalized groups
- Accessibility and equitable access to recovery services and infrastructure
- Protecting agriculture and agricultural areas
- Increasing availability and affordability of insurance
- Holistic floodplain and stormwater management
- Simplifying bureaucratic and approval requirements to facilitate recovery

The National and Provincial Recovery Teams, with support from the District Recovery Teams and all agencies represented on the Recovery Teams, will collect input from stakeholder groups and the general public to inform development of the post-disaster recovery framework, in accordance with Sections 6.2.2, 6.2.3, and 6.4.6. Once the post-disaster recovery framework is drafted, it will be reviewed and formally adopted by the Minister of Planning, Development, and Special Initiatives and the Chairman of the NDMA. The MoPD&SI will then distribute the approved post-disaster recovery framework to the rest of the members of the National Recovery Team, Provincial Recovery Teams, and District Recovery Teams, and post the post-disaster recovery framework to the MoPD&SI, NDMA, and Recovery Team websites. When national coordination is not required and Provincial Recovery Teams lead long-term recovery efforts, the post-disaster recovery framework will be reviewed and approved by the Chairman of the PDMA and the Chairman

of the Planning and Development Department. The Provincial Recovery Team will then distribute the final version of the post-disaster recovery framework to stakeholders.

6.4.9 Robust Monitoring and Evaluation Systems

Each level of government will develop gender-responsive monitoring and evaluation systems in advance of disaster. The systems will document what activities and outcomes to monitor and evaluate, including recovery outcomes for different population groups, and the extent to which recovery efforts address the needs of women, men, girls, boys, persons with disabilities, older persons, and other vulnerable groups, the timing and frequency of monitoring and evaluation activities, the tools and indicators used, the staff who will carry out monitoring and evaluation activities, and how the results will be used to facilitate additional recovery efforts and shared with the public. Transparency and accountability will be foundational aspects of post-disaster recovery.

6.4.9.1 Activities

National, Provincial, and District Recovery Teams will monitor and evaluate progress on the recovery activities identified in the post-disaster recovery frameworks described in Section 6.4.8. For each activity, the Recovery Teams will track the following information:

- Overall scope of work
- Subtasks completed
- Subtasks remaining to be completed
- Approved budget
- Actual cost
- Estimated remaining cost
- Original schedule of activities
- Current schedule of activities
- Organization with overall responsibility
- Organization(s) with responsibility for next steps
- Progress toward inclusive recovery outcomes, including benefits to vulnerable and marginalized populations, where applicable

6.4.9.2 Results Frameworks

In addition to tracking the individual recovery activities described above, Recovery Teams will establish results frameworks for the overall recovery effort and each sector involved in recovery. These results frameworks will describe progress against the recovery objectives defined in the post-disaster recovery frameworks (see Sections 3.2 and 6.4.8). The results frameworks focus on the societal, social inclusion and economic impacts of recovery

efforts. Recovery Teams will define quantitative and qualitative indicators including SADDD and sub-indicators against which to measure progress on meeting each objective.

6.4.9.3 Frequency

Recovery Teams will establish their own frequency of monitoring activities. In the beginning stages of recovery, Recovery Teams may meet on a daily or weekly basis. As time passes and there is less progress on a daily or week-to-week basis, Recovery Teams will shift to biweekly or monthly meetings. Recovery Teams will continue to meet at least monthly until all recovery activities are shifted to regular programs (see Section 6.4.11).

6.4.9.4 Financial Monitoring

Each Recovery Team will engage an independent, third-party auditing organization to monitor and evaluate program implementation, work completed, and the use of funding for its intended recovery purpose. Financial auditing will include tracking of gender-responsive expenditures and verification that recovery funding has equitably benefited women and vulnerable groups. The auditing organization may be a government department (e.g., the Auditor General of Pakistan) or a contracted firm. It is critical that the auditing organization be independent of the Recovery Team, so an organization, ministry, or department represented on the Recovery Team may not serve as the auditing organization.

These organizations will be identified and formally engaged through contract or other methods during non-disaster time.

6.4.9.5 Status Reporting

Each Recovery Team will maintain a website to provide information to the public. These websites will reflect current (see Section 6.4.9.3) progress of recovery activities, funding received, and funding expended. This information will be presented in a dashboard format on each site. Recovery Teams will also produce an annual report including progress toward gender equality and social inclusion commitments, on the progress of recovery efforts. These reports will include a review of the consistency of recovery activities with post-disaster recovery frameworks and the efficiency of the use of recovery funding.

