



DISASTER MANAGEMENT IN SINDH, NWFP AND BALOCHISTAN

FLOOD – 2007

CONCEPT OF NATIONAL ACTION PLAN

**NATIONAL DISASTER MANAGEMENT AUTHORITY**  
**PRIME MINISTER'S SECRETARIAT**  
**ISLAMABAD**

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**Disaster Perspective**

1. Setting in of an early monsoon season in the last week of June 2007 brought about a devastating cyclone in the Arabian Sea that swept across the entire coastal belt of Pakistan from Karachi to Jiwani. Accompanied by torrential rain in most parts of Balochistan, Sindh and some parts of NWFP, the resultant flash flooding was a phenomenon unprecedented and not having been witnessed in the recorded history or memory of Balochistan region, where drought rather than rains has been more of a predictable activity over the last many years.

2. The devastation caused 464 deaths, left 224 Missing and 371,092 shelter-less, affecting a population of 2.5 Million in 6,449 villages. Besides this, extensive damage was caused to infrastructure, essential services, irrigation canal system, standing crops and livestock, which further aggravated the situation. The Govt of Pakistan, through its nascent disaster management system, being put into place, was quick to react.

3. The NDMA (National Disaster Management Authority) and PDMAs (Provincial Disaster Management Authorities) whose raisings were recently approved by the Govt, immediately mobilized the relief effort in a coordinated and synchronized manner. Relief providing agencies, with the Armed Forces in the lead role, were energized from day one for the impending rescue and relief operation in a very vast and difficult terrain with sparse and meagre communication and transportation infrastructure, that had been seriously disrupted in the cyclone and flash floods affected areas.

**Mission**

4. Provide a well coordinated, synergized and timely relief to affected areas with a view to bringing normalcy of life in the shortest possible time:-

a. **Implications**

(1) **Short Term**

(a) Rescue/Crisis management of affected population in distress.

- (b) Provision of immediate relief in the form of food, water, shelters and health care.
- (c) Restoration of communication infrastructure and essential services.
- (d) Distribution of compensation to affected households.
- (e) Early recovery of affected areas.

(2) **Long Term**

- (a) Capacity building of PDMAs, Sindh, Balochistan and NWFP to handle relief, rehabilitation and reconstruction from early August 2007 onwards.
- (b) Rehabilitation and Reconstruction by PDMAs through line ministries in coordination and under the directions of NDMA.

**Overview of Disaster Struck Areas**

5. **Coastal Areas of Balochistan and Karachi**

- a. Apart from Karachi in Sindh, the 720 Kms coastal belt of Gwadar District of Balochistan is a sparsely populated and an under developed region of Balochistan.
- b. Areas close to the coast are a mix of flat and undulating terrain with predominantly sandy beds having gentle and steep hillocks. Most of the coastal belt is an arid region, generally devoid of rain which averages 250 mm yearly, with warm summer and mild winter. Mean temperatures in summer months vary from 30<sup>0</sup> to 32<sup>0</sup>C and in the coldest months of December /January from 18<sup>0</sup> to 19<sup>0</sup> C.
- c. Till recently inaccessible by road, the area is now served with a Coastal Highway, linking Karachi and hinterland with Turbat and the port towns of Ormara, Pasni, Gwadar and Jiwani. This highway was breached at a number of places, making relief efforts by road difficult. Initially relief was thus resorted to by PAF's C-130 transport aircraft and Pakistan Navy's and Maritime Security Agency's vessels, which transported relief items to Omara (Port), Gwadar (Port and Airport) and Turbat (Port). PIA operates regular flights to Gwadar and Turbat.
- d. The population predominantly is of Makran Balochi descent and is concentrated in the port towns. Poverty prevails and they resort to fishing in the Arabian Sea as their main source of income. Development of Ormara as a Naval

Base and Gawadar as a deep sea port coupled with the Coastal Highway is opening up the area for better living conditions and economic prosperity.

