

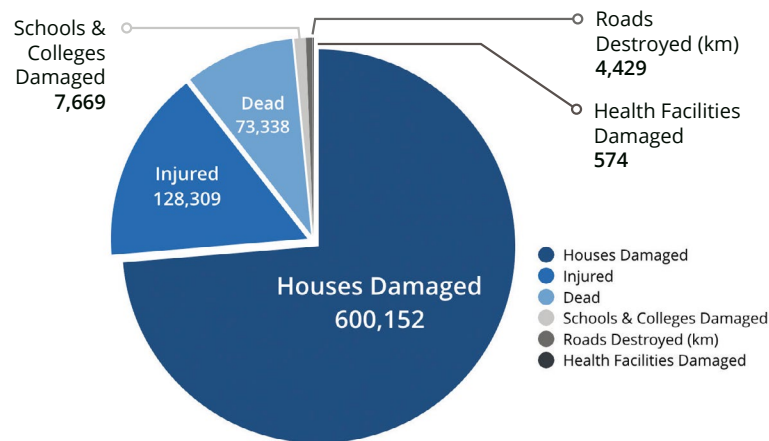


INTEGRATED SOLUTIONS IN CRISIS RESPONSE : INSTILLING PEER IN PAKISTAN

– AN OVERVIEW OF PAKISTAN'S DISASTER SCENARIO

Pakistan is the eighth-most affected country by extreme weather events between 2000 and 2019. The country is one of the most densely populated with 220 million people. The Indian and Eurasian tectonic plates are continuously colliding and this create significant seismic instabilities in the region. Regular seismic events are a particular concern due to the Himalayan orogenic zone area, which has triggered severe, large-scale earthquakes. The 2005 earthquake was 7.2 magnitude. It resulted in catastrophic losses in Northwest Frontier Province (now Khyber Pakhtunkhwa) and Azad Jammu and Kashmir.

A summary of the significant losses is in the figure¹ below.



The Indus River basin experiences regular flooding. These disaster events are most extensive during the monsoon season (July to September) due to the seasonal low depressions developing over the Arabian sea or the Bay of Bengal². Heatwaves in the early summer also cause flooding in the Province of Khyber Pakhtunkhwa, Punjab and GB and Azad Jammu & Kashmir due to many rivers being snow-fed. Other hazards include droughts, landslides, storms and cyclones, glacial lake outburst floods (GLOFs), avalanches, and technological accidents³.

Consequently, disaster events require assistance and preparedness on a much larger scale. This was evident during the drought-like conditions between 2018 and 2019 which impacted five million citizens as well as the 2020 monsoon season which affected 2.4 million in the backdrop pandemic. The sheer volume of vulnerable populations exposed to national disaster events has underlined the limited capacity for disaster response. It has also emphasized and advocated national authorities to build infrastructure for disaster management.

¹ Source: Earthquake - 8/10 Learning from Pakistan's Experience

² (UNDRR 2019). Disaster Risk Reduction in Pakistan: Status Report 2019. Bangkok, Thailand, United Nations Office for Disaster Risk Reduction (UNDRR), Regional Office for Asia and the Pacific. <https://reliefweb.int/report/pakistan/disaster-risk-reduction-pakistan-status-report-july-2019>

³ Rizwan Naseer. (2002). Emergency response services in Pakistan: United Nations Development Program

INTRODUCING THE CRISIS MANAGEMENT ACTIVIST

Dr. Rizwan Naseer, Founder Director General of the Punjab Emergency Service (Rescue 1122) and Emergency Services Academy, is a proactive visionary in the national disaster response environment. His strive to improve emergency response started in 1991. The academic sought to revitalize the Police Rescue 15 system. He started by introducing the concept of First Aid & Emergency Management into the police training curriculum. Dr. Naseer also introduced civil defense reforms following detailed study and consultative meetings with organizations responsible for emergency management such as the National Task Force and National Disaster Management Authority.

Efforts to utilize police Rescue 15 patrolling vehicles for management of emergencies were found to be unsuccessful as it was not their primary responsibility. However these efforts opened up new innovative scopes for emergency management. He presented ambulance services to national authorities which led to the pilot project - Punjab Emergency & Ambulance Service. The initiative commenced in Lahore in 2004 with six rescue stations and 14 ambulances. This was just the beginning of actualizing an integrated emergency management system in Pakistan.

Dr. Naseer understood that expanding these response mechanisms required trained emergency personnel and instructors or a modern emergency services training institute. He initiated such training with the Asian Disaster Preparedness Center (ADPC), ***"I designed the first session with the monitoring support of Eric John Abo from ADPC. Our first batch of trainees graduated in 2004. We have currently trained over 20,221 rescuers since then."***

The Program for Enhancement of Emergency Response (PEER) has been crucial in the sustainability of the training process. Our accomplishments are a result of processing international certification for academy instructors. PEER was instrumental for instructor certification of academy trainers so they can conduct Medical First Responder (MFR), Collapsed Structure Search & Rescue (CSSR), and Community Action for Disaster Response (CADRE) courses.

