



Floods 2010

**ISSUES IN INSTITUTIONAL
FRAMEWORK
FOR DISASTER RISK MANAGEMENT
IN PAKISTAN**

Floods 2010: Issues in Institutional Framework for DRM in Pakistan



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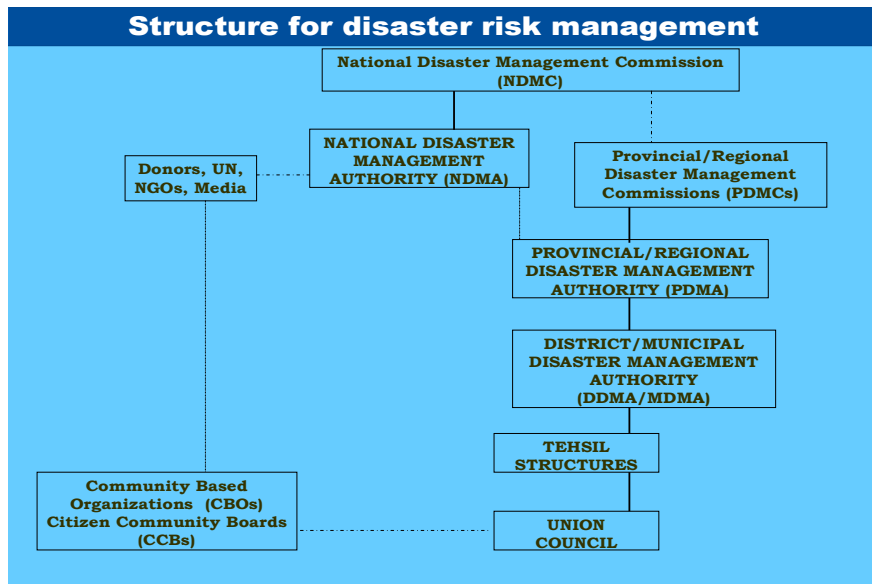
FLOODS 2010: ISSUES IN INSTITUTIONAL FRAMEWORK FOR DRM IN PAKISTAN

Floods 2010, a disaster of unprecedented magnitude would have left any government deficient in coping with it. However it has raised a number of questions about the adequacy and efficiency of the response and has highlighted a number of shortcomings in the existing institutional framework for disaster risk management. This brief maps the institutional framework for disaster risk management and identifies key issues and challenges which have emerged during the course of its functioning.

Institutional Framework for Disaster Risk Management

The National Disaster Management Act 2010 provides National Disaster Management Commission (NDMC) as the apex body for managing disasters, with National Disaster Management Authority (NDMA) as its administrative arm. The Act also establishes disaster management commission and authorities at provincial as well as district tiers. A brief review of these institutions is as under:

- a. **National Disaster Management Commission (NDMC)¹:** The NDMC is headed by the Prime Minister. Members include key Federal ministers², leaders of opposition in both the Houses, Chief Ministers of all the provinces, Prime Minister AJK, Governor Khyber Pakhtunkhwa (to represent FATA), Chief Executive Gilgit Baltistan, Chairman Joint Chiefs of Staff Committee or his nominee, and representatives of civil society or any other member appointed by the Prime Minister. The NDMC is mandated to formulate policies and develop guidelines for national DRM plans and other activities.



- b. **National Disaster Management Authority (NDMA)³:** The NDMA is the executive arm of the NDMC to coordinate DRM activities at the national, provincial and district levels. The authority

¹ Section 3-7, Chapter II, NDM ACT 2010

² Ministers for Communications, Defence, Finance, Foreign Affairs, Health, Interior, and Social Welfare and Special Education (Section 3(2)d-j NDM Act 2010).

³ Section 8-9, Chapter II, NDM ACT 2010

is responsible for; preparing national disaster risk management plan, developing policy guidelines and providing technical assistance.