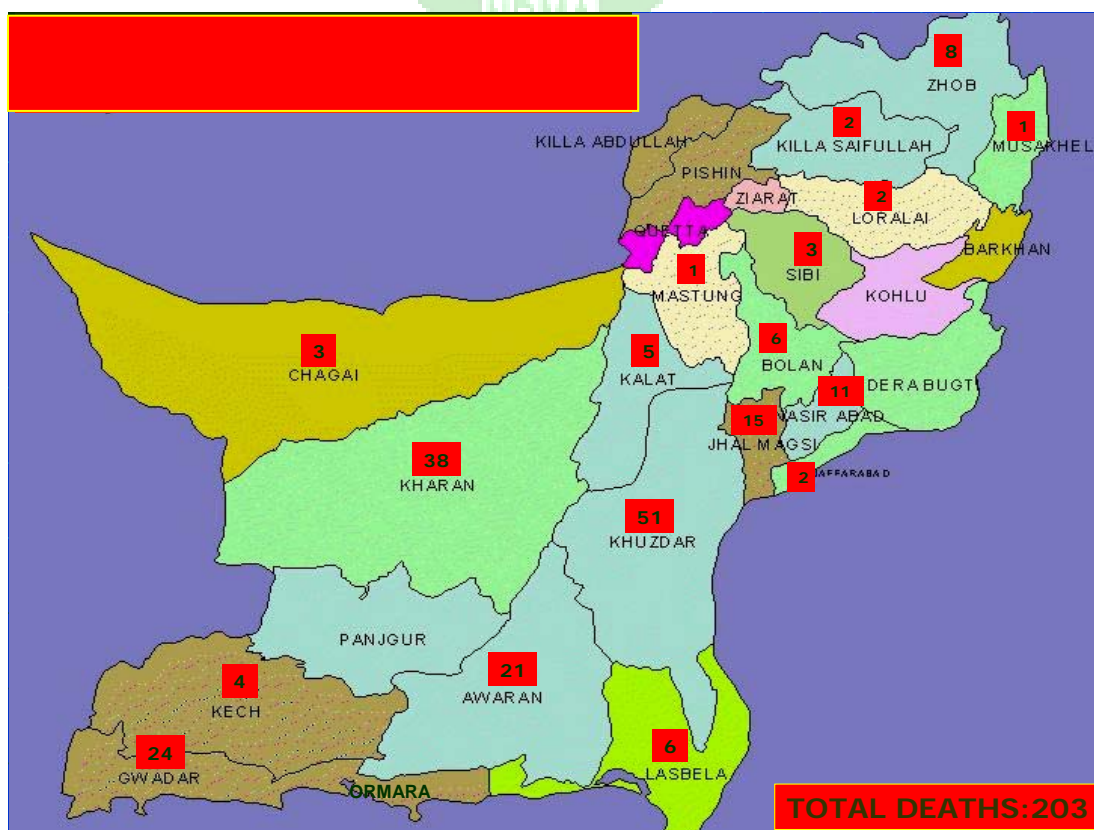
## 6. Vast Tracts of Central and Northern Balochistan

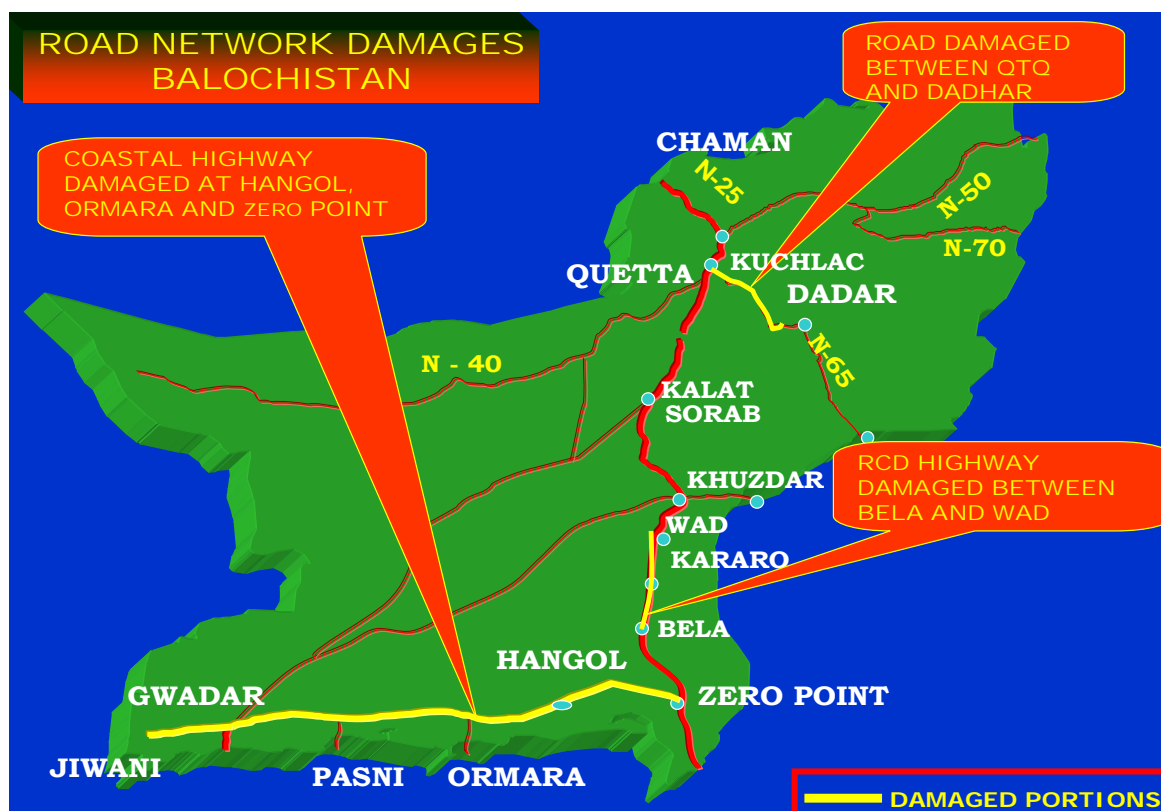
a. Balochistan is the largest and the most under developed province of Pakistan and comprises 44% of Pakistan's landmass, while it has the least population of about 8 Million (12 persons per sq km). This makes provision of relief difficult.

