A Review of Pakistan National Disaster Response Plan 2010 a Tool of Environmental Framework on Disaster & the Shortcoming of Framework

Junaid Ahmad[1*], Haleema Sadia[2], Arshad Ali[3]

[1]Asian Institute of Technology, THAILAND,
[2, 3] National University of Science and Technology, PAKISTAN.

[1] junaid527@gmail.com

ABSTRACT

In past for the management of disasters, preventive approaches were not taken into consideration and the focus was only post-disaster interventions. Recently with the advancement of science and technology it is realized that disaster are the outcomes of hazards and that, that its impacts could be mitigate to a great extent. For this purpose certain guidelines and standard operating procedures were set-in with the passage of time. In this regard, paper work started with the declaration of International Decade for Natural Disaster Reduction on January 1st 1990, by the United Nations, followed by Yokohama Strategy and Plan of Action for a Safer World. In continuation, Hyogo Framework of Action (HFA) 2005-2015 formulated, which was signed by 168 nations. Being a member country, Pakistan was also in compulsion to adopt the HFA and work on to counter effect the impacts of Disaster. Although Pakistan has taken a number of initiatives under the guidance of HFA guideline; But unfortunately Pakistan couldn't get much benefit with guidelines of HFA, as there are so many issue lie within the Pakistan National Disaster Response Plan 2010.

Keywords: Pakistan, National disaster response plan 2010, hyogo framework of action 2005-2015

INTRODUCTION

From the last several decades, natural disasters are occurring at regular interval, and they hit the communities very hard, leaving devastating impacts on the communities. Previously these disasters were not given a proper attention, because the occurrences of disaster were considered as acts of god. But from the last three decades with the advancement of science and technology, it has been realized to a great extent that these disasters can be managed and their impacts could be reduced to a maximum possible level. Pakistan is also in no exception when it comes to disasters. Previously Pakistan was in reactive mood as indicated by the calamity Act of 1958. But with destructive and demolishing earthquake of 2005, Pakistan felt the importance of prevention and mitigation and soon after the earth quake October 08, 2005 the National Disaster Management Commission was set in, to lay down guidelines to deal with the matters of disaster risk reduction and preparedness. The objective was to transform the concept of Disaster Risk Management from reactive to proactive.

For the specified objective i.e. "to transform the concept of Disaster Risk Management from reactive to proactive" to be achieved; Pakistan at government level passed National Disaster Management Ordinance 2006 and in continuation to the ordinance implemented National Disaster Management Commission (NDMC), as a result National Disaster Management Authority (NDMA) came into form and made authoritative to be the focal point for coordinating and facilitating the implementation of strategies and programs on response,

[*] Disaster Preparedness, Mitigation and Management, AIT Asian Institute of Technology, P.O. Box 4, Klong Luang, Pathumthani 12120, Thailand, E-mail: junaid527@gmail.com

recovery and disaster risk reduction (NDRMF Pakistan, p.xii). The National Disaster Management Commission identified and lay down nine priority of action (NDRMF Pakistan, p.xii). within this framework to establish institutions, capacities and strengthen policies, over the next five year, in line with three strategic goals and five priority of action Hyogo Frame Work of Action 2005-2015.

PROBLEM STATEMENT

Pakistan designed and approves National Disaster Response Plan 2010 since March 2010 with built-in strategies, measures and standard operating procedures to deals with the disasters and counter-effects the devastating impacts of disaster to maximum possible low level. But still after the availability of such strategies and Standard Operating Procedure and just after four months of approval of plan Pakistan faced a disaster of flood July 2010 and even after passage of more than two years the impacts of that flood still exist, as consequently in 2011 and 2012 flood hit Pakistan again. Although floods couldn't be sopped but their impacts could be reduced by building a resilient community and incorporate the approach of disaster risk reduction. The failure to achieve the objective of resilient community and Disaster Risk Reduction lie there because of shortcoming in National Disaster Response Plan 2010.

OBJECTIVES

To review the Pakistan's NDMA Response Plan - 2010 in comparison with Philippine disaster response plan.

To highlight the areas of concern, where there is gap in implementation of the NDRP 2010 as a framework on environment and disaster and shortcoming in strategies and policies of NDMA *Response* Plan 2010 during different disasters.

LITERATURE REVIEW

To achieve the objectives of disaster risk reduction and implement effectively the disaster management strategies and Policies, there is need of multi-dimensional strategy for mainstreaming disaster in to development, strengthening of disaster management institution, improving the analytical skills of the person involve in the management of disaster, enhancing the research and the development of an information system, advocating and lobbying for the activities of disaster risk reduction activities and building partnership and policy dialogue, but unfortunately there is a very low progress in all these area.