- c. **Provincial Disaster Management Commissions⁴**: PDMCs are the apex bodies at the provincial tier with the responsibility to lay down policies and perform oversight functions. PDMCs are headed by the Chief Minister of the Province as ex officio Chairperson. Members include; Leader of the opposition and one member nominated by him, rest of the members are to be nominated by the Chief Minister.
- d. **Provincial Disaster Management Authorities (PDMAs)⁵**: The PDMAs are primarily responsible for the implementation of DRM plans and other related activities. PDMAs have been established in Sindh, Balochistan, Khyber Pakhtunkhwa and Punjab, whereas State Disaster Management Authorities (SDMAs) are working in AJK and Gilgit-Baltistan.
- e. **District Disaster Management Authorities (DDMAs)⁶**: The NDMO calls for the establishment of DDMAs in all the districts of Pakistan including AJK, Gilgit-Baltistan and FATA. Being the first line of defence against disasters, the DDMAs are required to be established as early as possible.

FLOOD MANAGEMENT IN PAKISTAN

Floods are one of the most frequently occurring natural disasters in Pakistan. Till date Pakistan has faced as many as 69 floods. Punjab and Sindh are particularly vulnerable to floods; similarly KPK is prone to flash floods. In last 28 years fifty (50) floods have hit the country; major floods of recent past were experienced in 1992, 1999, 2001, 2005, 2007 and 2010.

Multiple institutions are involved in the management of the floods which include:

1. Federal Flood Commission (FFC)
2. Flood Forecasting Division (FFD) of the Pakistan Meteorological Department (PMD)
3. Provincial Irrigation and Drainage Authorities (PIDAs)
4. Provincial Disaster Management Authorities (PDMAs)
5. Commissioner for Indus Waters (CIW)
6. Eng Corps Pakistan Army

These institutions are not formally incorporated with the National Disaster Risk Management framework. The quality of response to Floods 2010 amply highlights the results of lack of coordinated response to natural disasters.

Key Challenges & Gaps in the Institutional Framework of DRM

The working of the new DRM framework in last few years and the fragmented response to the floods 2011 has revealed a number of inadequacies in the national disaster risk management structure. A few of the important issues and challenges are discussed briefly as under:

- a. There are multiple institutions and agencies dealing with different aspects of managing disasters at all tiers. The present DRM framework fails to address the issues of overlapping or conflicting jurisdictions of various DRM related institutions

⁴ Section 13-14, Chapter III, NDM ACT 2010

⁵ Section 15-16, Chapter III, NDM ACT 2010

⁶ Section 18-22, Chapter IV, NDM ACT 2010

and instead of consolidating has created yet another corresponding administrative entity⁷;

- b. The duplication of functions is a core issue which needs to be addressed comprehensively e.g. prior to the establishment of NDMA, Federal Emergency Relief Cell was the lead organisation for disaster management; it is still operational under the cabinet division without having linkages made to the existing DRM institutional framework.
- c. The institutional arrangement for DRM does not seem complete, as Provincial Disaster Management Authorities (PDMAs) are not fully functional and in most of the Districts District Disaster Management Authorities (DDMAs) have not been established yet.
- d. At provincial level, administrative difficulties of the functional operations and coordination of three sets of organs (PDMC, PDMA and DDMA)⁸, coupled with already in place corresponding structures is held up by administrative difficulties and coordination. Like in the case of Punjab province, *Punjab Emergency Services Act 2006* provides for Punjab Emergency Council at provincial tier and District Emergency Board in Districts with functions similar to that of PDMC and DDMAs.
- e. There exists a long list of responding agencies in case of a disaster including Civil Defence, Fire Brigade, Army, Police Emergency, Rescue1122, Pakistan Red Crescent Society (PRCS) etc. However the existing institutional framework fails to establish tangible linkages for a harmonized response strategy.
- f. There are visible inadequacies in institutionalizing early warning & information management. Multi-hazard Early Warning System needs to be strengthened and institutional arrangements for the dissemination of effective and timely early warning are required to be made at all levels.
- g. With distinct channels of communication missing at vertical as well as horizontal levels and duplication of functions envisaged to be performed by various bodies the legal impediments muddle up the whole DRM structure at provincial level.

⁷ Few of the institutions with overlapping mandates include: Federal Emergency Relief Cell (Cabinet division), Directorates of Civil Defence, National Crisis Management Cell(Ministry Of Interior), Punjab Emergency Services (Rescue 1122) etc.

⁸ Sections 13, 15, & 18, NDM ACT 2010