b. The terrain is predominantly interspersed with very arid low and high mountains; nearly 80%, while the remaining 20% consists of flood and coastal plains.

c. Annual precipitation varies from 200 to 350 mm which includes snows on higher altitudes in winters. There are vast areas with rain average as low as 50mm annually, making un-irrigated agriculture impossible. Temperatures vary from sub zero in the north-western regions to over 50°C in the lower south-eastern plains in summers. As cyclone has been an unheard phenomenon while flash floods of such intensity are also rare, the province is not geared up for such a disaster response and thus the requirement of federal intervention.

d. The areas affected in Balochistan along with the scarce communication infrastructure are indicated on the following maps:-





e. The Baloch tribes constitute the majority population in the South and East of the province while Pushtoons are in majority in the North. Quetta the capital of the province has Pushtoon majority with Baloch, Hazara and Punjabis in minority. Ethnic sensitivities thus demand a fair and equitable distribution of relief items.

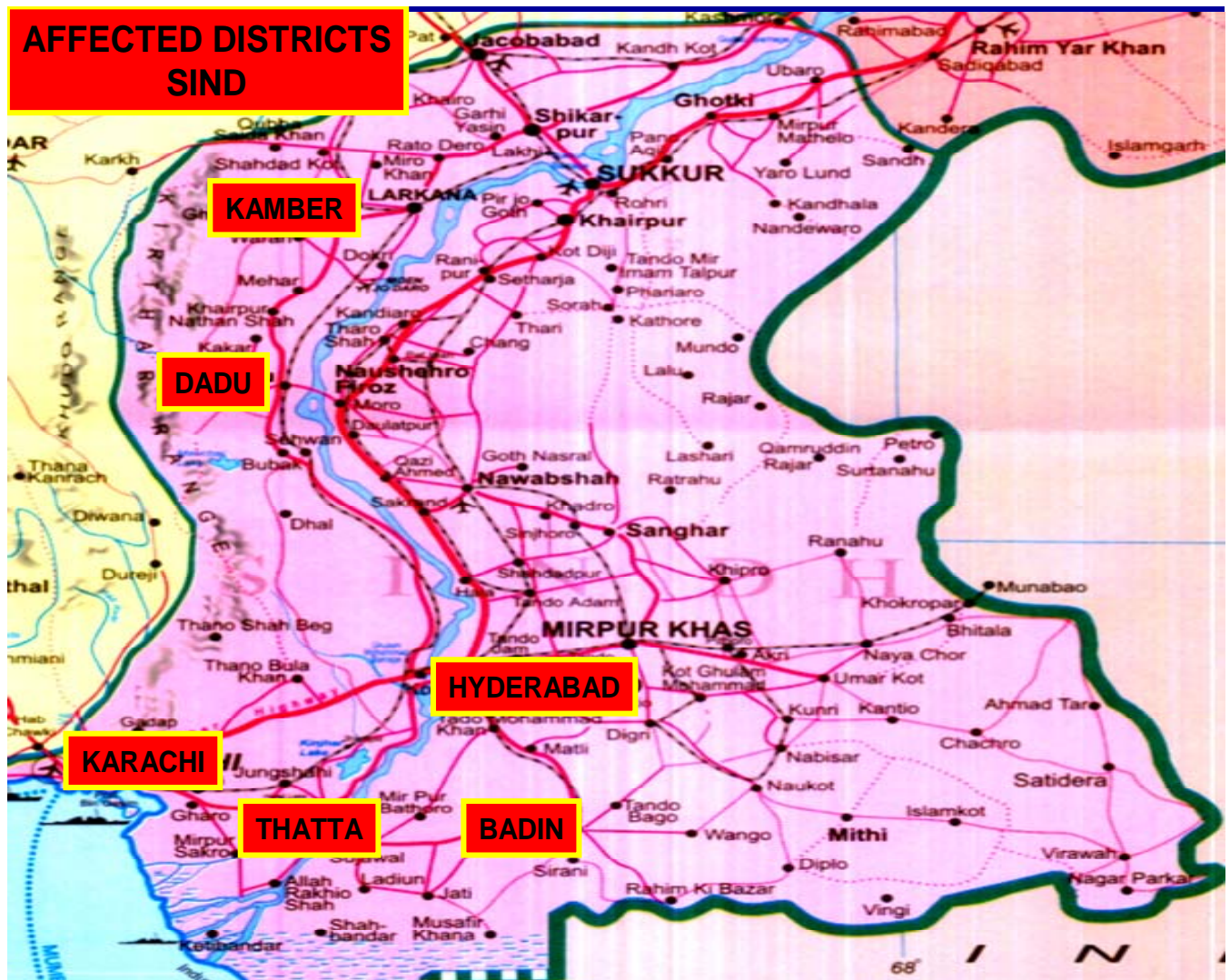
f. Economy of the province is largely based on production of natural gas, coal and minerals. Limited farming, large livestock and fishing along the coast are forms of meagre sustenance for local population. This disaster has marginalized and affected 2 Million people in 12 Districts, who would need rehabilitation to return to normalcy.