6.4.9.6 Addressing Grievances

Each Recovery Team will establish procedures by which members of the public and stakeholder organizations can register their grievances through safe, confidential, accessible, and culturally appropriate channels related to the Recovery Team's decisions and programs. These procedures will include options for individuals to report their grievances in person, via telephone and/or email, and by submitting them through the Recovery Team's website.

Grievances will be forwarded immediately to the Recovery Team Leader or another individual specifically appointed by the Recovery Team Leader to collect and address grievances. Recovery Teams will not wait until their regularly scheduled meetings to address grievances; they should begin to address grievances in a timely and transparent manner. .

6.4.10 Strategic Communications for Recovery

Communications strategies for stakeholders and community engagement, including identifying audiences and communications media, are developed as part of the post-disaster recovery frameworks described in Section 6.4.8. These strategies will include the use of the Pakistan Television Corporation (PTV), Pakistan Broadcasting Corporation (Radio Pakistan), other online news sources, and local and indigenous news sources. NDMA will support local recovery efforts by providing guidance on engaging influencers and other uses of social media. Recovery Teams will determine the best media to leverage to communicate with each stakeholder group using communication methods appropriate to their needs and local context and identified in the development of post-disaster recovery frameworks. Recovery communication should ensure that critical information reaches women, persons with disabilities, older persons, marginalized communities, and populations with limited access to digital communication platforms through appropriate and accessible communication channels.

6.4.11 Transition to Regular Programs

Provincial and District Recovery Teams will operate until they have met the triggers or milestones they identify in the post-disaster recovery frameworks (see Section 6.4.8). The lead agency for each sector will work with other sectoral organizations' representatives to identify these milestones. They may include the following:

- Percentage of structures that have access to potable water, sanitation, power, or other services compared to the baseline data
- Percentage of affected critical infrastructure/facilities that have been rehabilitated/reconstructed to meet service requirements
- Percentage of businesses that have resumed normal operations
- Income levels have met or exceeded pre-disaster baseline levels
- School attendance has met or exceeded baseline levels for at least two consecutive months
- Recovery support has reached intended vulnerable and marginalized population groups in accordance with recovery objectives

- Recovery projects have been integrated into normal programmatic budgets and workflows
- Recovery funds have been committed and/or expended
- Donations have ended or decreased by a given amount
- Grievances filed with the Recovery Team have been resolved
- Ministries/departments have trained staff with the capacity to sustain inclusive recovery efforts
- Coordination by higher levels of government is no longer necessary

When considering transfer of recovery efforts from being managed by the Recovery Team to regular programs, consent of the program manager or ministry/department head must be attained before the transfer can occur. District Recovery Teams can cease operations when all recovery activities have been transferred to non-disaster programs.

The National Recovery Team and Provincial Recovery Teams will continue to operate as long as recovery operations are being carried out within their jurisdictions. Provincial Recovery Teams will operate as long as there is at least one District Recovery Team coordinating recovery efforts in the province. The National Recovery Team will continue to operate as long as at least one Provincial Recovery Team is operating.

7 Maintenance of the Ex-ante NDRF

It is NDMA's responsibility to maintain this Ex-Ante NDRF, due to the National Disaster Management Act of 2010 mandating that NDMA is responsible for preparedness and recovery efforts of the nation (see Section 1.2). NDMA will coordinate with the lead of the MoPD&SI RRU or their designee to review and update the document. The Ex-ante NDRF will be reviewed and updated (as necessary) on the following schedule:

- Within three months after the issuance or update of guidance on long-term recovery from NDMA or MoPD&SI
- Within three months after any emergency exercise that tests long-term recovery operations
- Within six months from when recovery coordination after any disaster transitions from the National Recovery Team to ministries'/organizations' regular programs (see Section 6.4.11)
- In the absence of the above, at least annually

To facilitate updates to this document, NDMA and the lead of the MoPD&SI RRU (or their designee) will conduct the following activities:

- Set and advertise a time period for governments, the public, and other stakeholders to provide comments and feedback on the Ex-ante NDRF and its application in actual recovery efforts
- Conduct stakeholder meetings to collect feedback on the Ex-ante NDRF and its application in actual recovery efforts
- Collect and compile comments received in the above activities into a single resource, such as a spreadsheet, list, website, etc.
- Conduct a meeting of the National Recovery Team and representatives of each Provincial Recovery Team to review the comments received and determine what changes to the Ex-ante NDRF are required (if any)
- Complete updates to the document itself
- Post the updated Ex-ante NDRF to the NDMA and MoPD&SI websites
- Inform stakeholders of the updates through pre-established communications channels

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Annexes

Readiness Checklists

The following checklists provide actions that different organizations can take to be more ready for facilitating long-term recovery efforts.