Dr. Rizwan Naseer

▼ The first training initiated by Dr. Naseer with ADPC



Photo Credit: Punjab Emergency Services Department



Photo Credit: Punjab Emergency Services Department

From Terminal to Traction: **ADVANCING WITH PEER**

Rescue 1122 is also providing technical assistance to other provinces to replicate the model of integrated emergency services and training of staff from other provinces in the Emergency Services Academy using modern training simulators. The courses are being conducted by the Academy and have been approved by the Government of Punjab and accredited by the National Vocational and Technical Training Commission, a national accreditation body for technical subjects in Pakistan. To ensure the quality of training, participants' selection criteria, training evaluation system and standardized examination are in place as part of delivering quality training.

“The sustainability of training process was achieved through the process of international certification of Academy Instructors through PEER. This program was instrumental for achieving instructor certification for the trainers of the Academy to conduct Medical First Responder (MFR), Collapsed Structure Search & Rescue (CSSR) and Community Action for Disaster Response (CADRE) Courses.”

Dr. Rizwan Naseer

Quality training is the backbone behind the success of the Emergency Services. To maintain a link between training and operational requirements. The training team and specialized instructors of Emergency Services Academy were formed to establish a Disaster Response Force in Punjab for the deployment in major emergencies and disasters.

The team has strived hard for achieving the global standard of Urban Search & Rescue (USAR) with the support of United Nations International Search & Rescue Advisory Group (INSARAG). After five years of rigorous INSARAG classification process, capacity building and actual field experience of responding to over 9,436 structural collapses. Pakistan Rescue Team has become the first United Nations INSARAG Medium USAR certified team in South Asia. The initial PEER training of MFR and CSSR provided foundation for Team Members for registration to the UN-INSARAG classification process. Most of the team members are PEER qualified Instructors.

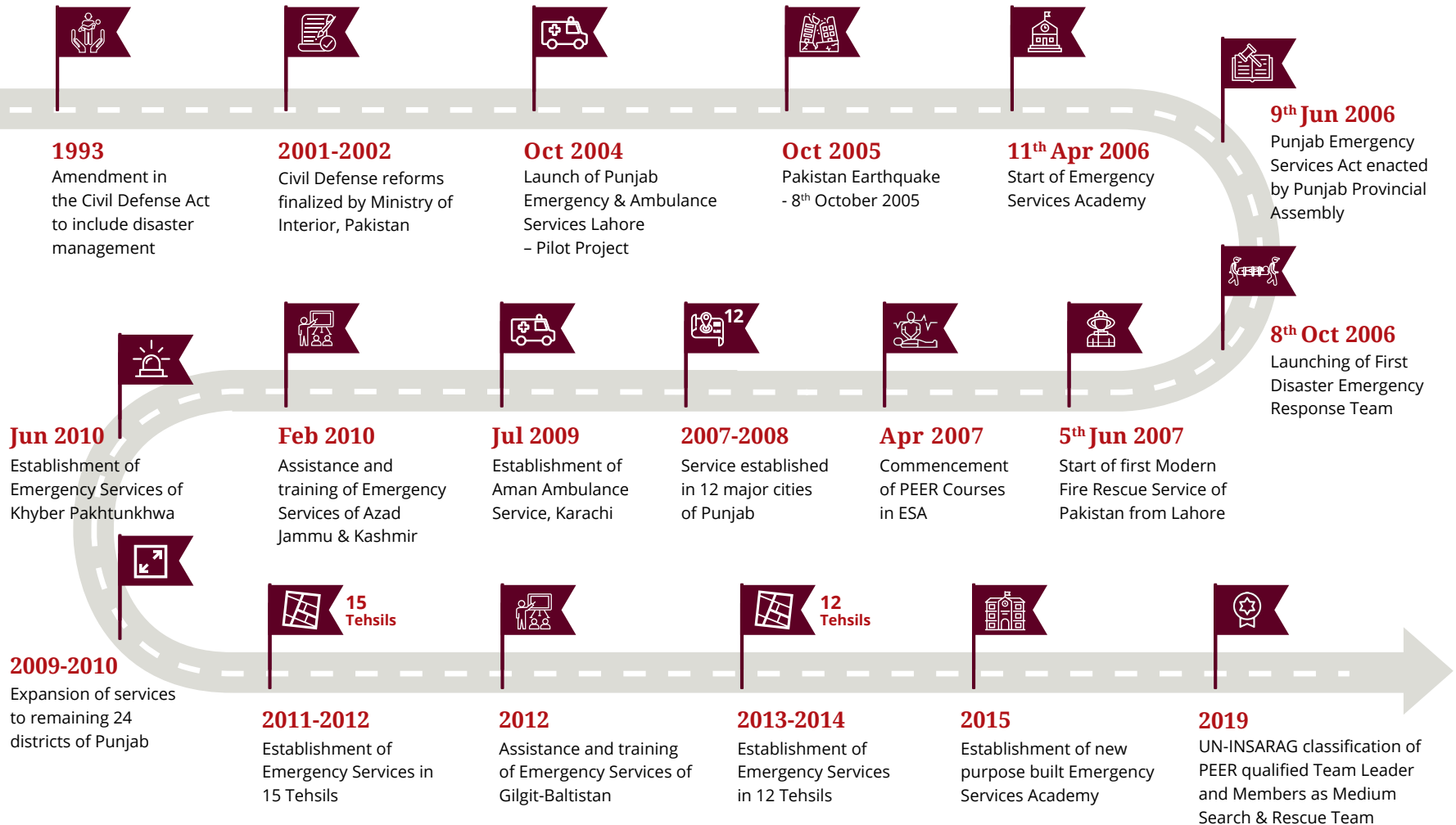
The INSARAG classification has helped Pakistan to achieve global standards of Urban Search & Rescue (USAR) operation required for international deployment of USAR Team and led to a significant capacity building for disaster response in Pakistan. The classification has also provided an essential opportunity for continuous capacity building for the city level Search & Rescue Teams in Lahore. Most of the members of INSARAG classified team are Training officers and Instructors that continuously train local USAR teams for effective indigenous USAR response in the province.