#### 7. Affected Areas of Sindh

a. Initially Karachi City was the worst affected while Thatta and Badin Districts were also hit by the coastal cyclone which resulted in 127 deaths, 89 in Karachi alone due to falling debris and dilapidated houses.

b. Amongst other areas, Kambar and Dadu Districts, were the worst affected due to an extra ordinary flow of water from the neighbouring Balochistan's Kirthar Ranges that drained the area, as well as through many breaches in the canal system.

c. Badin, Thatta and Hyderabad are the other districts affected by heavy rains.



8. **Affected Areas of NWFP**
  - a. Flash floods in end June, 2007 badly affected parts of the districts of Chitral, Peshawar, Bannu, DI Khan and Swat.
  - b. Upper Dir was later struck with lightning and flash floods causing human casualties and destruction to houses and property.
9. **Initial Damage Assessment (Province Wise)**. Details given at Annexure A.
10. **Final Damage Assessment**. Will be included after the World Bank's joint survey by end August, 2007.

### **National Action Plan**

11. The National Action Plan envisages implementation of RELIEF, EARLY RECOVERY and RECONSTRUCTION AND REHABILITATION policy in the affected areas in an integrated manner through mobilizing the Federal, Provincial and District resources duly augmented by participation from UNO, IOs, NGOs, INGOs and civil society. It is believed that this strategy will help develop capacities of the government system and civil authorities at the national, provincial and district levels for management of post disaster situations, on one hand and on the other it would engage local CBOs, NGOs and international partners in this process. However, to implement this participatory approach and to integrate the international donors community, INGOs and United Nations System following parameters shall be kept in mind (already forwarded vide NDMA's letter no F-5(8)/2007-NDMA of 7 August 2007):-

- a. All UN, International Organizations and NGOs shall coordinate at the national level with NDMA, which will facilitate interaction with PDMA's and local stakeholders.
- b. Those NGOs/IOs which are registered for work in specific geographic regions shall only work in different zone after fulfilling prescribed procedure/protocol. Based upon their agreement with the EAD, they should contact NDMA to work in partnership with local NGOs/CBOs.
- c. International NGOs and UN agencies who are interested to work through existing local NGOs and CBOs, will be facilitated by NDMA.
- d. NDMA in coordination with PDMA's, DDMA's and other stakeholders will plan interventions in the affected areas by participating organizations and also propose local stakeholders in the early recovery and reconstruction phase.
- e. In order to facilitate fund management, assurance of quality and capacity building NDMA proposes to engage Strengthen Participatory Organizations (SPO) and OXFAM Pakistan as the umbrella organizations, if they agree.
- f. **Monitoring by donors, UN, INGOs and IOs.** NDMA in collaboration with PDMA's will organize monthly visits of the donors, UN, INGOs and IOs to the project areas to ensure transparency.
- g. **Monitoring by Media.** NDMA will also organize periodic visits by media personnel to the affected areas for wider publicity of the joint efforts being made to alleviate sufferings of the affectees.

12. The implementation of this plan is in three phases namely; Rescue and Relief, Early Recovery and Reconstruction & Rehabilitation. Each of these three phases are covered in detail in the ensuing paras.