MoPD&SI

- Work with Parliament and NDMA to update the National Disaster Management Act to clarify the Lead agency for long-term recovery.
- Identify a cadre of RRU staff who can serve as the National Recovery Team Leader on a rotational basis.
- Refine national strategic objectives for recovery
- Develop a recovery policy that defines sectors for recovery, operating principles, and performance benchmarks
- Develop criteria for prioritizing sectors during recovery
- Revisit and revise (as necessary) land use and zoning policies.
- Develop guidance with NDMA on creating post-disaster recovery frameworks.
- Develop staff capacity and capabilities to conduct PDNAs.
- Clarify the role of recovery partner organizations, including NGOs and International Non-Governmental Organizations.
- Identify internal sources of funding for recovery activities.
- Identify external sources of funding for recovery activities.
- Identify a third-party auditing organization.
- Establish rapid procurement mechanisms.
- Develop partnerships with International Financial Institutions.

NDMA

- Work with Parliament and MoPD&SI to update the National Disaster Management Act to clarify the lead agency for long-term recovery.
- Develop guidance with MoPD&SI on creating post-disaster recovery frameworks.
- Establish public-private partnerships that can be leveraged during recovery activities.
- Develop staff capacity and capabilities to conduct PDNAs.
- Develop partnerships with International Financial Institutions.
- Encourage people to secure adequate insurance coverage.
- Identify areas for risk reduction.

Ministry of Economic Affairs Economic Affairs Division

- Establish and maintain relationships with foreign and international financing institutions.
- Establish and maintain relationships with foreign and international donor organizations.
- Establish and maintain donor coordination mechanisms.
- Coordinate with the UN and other international organizations on economic matters related to long-term recovery.
- Develop risk financing strategies and procedures for accessing funding with the Ministry of Finance and IFIs.

Ministry of Finance

- Identify mechanisms to manage the inflow of recovery funds.
- Establish a system for tracking financial aid.
- Develop partnerships with International Financial Institutions.

All Line Ministries

- Collect and compile baseline data to support PDNAs
- Establish recovery fund budgets.
- Identify budget line items that can be repurposed for recovery activities.
- Collect baseline data.

Provinces

- Develop a provincial ex-ante disaster recovery framework
- Establish recovery fund budgets.
- Identify a third-party auditing organization.
- Establish rapid procurement mechanisms.
- Establish public-private partnerships that can be leveraged during recovery activities.
- Collect baseline data.
- Encourage people to secure adequate insurance coverage.
- Identify areas for risk reduction.

Districts

- Establish recovery fund budgets.
- Identify a third-party auditing organization.
- Establish rapid procurement mechanisms.
- Establish public-private partnerships that can be leveraged during recovery activities.
- Collect baseline data.
- Encourage people to secure adequate insurance coverage.
- Identify areas for risk reduction.

Sources of Baseline Data

The following list shows sources of baseline data that may be useful in conducting a PDNA and prioritizing recovery activities. These resources should complement locally available data from district and province ministries and departments.

Data	Source	URL
Population Data	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/
Demographics	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/pds/
Buildings	Google	https://services6.arcgis.com/Do88DoK2xjTUCXd1/arcgis/rest/services/Google_Buildings_for_Pakistan/FeatureServer/0
Price Statistics	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/price-statistics/
Health	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/social-statistics-2/
Educational Enrollment	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/social-statistics-2/
Tourist Arrivals	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/social-statistics-2/
Labour Force	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/labour-force-statistics/
Industrial and Manufacturing	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/industry-2/
Socio-economic Indicators	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/hies/
Poverty and Standard of Living	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/pslm-3/
Roads	Humanitarian Data Exchange	https://data.humdata.org/dataset/hotosm_pak_roads

Agriculture Statistics	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/agriculture-sector-of-pakistan-importance-role-key-statistics/
Hospitals	Ministry of Interior	https://visa.nadra.gov.pk/list-of-hospitals/
Water Supply, Sanitation and Hygiene	World Health Organization and United Nations Children's Fund (UNICEF)	https://washdata.org/data/household#!/pak
Electricity Generation	Pakistan Bureau of Statistics	https://www.pbs.gov.pk/energy-mining-2/
Electricity Transmission Network	World Bank Group	https://energydata.info/dataset/pakistan-electricity-transmission-network-2017
World Heritage Sites	World Heritage Convention	https://whc.unesco.org/en/statesparties/pk