◀ Pakistan Rescue Team of Emergency Services Academy with officials on acquiring INSARAG qualification (The first ever Team in South Asia)

Timeline diagram of major milestone of the journey is shown in the following page:



EVOLUTION OF EMERGENCY SERVICES IN PAKISTAN





▲ Rescue 1122 individuals during CSSR exercise

After establishing an integrated emergency services infrastructure essential for saving lives, Rescue 1122 is now focused changing the minds of the public to develop socially responsible, healthy, safer, and more disaster resilient communities. The academy initiated the Community Safety Program to establish the Community Emergency Response Teams (CERTs) in all union councils of Punjab for disaster preparedness and safety promotion. Rescue Cadet Corps (RCC) has also commenced at the provincial level by Punjab Emergency Service (PES) to make Community Safety training a regular feature of educational curriculum to promote safety culture. PES also undertakes evidence-based research on the number and nature of emergencies. The outcome of the research is reviewed by the District Emergency Boards and used as a reference to develop recommendations for prevention and mitigate the effect of hazards that endanger public safety. PES works with policy makers and other government line departments for prevention of the increasing number of fire emergencies and road traffic crashes through advocacy for better planning, intervention and effective enforcement of safety laws.

While describing the challenges involved in establishing safer communities, Dr. Rizwan describes that the Rescue 1122 programs started changing peoples' behaviors through the Community Safety Program. However, safety promotion alone cannot be effective and requires the building control organizations to strengthen enforcement to earthquake and fire safe building construction. All this can be achieved if one has a clear vision, commitment, and dedication.

EMERGENCY SERVICE IN PAKISTAN

The study on emergency response services in Pakistan by the United Nations Development Programme (UNDP) & Ministry of Interior, Government of Pakistan in 2002 highlighted that disaster management at the impact site and transporting patients to a medical facility with pre-hospital emergency medical services was almost non-existent in Pakistan. It is unlikely that an injured victim will get a well-equipped ambulance on time in case of an accident, much more so the services of professionally trained emergency personnel at the emergency site. This study also reveals that the army is mobilized in most large-scale emergencies to provide rescue services due to civilian organizations' failure to respond and manage incidents effectively⁴.

- ▼ Training Course for Police on “First Aid and Transportation of Injured” – Sep, 1996



- ▼ Consultation with representatives of all provinces and experts in 2002 to initiate Emergency Services Reforms after review of existing infrastructure



The Civil Defense Organization and Municipal Fire Brigade were the only emergency response organizations at the beginning. The Civil Defense's expanded role started in 1993 to undertake remedial measures before calamities or disasters as part of preparedness. Similarly, ambulances available in the government hospitals and other welfare organizations such as Pakistan Red Crescent Society, Edhi Foundation, and Municipal Corporations were mainly used for patient transport with only a stretcher and a driver with no proper training or lifesaving skills. In these circumstances, there was a dire need for an effective system to implement emergency ambulance rules and regulations, which must apply on all government and private ambulances to ensure the quality ambulance service in the country⁵.

The inability to support trauma victims during emergencies necessitated emergency services reforms in the country. The reforms for the initial 12 years were focused on the revitalization of existing organizations including Civil Defense, Municipal Fire Brigades, and Ambulance Services available with the government hospitals and non-governmental organizations (NGOs).

