

**Mainstreaming Disaster Risk Reduction into**  
**Development in Pakistan**  
**SAARC Ministerial Conference, India**  
**Chairman NDMA**

**Sequence**

1. This presentation gives a detailed view of mainstreaming disaster risk reduction in Pakistan. The presentation has been divided into three parts:-
  - a. Disaster Response to Disaster Management - The Evolution.
  - b. Present Disaster Management Setup.
  - c. Mainstreaming Disaster Risk Reduction in Development.

**Pre-Earthquake Relief Mechanism**

3. Prior to 8 October Earthquake we had a response system in place that was reactive in nature and limited to provision of relief items post disasters. The organizations involved in response were:-
  - a. **The National Crisis Management Cell.** Working under the interior ministry has cells in every province and collects information on all sorts of emergency situations that may be arising and also involve emergency response.
  - b. **Emergency Relief Cell.** Based in the Cabinet Division develops policies and makes necessary arrangements for procuring relief items on fast track basis. It also coordinates with the government for international assistance.
  - c. **Civil Defense Organization.** Aiming to maintain and restore normal life activities incases of natural disasters, calamities or some other external disturbance.
4. However in the aftermath of 2005 earthquake, a dire need for a well equipped emergency response mechanism was felt to deal with the scale and enormity of the disaster.

5. **Earthquake and Inception of Federal Relief Commission (FRC).** The colossal damage caused by the devastating earthquake of October 8, 2005 resulted in the loss of many lives. According to an estimated figure more than 73,000 people lost their lives, over 128,000 were injured and nearly 500,000 families lost their livelihoods. Looking at the loss of infrastructure, 37 per cent of the roads, around 76 per cent of the houses and 73 per cent of the available health institutes were either damaged or completely destroyed. In addition around 200 Million tons of debris was also to be removed.

6. Therefore, immediately after the earthquake the Government of Pakistan established the Federal Relief Commission (FRC) on October 10, 2005. FRC aimed to supervise, coordinate, and deal with all administrative and other aspects of relief and rescue operations. It was also required to update and work as a focal point for all the foreign aid agencies monitoring and keeping abreast of the ongoing activities. The Federal relief commissioner was responsible for all ongoing activities. The mandate assigned to the FRC was:

***“The Federal Relief Commissioner shall co-ordinate and monitor the relief efforts. He shall report directly to the Prime Minister. All agencies concerned with the relief and rehabilitation efforts, including cabinet, health, interior, foreign affairs; communication and information divisions shall function through him and form a part of the team. Armed forces shall also be a part of the team”.***

7. The challenges faced by FRC were enormous and included:-
- a. Institutional Vacuum.
  - b. Information Vacuum.
  - c. Search and Rescue.
  - d. Rapid induction of Forces.
  - e. Reaching out to Remote Villages
  - f. Management of chaos in the affected areas.
  - g. Immediate provision of relief.

8. **Disaster Response Spectrum.** Post earthquake disaster response encompassed following issues:-

- a. **Rescue and Relief.** It included:-
  - (1) Evacuation.
  - (2) Damage Control.
  - (3) Addressing the flood, shelter and health needs of affected population.
- b. **Consequence Management.** Steps were required to manage:-
  - (1) Psycho social trauma.
  - (2) Socio economic fallouts of disaster.
  - (3) The displaced persons.
  - (4) Implications of devastation and destruction.
- c. **Recovery & Rehabilitation.** Following factors needed attention:-
  - (1) Relief Logistics
  - (2) Restorations
  - (3) Revival of systems
  - (4) Building capacities.
- d. **Reconstruction.** It had multilateral dimensions encompassing all spheres of life covering institution infrastructures, facilities and society as a whole.

9. **Relief Provided by FRC.** Following relief was provided:-

- a. Tents - 950,440
- b. Blankets - 6,500,100
- c. Rations - 256,400 Tons
- d. Medicine - 3054 Tons
- e. Miscellaneous - 131,000 Tons
- f. Kerosene Oil - 2 Million Liters
- g. Aviation Sorties Conducted- 33,300
- h. Compensation Paid - Rs. 22 Billions

10. The most important lesson learnt post earthquake was the need for establishment of permanent disaster management setup with:-

- a. Focused approach.
- b. Lean structure
- c. Capacity to deal with all types of disasters

- d. Flexible organization

### **Present Disaster Management Authority**

11. As part of the lessons learnt from earthquake response the Government of Pakistan has established new policies and institutions to deal with disaster risks. The National Disaster Management Ordinance was promulgated in December 2006. The ordinance calls for establishment of disaster management entities at the federal, provincial and district levels.

12. According to the ordinance National Disaster Management Commission headed by the Prime Minister acts as the chief policy making body while the National Disaster Management Authority (NDMA) is the main executing agency at National level. All concerned foreign and local agencies will also be coordinating through NDMA. District Management Authorities have been established at provincial and district levels as well.