Due to its geographical and strategic location Pakistan always remain highly exposed to both natural and man-made disaster. And in past Pakistan hit by major disasters that lift devastating impacts in every aspect of life whether that is social, economic, physical or political. Previously some major accident of natural disaster that occurred in Pakistan are floods of 1950, 1976, 1977, 1978, 1988, 1992, 1998, 2010, 2011 & 2011; Earth Quakes of 1935 Quetta, Hunza 1974, Kashmir 2005; Drought 2000, 2010 and Skardu Avalanche. The date in the table 1 shows major disaster and their damage caused in term of lives losses.

Table 1. Major disaster and their damage caused in term of lives losses

Disaster	*Date*	*No of Life Loss*
Earthquake	8/10/2005	73338
Earthquake	31/05/1935	60000

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Storm	15/12/1965	10000
Earthquake	28/12/1974	4700
Earthquake	27/11/1945	4000
Flood	1950	2900
Flood	2010	1985
Flood	1992	1334
Flood	1998	1000
Flood	1977	848

(Source: EM-DAT: The OFDA/CRED International Disaster Database, www.emdat.be - Université catholique de Louvain - Brussels - Belgium")

Some statistical data showing the impacts in term of economic loss of these and others disaster are shown in table 2

Table 2. Impacts in term of economic loss of these and others disaster

Disaster	*Date*	*Damage (000 US$)*
Flood	28/07/2010	9500000
Earthquake	8/10/2005	5200000
Flood	Aug-2012	2640000
Flood	12/8/2011	2500000
Storm	26/06/2007	1620000
Flood	8/9/1992	1000000
Flood	Aug-1973	661500
Flood	2/8/1976	505000
Flood	10/8/2007	327118
Drought	Nov-1999	247000

(Source: "EM-DAT: The OFDA/CRED International Disaster Database, www.emdat.be - Université catholique de Louvain - Brussels - Belgium")

From the above two table it is clearly visible that how the impacts of disasters are devastating and pushing back the country from development. Disasters are first and foremost a major threat to development, and specifically to the development of poorest and most marginalized people in the world (Didier Cherpited). The data show that major disaster that cause a huge damage in term of economy and live could be prevented to a great extent. The institutions responsible for disaster response are in a shambles. The recent floods exposed the capabilities

of disaster management authorities at the provincial and district levels. Communities' evacuation becomes an administrative nightmare during disasters (Nasreen Memon, Climate Change & Disaster in Pakistan, p.5). From satellite-activated early warning systems to elevated ground, Pakistan needs an amalgam of technology, preparedness and proper disaster planning to deal with any future natural disaster. The most rewarding investment would be in community-based risk management. It includes creating awareness in communities about the natural signs of disaster, identifying and developing escape routes and elevated ground and training volunteers on how to manage disasters (Daily Dawn-19th April 2011). Disaster management includes three key components: risk-reduction, preparedness and response. In Pakistan the first point hardly receives any serious attention, the second component is inadequate and the third is in shambles (Nasreen Memon, Climate Change & Disasters in Pakistan, p.9).

There are numerous studies that are undertaken in past which conclude that dam could mitigate or prevent flooding. Large dams include arch dams, buttress dams, embankment dams, and gravity dams, and have the potential to prevent flooding, irrigate farms, and generate electricity (Retrieved from WGBH Educational Foundation, Building Big: Dam Basics, http://www.pbs.org/wgbh/buildingbig/dam/basics.htm) . suitably designed and properly operated reservoirs with adequate provision of flood cushion, along with embankments and an efficient flood forecasting and warning system, would be the ideal solution to the recurrent and intense flood problem of the Himalayan rivers. However, because of their high cost the reservoirs are not economically viable and justified exclusively for flood control, unless irrigation, power generation and domestic water supply components are incorporated (M.U. Ghani, 2002). The recent experience of disaster response mocks at our administrative adequacy. The institutional tentacles of our disaster response system were practically paralyzed by the enormity of the floods. The National Disaster Management Authority (NDMA) and its provincial and district extensions were sent into a tailspin by the disaster. PDMAs and DDMAs proved to be quite ineffective (Nasreen Memon, Climate Change & Disaster in Pakistan, p.16).

DISCUSSION

In past Pakistan face a number of disasters but as the trends was throughout the world was a reactive one, same trend was running with in Pakistan. But during last three decades as the disaster hit the world in different region and leaved devastating effect, the world soon recognized the importance of proactive mood and start thinking about disaster risk reduction. On 1st January 1990 United Nation declared International Decade for Natural Disaster Reduction, followed by Yokohama Strategy and Plan of Action for a Safer World, in 23-27 May 1994**.** The aims and objectives of the declaration was to mitigate the impacts of disaster in every aspect either it is infrastructure damage, life losses, poverty, economic and social damage through collective international action, especially in the context of developing countries. Both IDNDR & Yokohama Strategy and Plan of Action for a Safer World help and provide basis for the Hyogo Framework of Action 2005-2015.