⁴ PEER database. http://web.ndma.gov.pk/publications/SPakistan_PEER_Complete_Database.pdf

⁵ The News, October 14, 2020. <https://www.thenews.com.pk/print/729102-16-years-of-service-to-humanity>

Efforts to utilize the police helpline and patrolling vehicles to improve management of emergencies were made in different cities of Pakistan. However, they were unsuccessful and not sustainable as the police was mainly focused on maintaining law and order as its primary responsibility. In this regard most significant efforts include the activation of the Police Rescue 15 system and the Lahore project of training patrolling policemen to manage emergencies and trauma victims in a more professional manner. These efforts have led principles of first aid & emergency management to be included in police training curriculum for new recruits.

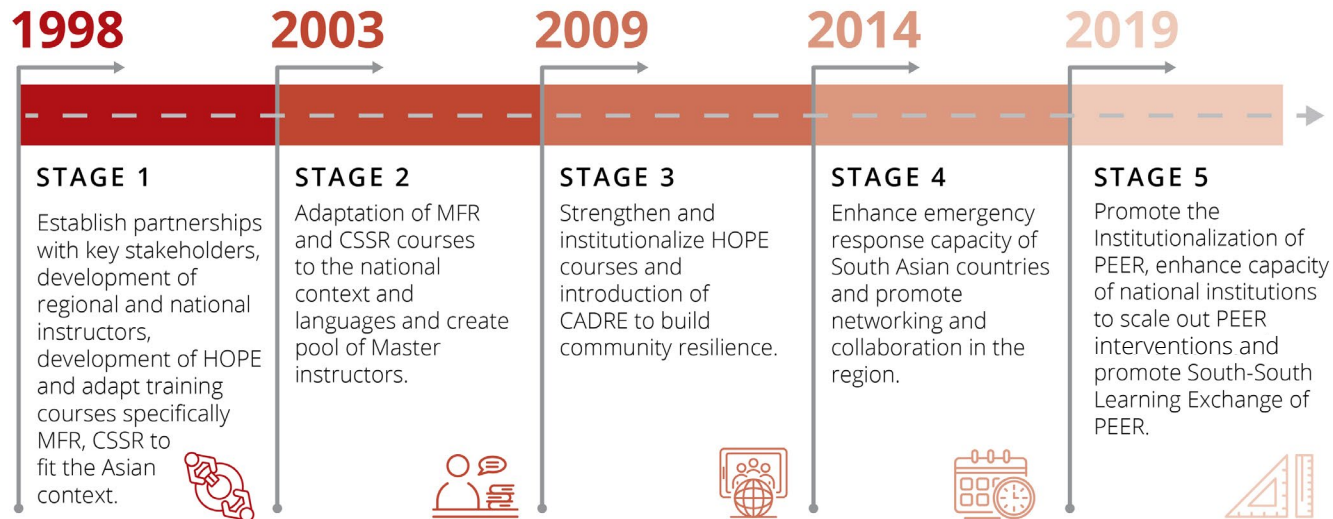
The Civil Defense Reforms were initiated by the Ministry of Interior, Government of Pakistan, in 2021. During these reforms a comprehensive review of emergency relief services in Pakistan was undertaken. Audits were completed through field visits and consultation with all related organizations/agencies responsible for handling with or helping during emergencies. This process was supported by UNDP. UNDP support

for research study in 2002 helped in identification of gaps in capacity building of existing services. Government started the reforms accordingly but 2005 earthquake and PEER proved catalyst for these reforms.

The study identified gaps and short comings of emergency services and finalize the reforms and draft legislation in consultation with all provinces and experts from all over Pakistan. The report was later presented in May 2002, by the UNDP Country Director to the Ministry of Interior⁶.

Despite these efforts, Civil Defense was reluctant to revamp its role and resources to meet the challenges of managing the increasing number of complex emergencies and disasters in Pakistan. Although resources were not a major constraint, the limited capacity, strategic vision of the management, reluctance to change and accept 24/7 responsibility of responding to emergencies was found to be the main impediment that hinders the development of the emergency services system in Pakistan.