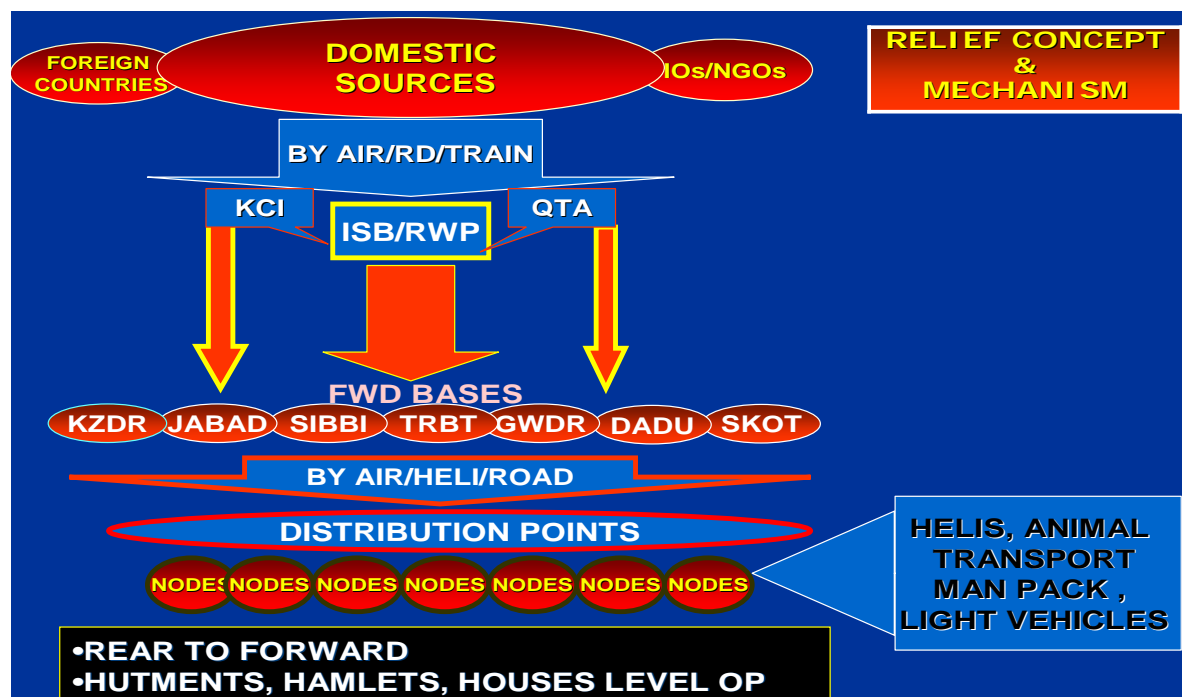
13. **Rescue & Relief Phase**. At this point in time Relief Phase is almost over, however its salient features are as under:-

- a. **Concept**. Overall Rescue & Relief efforts be planned at the Federal level by NDMA through PDMA's in consultation and coordination with various line ministries/departments and other stake holders.
- b. **Policy Contours**
  - (1) Provision of emergency relief through PAF C-130s, Army Aviation Helicopters, Naval vessels and aircraft and by road transport (where ever possible).
  - (2) Simultaneously with emergency relief, reach out to all affected areas with necessary medical help.
  - (3) Synchronize and synergize efforts of all relief providing agencies through a one window operation to achieve a coordinated and timely relief effort.
  - (4) Provision of food, medicine, tents / blankets / sheeting / matting in sufficient quantities for the affectees and for affected districts reserve stocks.
- c. **Challenges Faced**
  - (1) While NDMA and PDMA's are in their infancy and require capacity building, the provincial governments have been advised to extend help in building their PDMA's capacity and confidence in tackling disasters.
  - (2) Vastness, distances and difficult/ meagre communication infrastructure, further affected by flash floods, hampered speed of relief operation, which for the first two weeks was predominantly undertaken by PAF's C-130s, Army Aviation and Naval vessels.

- (3) Reluctance on the part of transporters to tread long distances on unpredictable road/ bridge conditions did at times pose problems of quick transportation of relief items.
- (4) Non availability of shelters and tents in the required quantity for a disaster of such magnitude.
- (5) Clean drinking water, already scarce in affected areas, posed a serious problem, requiring a good number of water filtration plants for deployment.
- (6) Breakdown of already meagre essential services like electricity, gas, water supply and sanitation, compounded problems and took time for their restoration in most areas.

d. **Relief Mechanism**

- (1) Relief items were procured and transported to forward bases at the national level by NDMA through air, road, rail and sea.
- (2) From there on the PDMAs were made responsible for the delivery of these items to the affected people. In this the PDMAs were supported by NDMA and various other federal agencies.
- (3) Following figure explains the relief mechanism.



e. **Agencies Involved in Providing Relief**

(1) **NDMA**. Overall relief effort is coordinated at the Federal level through various stakeholders, depending upon damage assessments priorities are decided, constantly reviewed & modified according. Tasking is done to all agencies, both national and international for provision of various types of relief in coordination with PDMAs.

(2) **PDMAs**. Determine damages and on ground requirements from affected districts and demand help from NDMA that is beyond local and provincial capacities. Federal help is provided till the PDMAs can handle relief activities on their own steam.

(3) **Emergency Relief Cell (ERC)**. To contract on behalf of NDMA and obtain relief items like food/ rations, shelters, tents, blankets, medicine, water etc from the market as well as receive relief items, donations from abroad and their transportation to affected areas, based on NDMA plans.

(4) **National Logistic Corporation (NLC)**. Helped in organizing the movement of logistics from Islamabad and Karachi to the affected areas as per mandate given in National Disaster Management Framework. Kept a running record of provision/distribution of all relief items for planning purposes on behalf of NDMA.

(5) **Utilities Stores Corporation (USC)**. Has proved to be an extremely useful and responsive organization that not only provided over 5400 Metric tons of composite packed and bulk rations in the required time and at the required place but even contracted transport for carrying these rations, from and to various destinations, where other agencies could not manage their transportation needs. This organization has for the second time after the 2005 Earthquake, proved its efficacy and efficiency during disasters.