### **Mainstreaming DRR into Development**

13. National Disaster Management Framework is the principal document that lays down the policy guidelines for disaster management in Pakistan. This document has been approved by NDMC in its first meeting held on 5 March 2007. The process of formulation of the framework was:

- a. October 2006 - Draft prepared by NDMA
- b. **November 2007**
  - (1) Comments from National & Provincial Departments
  - (2) Consultation with Federal/ Provincial Departments
- c. December 2006 - Consultation with NGOs/ Donors
- d. January 2007 - Revision of the Framework

14. The framework envision ***to achieve sustainable social, economic and environmental development in Pakistan by reducing risks and vulnerabilities, particularly those of the poor and marginalized groups, and by effectively responding to and recovering from all types of disaster events.***

15. The mission assigned to NDMA is ***to manage complete spectrum of all types of disasters through a paradigm shift by moving away from response and relief oriented approaches and by adopting a disaster risk reduction perspective from local government level upwards.***

16. NDMA's scope of work includes provision of directions and guidelines to all key national, provincial and local stakeholders for implementation of Disaster Risk Reduction policies.

17. In the National Disaster Risk Reduction Management Framework (NDRRMF) Mainstreaming DRR into development has been identified as an important strategy to ensure sustainable socio-economic and environmental development. Of the nine priorities of Disaster Risk Management, Mainstreaming Disaster Risk Reduction is defined as the seventh priority area in the NDRMF.

18. Mainstreaming DRR into development shall be covered in following sequence in the ensuing paragraphs:

- a. Strategy on mainstreaming DRR into Development
- b. Roles and responsibilities of key stake holders in mainstreaming DRR
- c. Key Activities for mainstreaming DRR

#### **Strategy on mainstreaming DRR into development**

19. National Disaster Risk Reduction Management provides a comprehensive strategy on Mainstreaming Disaster Risk Reduction into Development. It calls for mainstreaming DRR into National Development Plan and Poverty Alleviation Strategy. It requires NDMA to work with ministries to integrate DRR into sectoral policy, planning, implementation. NDMA is expected to:-

- a. Develop technical guidelines to incorporate risk assessment into sectoral project planning.
- b. Develop criteria for assessment of development projects with a DRR lens.
- c. National and provincial training on integrating disaster risk reduction into development.
- d. Pilot Projects with Selected Line Departments On Mainstreaming DRR

#### **Key activities of NDMA so far to Mainstream DRR into Development**

20. Keeping in mind the importance of Government ministries in Mainstreaming Disaster Risk Reduction, NDMA has identified the following ministries for carrying out activities under NDMA:-

- a. Housing and Works
- b. Water and Power

- c. Food, Agriculture and Livestock
- d. Planning and Development
- e. Industries and Production

21. NDMA is in the process of undertaking following activities to mainstream DRR into policy and practice of above five ministries:-

- a. Forming ministerial working groups.
- b. Identifying ministries' needs for capacity development on DRR.
- c. Training various ministries on DRR.
- e. Review of ministerial planning processes and procedures.
- f. Identifying sector-specific measures to integrate DRR into development programmes
- g. Preparing technical guidelines on DRR integration for the ministries.
- h. Incorporating risk assessment in ministerial procedures and processes.
- j. Implementing pilot projects to integrate DRR in ongoing development programs of the ministries.

### **Roles and Responsibilities of Key Stake Holders in Mainstreaming DRR**

22. The framework requires from each stake holder including government, NGOs, UN/ International agencies, to undertake the following actions vis-à-vis mainstreaming DRR:-

- a. Prepare DRM plan for the ministry/ department.
- b. Develop technical and physical capacities of the ministry/ department for DRM.
- c. Assess disaster risks related to the assets and infrastructure of the ministry/department/agency.
- d. Integrate vulnerability reduction measures in the implementation of ministry's programmes.
- e. Develop capacities for post disaster assessments.
- f. Organize emergency response as per the mandate of the ministry.
- g. Organize recovery and rehabilitation as per the mandate of the ministry.

23. **NDMA's Ongoing Activities**

- a. Provincial DRM plans have been drafted.
- b. Planning guidelines for District DRM planning developed and circulated to all concerned.
- c. Training materials for training district authorities and communities have been developed.
- d. A book on the lessons learnt from the earthquake has been got printed basing on the experiences of Federal Relief Commission.
- e. **PEER**. Programme for enhancement of emergency response to develop national trainers in following subject:-
  - (1) Collapsed structure search and rescue.
  - (2) Medical first aid.
  - (3) Training for Instructors
- f. **Earthquake Vulnerability Reduction in Earthquake affected Areas:-**

It covers:

- (1) Risk Assessment
- (2) Risk Reduction Planning
- (3) Safer construction guidelines
- (4) Awareness raising.
- (5) Demonstration construction.

24. **Upcoming Key Activities of NDMA**

- a. National risk Assessment.
- b. National emergency operations system.
- c. International training on DRM
- d. Raising of 3 USAR teams.
- e. Establishment of National Institute of Disaster Management – a centre on training and research in DRM.

25. **Conclusion**. We have just started the process of making development process sustainable by integrating disaster risk assessment and risk reduction. We have a long way to go. Active participation of all key stakeholders including government departments, donors, UN agencies and IOs is a pre-requisite to achieve success in this area. NDMA is working on building partnerships and alliances with various stakeholders to get their involvement.