► The PEER Stages from 1998 to 2021



⁶ UNDP Study on reforms of emergency services in Pakistan, 2002

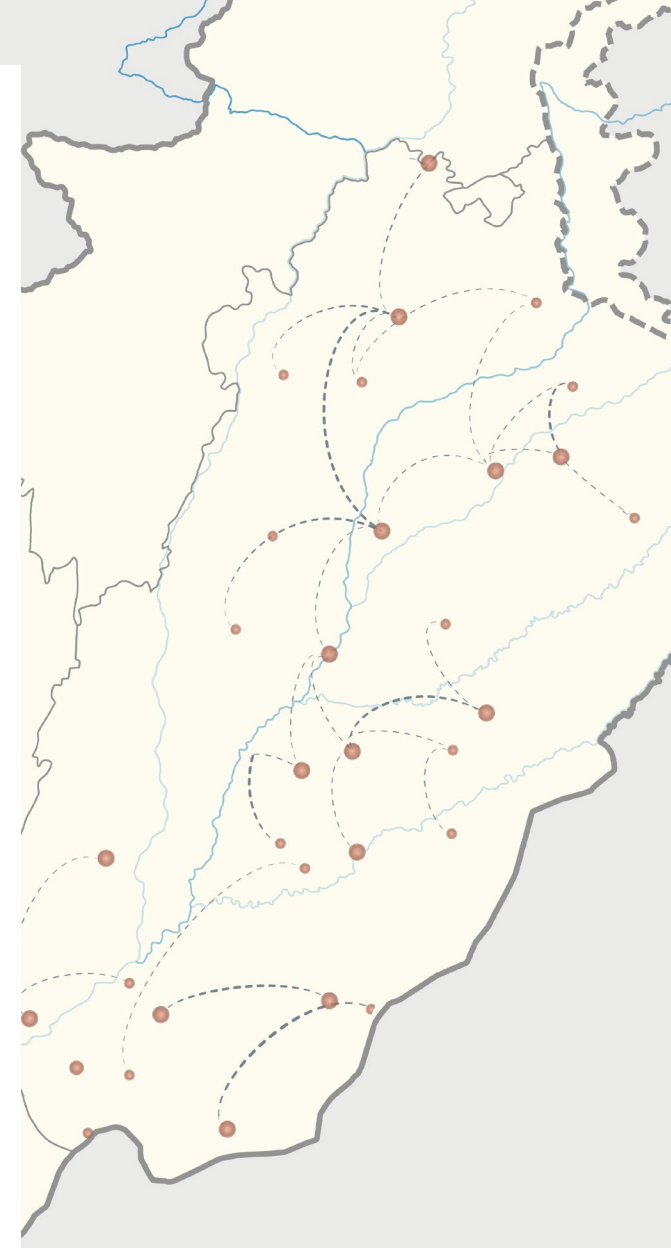
After meager developments in Civil Defense to revitalize its role, The Punjab Emergency & Ambulance Service Pilot Project (Rescue 1122) was initiated in 2004 in Lahore following several efforts to revitalize the role of Civil Defense.

This pilot project with six rescue stations and 14 emergency ambulances proved great success as it was evaluated as an excellent project in terms of training, quality care, response, and professionalism through third party evaluation by Punjab Economic Research Institute after six months of the project implementation. The success of this project led to the expansion of its role after the October 2005 earthquake. The first Disaster Emergency Response Team was launched on 8 October 2006 as a major accomplishment of the project. In view of the minimal improvements in the Municipal Fire Brigades to improve despite repeated opportunities, the challenge to establish the first progressive fire service was also tasked to Rescue 1122 which was launched in June 2007.

Thus, a model comprehensive integrated emergency services infrastructure was established in Lahore by 2007 which was then replicated to all 36 districts of Punjab by 2010. The phased expansion to all Tehsils and other provinces is till underway. Keeping in view the major developments and quality performance of Rescue 1122, the health department transferred all its ambulances to Rescue Service on 1 February 2017 to start inter facility transport service for patients and critically ill patients from primary health facility to tertiary hospitals.



► Launching of Disaster Emergency Response Teams (DERT Rescuers) on 8 October 2006



CHALLENGES & LESSONS LEARNT

There are numerous challenges during the establishment of an effective & integrated system for emergency management and response. Founding an Emergency Services Academy for sustainable human resource development is not a priority in a developing country such as Pakistan as it is considered a nontangible outcome. Nonetheless, the academy was the opportune location to start PEER training and institutionalization as a temporary campus. This dynamic has supported the incorporation of PEER training guidelines and standards into the academy's training policies. Moreover, the trainers have the capacity to provide training in other provinces of Pakistan.

PEER implementation advances with the vision that the training modules need to be integrated at the national level and eventually make their way to the local levels. The Rescue Service has garnered recognition from district and tehsil level political leaders for their service during emergencies and disasters. This support has been essential in expanding their program and PEER training through Pakistan. The government funding has been utilized to aid development of accommodation facility, classrooms, training equipment and training simulators.

Implementation is only as efficacious when sustainable practices are prioritized. PEER has taken a number of measures to ensure that training and institutionalization are ingrained into the disaster and emergency response environment. Competent instructors are the most integral component of maintaining a training program. A majority of PEER instructors are permanent faculties at the Emergency Service Academy⁷. These professionals guarantee the continuity of PEER adaptation into training policies.