(6) **Health**. Representing NDMA, two eminent doctors from the M/o Health have, on instructions from NDMA, been coordinating health requirements of affected areas. These include health surveys, provision of doctors, paramedics, medicine and medical equipment where ever required. Besides in coordination with PDMAs/Provincial Health Departments, they have deployed medical teams from Punjab, Red

Crescent Society and NGOs etc. Their basic task remains to have a good grip on the health requirements, both during and after the initial relief phase, followed by a well considered and well coordinated medical response. Director of Health Services Academy has been assigned as a liaison with health cluster. M/o Health has been reminded many a times to finalize their emergency health plan as per the instructions given in the Framework.

(7) **Pakistan Red Crescent Society (PRCS)**. PRCS not being a govt organization has earlier been playing an independent part in disaster situations. However, to achieve synergy, PRC was embedded with NDMA and contributed significantly during relief phase. Besides deploying local medical teams, PRCS provided four European medical teams with a substantial water purification capability and medical supplies. By providing over 10,000 tents, PRC becomes the second largest donor of tents.

(8) **NHA**. Has been promptly attending to the early and timely intervention and restoration of important communication arteries destroyed/ swept away by flash floods. Early repairs to the Coastal Highway and Jhal Magsi approach roads made heavy relief movement by road possible, removing transportation reliance from PAF's C-130s and Naval vessels in Balochistan's coastal belt and interior areas.

(9) **WAPDA**. Widespread and serious damage was caused to WAPDA's infrastructure. WAPDA worked round the clock to restore electricity in far flung villages, cities and towns under adverse conditions of weather and flooding. The operation continues with a meagre percentage of areas now left without electricity. Their cooperation has been commendable.

(10) **Railways**. The railways lines Quetta – Taftan in Balochistan and Peshawar – Landikotal in NWFP were damaged at a no of places which have now been restored by M/o Railways.

(11) **Ministry of Foreign Affairs (MOFA)**. NDMA's, Ministry of Foreign Affairs (MOFA) representative has been coordinating all foreign assistance related issues in facilitating international interventions, processing NOCs and receiving relief offers in cash and kind.

(12) **Federal Flood Commission (FFC)**. Keeps NDMA abreast on the latest releases and discharges of water from various reservoirs, dams and barrages for NDMA to plan ahead in case of flooding. FFC should take a lead role in mitigation measures and be always the first one to visit affected areas for assessment. This they did so on persuasion only.

(13) **Meteorological Department**. Keeps NDMA abreast on precipitation details and the future forecasts of cyclones, storms and rain.

(14) **UN / NGOs**. UNRC undertook field surveys and thereafter launched a flash appeal for \$38 Millions. So far the appeal has fetched approximately \$ 12 Million only. UN, IOs and NGOs need to channelize their efforts through NDMA for reasons of synergy, security and to avoid duplication of relief effort.

(15) **International Community**. Pakistan, as a policy, did not request for help. Although voluntary help from various friendly countries has been forthcoming, and accepted with gratitude. Details are at Annexure B.

(16) **NGOs (Local and International)**. Have been generally forthcoming and have provided some help. Like the UN they have also been asked to coordinate their operations with the NDMA and thereafter with PDMA's of concerned provinces. Their tendency of solo flights to areas of their own choosing is not only fraught with security risks; they may be putting useful effort at a wrong place and at the wrong time. Synergy of effort through meticulous coordination from the forum of NDMA is an essential ingredient for the forthcoming stages of early recovery, rehabilitation and reconstruction.

(17) **Role of Armed Forces**

(a) **Army**. Army did a commendable job and were quick to react to the disaster. They undertook the initial rescue and relief work in all three provinces and provided shelters, food and medical care. Army Aviation flew 522 sorties to transport 452 tons of essential relief items to far flung areas.

(b) **PAF**. While the road and rail communication was badly affected, PAF's C-130 aircraft operating from Karachi and Rawalpindi operated 116 sorties in the first two weeks, transporting 1300 tons of emergency rations, medicines and other supplies, till