As discussed earlier Pakistan was also in reactive mood before the devastating Earthquake 0f 2005, but soon after the earthquake 2005 and under the compulsion and guidelines of Hyogo framework of Action 2005-2015; National Disaster Management Ordinance 2006 was passed and implemented by National Disaster Management Commission (NDMC), according to which National Disaster Management Authority (NDMA), following the design of National Disaster Response Plan 2010. The National Disaster Response Plan (NDRP) was designed to build and the overall ability to manage all disasters using a comprehensive national approach. And after the availability of National Disaster Response Plan 2010, Pakistan faces several

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Disasters the major ones are Flood 2010, 2011 & flood 2012. Although plan was in hand but authorities and government machinery couldn't manage the situation good enough, because there are so many issues in the designed Response Plan. Some of the prominent are discussed here.

The National Disaster Response Plan 2010 i.e. NDRP-2010 as the name indicate mainly focus on response to a disaster. As compared to Philippine national plan it draws a clear picture of the purpose it is meant to design i.e. The National Disaster Risk Reduction and Management Plan. It is a fact that the field of disaster management is an emerging field and effective disaster management need clear understanding of what disaster is and how one can cope with disaster? And this requires standard operational definitions of the concept in line with disaster. The one reason NDRP 2010 couldn't prove affective because it lacks the standard definitions of the term related to disaster management and this result in assigning the roles and responsibilities to the concerned person and among concern stake holders; while compared to the National Disaster Risk Reduction and Management Plan of Philippine that include all definition of the terms in line with disaster management which give a handful base to people from every aspect life and provide a strong basis for understanding and implementation of strategies and procedures.

National Disaster Response Plan 2010 of Pakistan, lack a time line for the implementation of the designed plan, whereas response plan of India, Philippine and Sri Lanka include the time lines for the purpose of effective implementation and evaluation of their Response Plans. National Disaster Risk Reduction and Management Plan of Philippine have the time line 0f 2011 – 2028. According to NDRRMP, Philippine (page.7) the set of activities are divided into three timelines, with the first two having 2years interval while the last one with 5 years; Short term 2011 – 2013,Medium term 2014 – 2016,Long term 2017 – 202.

Pakistan NDRP-2010 didn't include one the most important element that is Monitoring and Evaluation, in general called as M & E. Monitoring and Evaluation is the key to success of any plan, project, and program, because with the activities of Monitoring and Evaluation the plans, projects and program are measured for their effectiveness for which it is designed and made improvement or modification accordingly. But unfortunately in Pakistan NDRP 2010, the part of Monitoring and evaluation is totally skipped. That's why after the flood 2010, the country faced the same hurdles in the flood of 2011 and 2012, because the shortcomings in the previous plan for the management of flood disaster were not filled in. Climate Change is the phenomenon which contribute towards the frequency of natural disaster and world is working on climate change adaptation. But there is no part for CCA in the NDRP-2010. In the Philippine NDRRMP special has been made the climate change adaptation so that country could prepared itself for the future disaster accordingly to climate change. For the purpose The National Climate Change Action Plan (NCCAP) outlines the agenda for climate change adaptation and mitigation for 2011 to 2038.

Hyogo framework of Action 2005-2015 is the base and roadmap towards building a resilient nation. The HFA has lay-down three strategic goals and five priority of action that are proved to be the backbones of disaster risk reduction plans and strategies. Although NDRP-2010 have adopted its nine priority of active in line HFA guidelines but no elaboration has been made, nor these priorities were further incorporated in the plan in any step. On the other hand the Philippine DRRM Act or Republic Act 10121 was passed into law, The Act provides for the development of policies and plans and the implementation of actions and measures pertaining to all aspects of disaster risk reduction and management, including good governance, risk assessment and early warning, knowledge building and awareness raising,

reducing underlying risk factors, and preparedness for effective response and early recovery (NDRRMP, Philippine, p.11-12).

All the big plans and projects need a good lay-out about the plan which include the objectives, goals, indicators, outcomes and activities and we have some very good example for example, Millennium Development Goals contain 8 Goals, 18 Targets and 48 Indicators, same HFA 2005-2015 include 3 Goals, 5 Priorities and indicators accordingly. Same in Philippine NDRRMP the plan is being laid down very extensively. The plan has set in 4 priorities with 4 long term goals, 14 objectives, 24 outcomes, 56 out puts and 93 activities, the plan is very comprehensively set in that's helped in the implementation of plan; whereas in Pakistan NDRP-2010 except of nine priorities no indicators and targets has been set in; and that is the reason it fails to achieve the desired outcomes.

CONCLUSION

To further strengthen the current Pakistan National Disaster Response Plan 2010.The current Response Plan need a critical review involving all stakeholders and undertake multidisciplinary approach. To fight against hazards that led to disasters; people participation is crucial in all stages of planning, design, implementation and maintenance stages. In the absence of defined timeline against set goals and objectives, it is very difficult to achieve the desired outcomes. Monitoring and Evaluation should be made at regular interval to fulfill the shortcomings and modify the plans accordingly. The plans should set target, indicators, outcomes and activities for the purpose disaster risk reduction, the plan shouldn't run haphazardly.

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