Photo Credit: PEER South Asia/ADPC



Photo Credit: PEER South Asia/ADPC

◀ Glimpses of Annual CADRE Olympics at Emergency Services Academy

▼ Locally manufactured vehicles for emergency response



Technical capacity imparts cost-effective measures that equip emergency responders with the tools for effective response. With this consideration, in-country emergency rescue vehicle provisions were established. Manufacturing international standard emergency ambulance, and rescue and fire vehicles became possible by coordinating with experts and potential manufacturers and providing them with technical assistance. Indigenous fabrication has made local level repair of vehicles easy and speedy.

Policies are the marker for maintaining quality and a more concrete establishment of response mechanisms. The unanimous enactment of emergency legislation by the Legislative Assembly has been a milestone for the Emergency Services Reforms. The decree has formally enacted safe, effective, victim-centered, timely, efficient, and equitable quality care service delivery. Additionally, a provincial monitoring cell has also been established to monitor operations and ensure the implementation of a quality management system around the clock.

⁷ Emergency Services Academy Human Resource (HR) Wing

INSTITUTIONALIZATION OF PEER

PEER was introduced after the 2005 earthquake in October as a regional program in Pakistan. It focuses on capacity building of personnel of first response organizations including the army, rangers, civil defense, police, and the Red Crescent Society, etc. Under the patronage of the United States Agency for International Development Bureau of Humanitarian Assistance (USAID BHA) implementing agencies, Asian Disaster Preparedness Center (ADPC), Thailand and National Society for Earthquake Technology Nepal provided support for instructor's development for all PEER courses including MFR, CSSR, Training of Instructors (TFI), CADRE, and Hospital Preparedness for Emergencies (HOPE).

PEER has proven to be instrumental in building national-level capacity in disaster risk reduction and management with the continuous support of the National Disaster Management Authority (NDMA). The first round of PEER courses was conducted under full funding assistance from March 2007 to October 2007 in Emergency Services Academy, Lahore. The second round of PEER courses was organized from December 2007 to March 2009 in the Military College of Engineering, Risalpur for MFR & CSSR and Health Services Academy, Islamabad for HOPE. The presence of regional Instructors, Course Coordinators, and Monitors in the initial courses helped a lot to develop qualified instructors at the national level at a later stage. These experienced national instructors were then considered to become course coordinators and course monitors to organize courses at the national level.

Being able to recognize PEER officially in the form of training or curriculum adds to the values of regional cooperation. But it is essential for national institutions to formally recognize it within their systems. Development of instructors needs to be adopted to the national standards of the country. In the short term, national partners and ADPC together can chart a way forward to support and ensure the sustainability of PEER.

Hans Guttman

Executive Director, ADPC
chairing the PEER Regional Program
Advisory Committee Meeting on 04 August 2021.



▲ PEER provided the foundation for basic Collapsed Structure Search and Rescue Skills to the instructors and officers of Emergency Services Academy who finally came up as a Team, Certified by United Nations International Search & Rescue Advisory Group as First Certified Team in South Asia

▲ Training of Collapsed Structure Search & Rescue Course (CSSR) to the District Emergency Managers at Emergency Services Academy, Lahore (Pakistan)

▼ First PEER training organized in Lahore in 2007



Photo Credit: Punjab Emergency Services Department 2007



Photo Credit: Punjab Emergency Services Department

Dr. Farhan Khalid, Registrar of Emergency Services Academy, senior PEER Instructor and Team Leader of UN INSARAG certified, Pakistan Rescue Team, remained involved with this process since the beginning of PEER in Pakistan:

I graduated from PEER courses during pioneer training courses of Instructor development series in 2007 and have served in a number of national and regional PEER courses as Master Trainer. The program helped us turn our faculty into internationally certified Instructors for the training of emergency response and Urban Search & Rescue. All these instructors are now members of the first UN-INSARAG certified team of South Asia.

Dr. Farhan Khalid

DISASTER MANAGEMENT STRATEGY elaborates the process of PEER institutionalization in the Punjab Emergency Service.

Training of *Master Instructors* by PEER

Training of *Master Instructors of Emergency Services Academy* under PEER monitoring