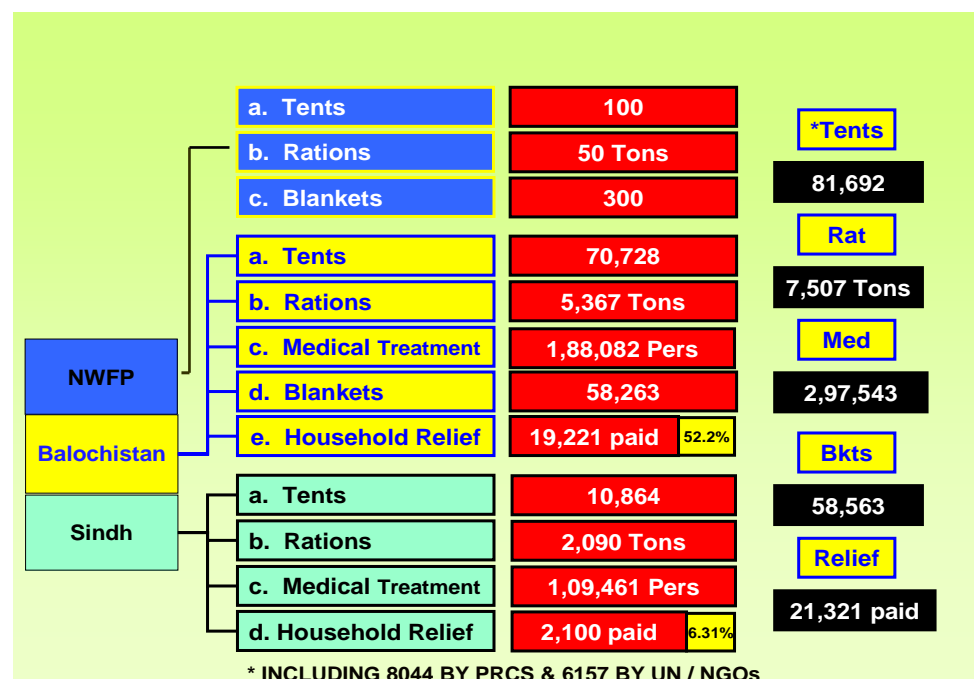
the time relief by road and sea commenced. They evacuated many stranded people to safety too. Without their generous support relief operation would have not met success and troops could not have reached Turbat in time.

(c) **Navy**. As a result of damages to the Coastal Highway, Pak Navy supplemented by Maritime Security Agency was tasked to provide relief items for the cyclone affected coastal belt. Goods were thus transported by sea despite bad weather to Ormara, Pasni and Gwadar and was distributed further to the affected Tehsils. Navy also evacuated hundred of fishermen to safety. Their laudable role in this unique Joint Operation highlighted their effectiveness in the coastal area.

(d) **FC Balochistan**. Is playing a lead role in providing relief to most areas of Balochistan through their presence in the entire province. Heavy reliance has been placed on FC Balochistan in coordinating and providing relief to the affected population.

(e) **Sindh Rangers**. Like FC, Sindh Rangers was involved from the beginning and is now the main force to sustain relief efforts in interior Sindh.

(7) An overall relief effort in both the provinces is as under:-



14. **Early Recovery Phase**

a. **Concept.** Plan for the early Recovery of the affected communities by taking all the stake holders on board to render concentrated and synchronized assistance to the provinces. This would be a one window operation under the guidance of NDMA

b. **Implementation.** An Early Recovery Framework is being prepared on the guidelines / principles chalked out by the NDMA with the assistance of UNDP. The Framework shall be ready in a week's time. The Framework would provide guidance for this phase which focuses on assisting the communities in returning to their normal life by small interventions in various sectors. Following aspects shall be tackled in this phase:-

- (1) **Health .** Provision of health, nutrition and WATSAN facilities.
- (2) **Education.** Helping the provinces in putting the damaged educational facilities right, where required. In case needed, provision of tent schools will be resorted to.
- (3) **Shelter Aspects.** This will focus on assistance in repair of damaged houses.
- (4) **Early Recovery.** Various small scale interventions in this sector will help in getting small communities back on their feet (details will be covered in the plan being prepared).
- (5) **Empowerment of the Locals.** By providing them the federal cash grant of Rs 15,000 per household to kick start the local economy.

c. **Agencies Involved**

- (1) NDMA
- (2) PDMAs
- (3) Provincial Departments
- (4) UN
- (5) NGOs, INGOs, IOs
- (6) Armed Forces (for supervision ,if required)

15. **Reconstruction and Rehabilitation Phase**

a. **Concept.** The detailed joint assessment of damages is being undertaken by WB, ADB and host of other stakeholders. The report will be ready by end August which will be presented by NDMA to the govt who shall then take decision on the priorities, resources and implementation strategy. The details will

be covered later. However, NDMA will coordinate and supervise rehabilitation and reconstruction as per its mandate.

b. **Implementation.** This being a devolved subject is supposed to be undertaken by the provincial authorities through their departments. NDMA will restrict its role to that of planning, coordination, monitoring and re-sourcing.

c. **Agencies Involved.**

- (1) NDMA (Over watch / coordinating foreign agencies)
- (2) PDMAAs
- (3) Provincial Departments
- (4) UN
- (5) NGOs, INGOs, IOs
- (6) Armed Forces (for supervision, if required)

16. **Conclusion.** While the situation in the affected provinces at this stage has been stabilized from the relief point of view, there is a requirement to continue the momentum as the things move in to early recovery stage. At this point, a coordinated and concerted effort is the need of the hour. As the people have started to move back to their locations there is a need to revive their livelihoods keeping in view the fact that they should not be dependant on the federal / provincial authorities to support them for extended period of time. This paper outlines the plan of action as envisaged by this authority and it is expected that all concerned shall render their full cooperation to make this undertaking a success.

**ANNEXURE A****PROVINCE WISE DEAD/ MISSING**

Ser	Province	Dead	Missing
1.	Sindh	216	29
2.	Balochistan	203	195
3.	NWFP (Dir)	45	-
<b>Total</b>		<b>464</b>	<b>224</b>

**PROVINCE WISE DAMAGE TO HOUSES / BUILDINGS**

Ser	Province	Completely Destroyed	Washed Away
1.	Sindh	30901	-
2.	Balochistan	55,000	-
3.	NWFP (Dir)	14	13
<b>Total</b>		<b>85,915</b>	<b>13</b>

**PROVINCE WISE DAMAGE TO LIVESTOCK**

Ser	Provinces	Nos
1.	Sindh	40,117
2.	Balochistan	200,000
3.	NWFP (Dir)	-
<b>Total</b>		<b>240,117</b>

**PROVISION OF RATION BY USC - PROVINCE WISE**

Ser	Provinces	Ration (Tons)
1.	Sindh	2,155
2.	Balochistan	3,195
3.	NWFP (Dir)	50
<b>Total</b>		<b>5,390</b>

**PROVISION OF SHELTER ITEMS**

Ser	Provinces	Tents/ Shelters	Blankets	Mattress	Net Mosquito	Plastic Sheets
1.	Sindh	10,864	-	5,000	1,250	5,000
2.	Balochistan	70,728	58,263	5,211	900	15,200
3.	NWFP (Dir)	100	300	-	-	-
<b>Total</b>		<b>81,692</b>	<b>58,563</b>	<b>10,211</b>	<b>2,150</b>	<b>20,200</b>

**PROVISION OF MEDICAL CARE**

<b>Ser</b>	<b>Provinces</b>	<b>No of persons provided Medical Care</b>
1.	Sindh	109,461
2.	Balochistan	188,082
3.	NWFP (Dir)	-
<b>Total</b>		<b>297,543</b>

**PROVISION OF FEDERAL COMPENSATION - PROVINCE WISE**

<b>Ser</b>	<b>Provinces</b>	<b>Initial(M)</b>	<b>Compensation(M)</b>	<b>Total in Millions</b>
1.	Sindh	200	100	300
2.	Balochistan	200	600	800
3.	NWFP (Dir)	50	-	50
<b>Total</b>		<b>450</b>	<b>700</b>	<b>1150</b>

**PROVINCE WISE DETAIL OF RELIEF CAMPS**

<b>Ser</b>	<b>Province</b>	<b>No of Relief Camps Established</b>	<b>Population in Relief Camps</b>
1.	Sindh	108	27,202
2.	Balochistan	7	4,083
3.	NWFP (Dir)	-	-
<b>Total</b>		<b>115</b>	<b>31,285</b>

**ANNEXURE B****FOREIGN ASSISTANCE PLEDGED**

<b>Ser</b>	<b>Donor Country / Organizations</b>	<b>Pledged US\$</b>
1.	Australia	US\$ 2.2 Million
2.	Bahrain	US\$ 180,328
3.	Canada	US\$ 1.9 Million
4.	China	US\$ 330,000
5.	France	US\$ 240,000
6.	Germany	US\$ 340,000
7.	Iran (Red Crescent)	US\$ 325,914
8.	Japan / JICA	US\$ 107,000
9.	Netherlands	US\$ 712,400
10.	New Zealand	US\$ 400,000
11.	Norway	US\$ 2.5 Million
12.	Korea	US\$ 200,000
13.	Spain	US\$ 40,056
14.	UK (DFID)	US\$ 4.4 Million
15.	USA	US\$ 390,000
16.	IDB	US\$ 200,000
17.	OFID	US\$ 300,000
18.	Ireland	US\$ 598,366
19.	Sweden	US\$ 581,164
20.	Embassy of Pak Bahrain	US\$ 2,660
21.	Embassy of Pak Brunai	US\$ 470
22.	Consulate General of Pakistan, Dubai	US\$ 9,649
23.	Embassy of Pak Uzbekistan	US\$ 270
24.	CERF	US\$ 4.4 Million
25.	IFRC	US\$ 206,000
<b>Total :-</b>		<b>US\$ 20.56 Million</b>

**ANNEXURE C****CONTRIBUTION OF ARMED FORCES**

<b>Ser</b>	<b>Service</b>	<b>Contribution</b>	<b>Load Transported</b>
1.	Army	522 Helicopter Sorties	452 Tons
2.	Navy	15 Ships	960 Tons
3.	Air Force	116 Sorties (C-130)	1300 Tons

**Note.** Armed Forces are still operating in the flood affected areas providing relief and coordinating compensation distribution.-