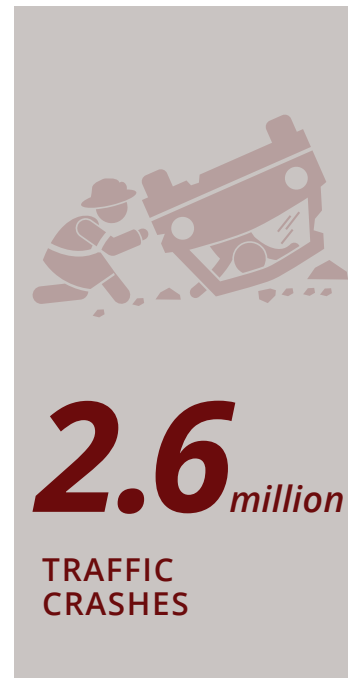
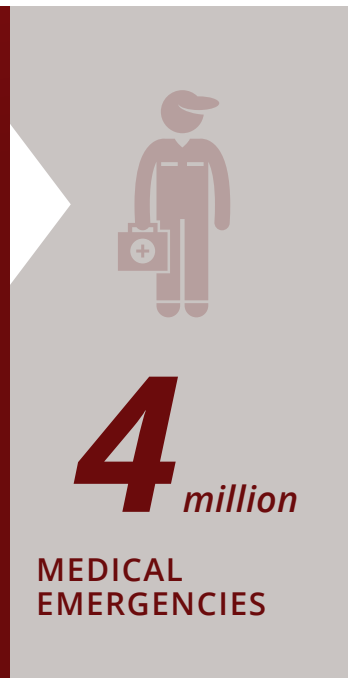
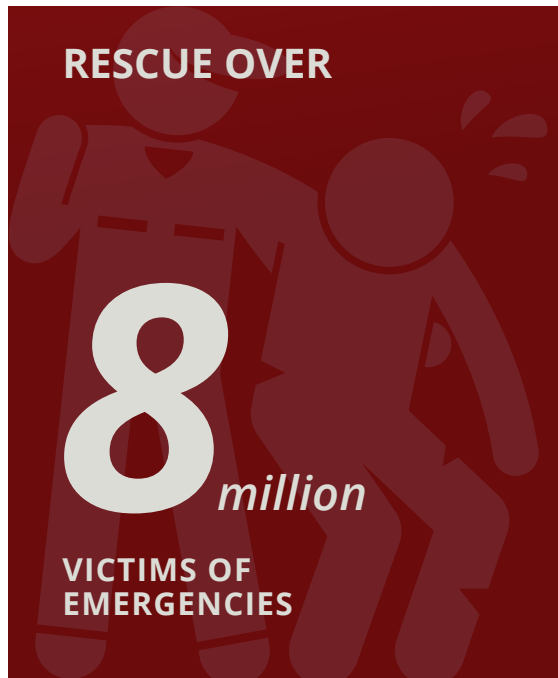
Training of *Emergency Services (Rescue 1122) staff*

Training of *Community Response Teams (CRTs)*

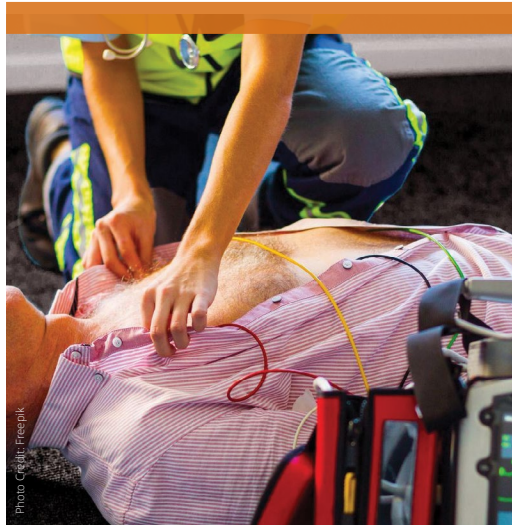
TRAINING OBJECTIVES TRANSLATED INTO RESULTS

The PEER Program proved highly result orientated as it enabled first responders of Emergency Service to perform efficiently during response and management of emergencies and disasters. PEER training guidelines have also been adapted for operational staff which helped them rescue over 8 Million victims of emergencies during last 16 years. These emergencies include over 4 million medical emergencies, 2.6 million traffic crashes and 9,436 structural collapses.

*Naeem Murtaza,
Head of Communications / PEER Instructor*



PEER TRAINING COURSES:



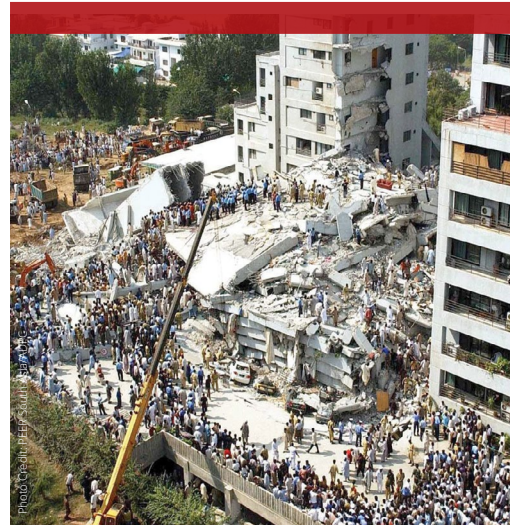
MFR course provides individuals with the first response knowledge and skills necessary to assess, treat, and transport sick or injured patients following an emergency or disaster.

Total courses held at ESA:

45

Instructors involved:

37



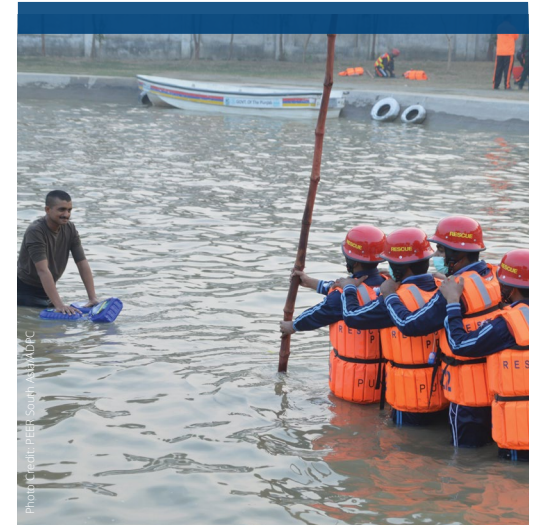
CSSR aims to prepare emergency first responders to search for, stabilize, and extricate victims trapped by collapsed structures using the safest and most appropriate procedures.

Total courses held at ESA:

36

Instructors involved:

35



CADRE training course teaches Community Responders to be better prepared to respond to disasters in their communities. The three-day course incorporate simple elements of basic first aid and search & rescue techniques.

Total trained instructors:

1,049

IMPACT OF PEER

MFR Medical First Responder

Timely simple pre-hospital patient care learned in the MFR course has saved millions of lives from death and disability which is an acknowledgment of an increased level of proficiency in terms of operational skills⁸.



CSSR Collapsed Structure Search and Rescue

CSSR skills have successfully been applied during thousands of rescue operations for structural collapse. The skilled professionals trained through PEER are contributing effectively to the efficient management of emergencies through a 24/7 rescue helpline 1122. Specialized vehicles with the fabrication of Search & Rescue Equipment are available in all districts for swift response in these operations.



CADRE Community Action for Disaster Response

“After CADRE training, I am able to provide care to the emergency victims before arrival of the ambulance. With training of First aid, I am confident to provide right care.”

*Muhammad Adnan Mazhar,
Community Rescuer, Jhang*



The Rescue Service implements the Community Safety Program which includes the establishment of community emergency response teams at the union council level. All these teams are trained for CADRE. These community rescuers have worked with the Punjab Emergency Service during a number of disasters including floods, train disasters, and other major traffic crashes to provide the victims basic first aid and lifesaving care. It is worth mentioning that some of the community volunteers are also assisting our professional Emergency staff voluntarily.

CADRE-oriented first aid and basic life support skills were adapted for teachers' training and implemented through the school safety program for the training of secondary school students through their teachers. The content of this training material is derived from the PEER training and then translated into the national language.

- ▶ Community Volunteers Trained on Community Action for Disaster Response Skills



⁸ First PEER training organized in Lahore in 2007

▼ Opening Ceremony of Fifth National CERTs Challenge - 2021



Photo Credit: PEER South Asia/ADPC

SUPPORTED BY



U.S.AGENCY FOR INTERNATIONAL DEVELOPMENT

1300 Pennsylvania Avenue, N.W.
Washington, DC 20523

202-712-0000

USAID.gov

IN PARTNERSHIP WITH



ASIAN DISASTER PREPAREDNESS CENTER

SM Tower, 24th Floor, 979/66-70, Paholyothin Road,
Phayathai, Bangkok 10400 Thailand

Tel : +66 (0)2298 0681 to 92

f : peer.south.asia t : @PeerSouthAsia

globe : app.adpc.net/peer envelope : peer@adpc.net

This document was made possible with the generous support of the American People through the USAID Bureau of Humanitarian Assistance (USAID-BHA). Prepared by Asian Disaster Preparedness Center (ADPC) for Strengthening Institutionalization of the Program for Enhancement of Emergency Response (PEER) in South Asia (PEER-5).

“Disclaimer – This study 'Integrated Solutions in Crisis Response: Instilling PEER in Pakistan' is made possible by the support of USAID-BHA. The contents and views of this documents are of the authors and not necessarily reflect the views of USAID or the United States Government.”

AUTHORS:

Ms. Roqiya Bano Javed,
Senior PEER Instructor, Controller Examinations

Mr. Yasir Riaz Gillani,
Emergency Officer (Research)

EDITED BY:

PEER Regional Team

Mr. Sisira Madurapperuma,
Director – Preparedness for Response and Recovery, ADPC

Mr. John Abo,
Chief of Party – PEER & SERB and Technical Lead, ADPC

Mr. Shaikh Zaman,
Integrated Knowledge Management Specialist, ADPC

Ms. Shivani Gupta,
Project Management Specialist, ADPC

