

National Policy Guidelines on

VULNERABLE GROUPS IN DISASTERS



NDMA- GENDER AND CHILD CELL



National Policy Guidelines on Vulnerable Groups in Disasters
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FOREWORD

It gives me a great sense of satisfaction that NDMA's Gender and Child Cell (GCC) has successfully launched Pakistan's *National Policy Guidelines on Vulnerable Groups in Disasters*. The process followed in developing these Guidelines was comprehensive and strategically planned. The GCC team travelled across Pakistan to ensure that the process was consultative and inclusive, incorporating the views and expertise of key stakeholders from the private as well as public sectors.



It has been established that the effects of disasters are more pronounced on the vulnerable groups of society, such as women, children, elderly persons, and those living with disabilities. Within these categories there may be even more vulnerable groups, such as females heading their households, children with disabilities, or persons with mental health issues. Additionally there may be child-headed households, orphans, and chronically ill persons. Not only are these segments of the population more vulnerable, their coping mechanisms are also inadequate and varied. The poor coping capacities of vulnerable groups are linked to their reduced physical strength, their weak social and economic status and limited access to resources.

NDMA firmly believes that unless the needs of vulnerable people are addressed during all phases of emergency situations, i.e. disaster planning and preparedness, disaster response, and post-disaster recovery and rehabilitation, these groups are likely to suffer disproportionately. NDMA is committed to safeguarding the rights of vulnerable people in disasters. It is with this commitment that the Gender and Child Cell was established and it is with the same vision that these Guidelines have been developed. They are aimed at facilitating a comprehensive rights-based and humanitarian approach to disaster relief with specific attention to women, children, elderly, and persons with disabilities. The Guidelines cover all the major areas that require

attention in disaster management – from data collection and policy planning to awareness raising of communities and sensitization of the officials involved in rescue, relief and rehabilitation.

The Guidelines incorporate lessons learnt and recommendations drawn from the field. Now it is the joint responsibility of the CSOs, the media and relevant actors to demonstrate solidarity and partner with NDMA to prevent and mitigate disaster risk and to strengthen disaster resilience to help vulnerable groups in line with these Guidelines. This document will be a helpful resource for all those working in the disaster management system - planners and managers as well as ground level response and relief staff.

I am confident that the *National Policy Guidelines on Vulnerable Groups in Disasters* will contribute towards our ability to meet the needs of the vulnerable population in an effective manner, design interventions with the needs of specific groups in mind, ensure equitable access to relief in post-disaster situations and promote participation of vulnerable groups in decisions that affect them.



Maj. Gen. Muhammad Saeed Aleem
Chairman NDMA

LIST OF ACRONYMS

CBDRM	Community Based Disaster Risk Management
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CRPD	Convention on the Rights of Persons with Disability
DDMA	District Disaster Management Authority
DMAs	Disaster Management Authorities
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
ERRA	Earthquake Reconstruction and Rehabilitation Authority
EWSs	Early Warning Systems
FDMA	FATA Disaster Management Authority
GBDMA	Gilgit- Baltistan Disaster Management Authority
GCC	Gender and Child Cell
CP	Child Protection
CPiE	Child Protection in Emergency
HFA	Hyogo Framework of Action
IASC	United Nations-Inter-Agency Standing Committee
LHVs	Lady Health Visitors
LHW	Lady Health Worker
MDGs	Millennium Development Goals
NDMC	National Disaster Management Commission
NDMP	National Disaster Management Plan
NDRMF	National Disaster Risk Management Framework of Pakistan
NFIs	Non-Food Items
R/PDMAs	Regional/ Provincial Disaster Management Authorities
SADD	Sex and Age Disaggregated Data
SDMA	State Disaster Management Authority
SOPs	Standard Operating Procedures
SPS	Social Protection Strategy
VGs	Vulnerable Groups
WASH	Water, Sanitation and Hygiene

01 INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

A series of repeated large scale disasters experienced in Pakistan during the last decade, prompted greater effective measures both at the legislative and policy making levels. The efforts aimed at establishing institutions and infrastructures that could coordinate and augment disaster management effectively and efficiently. The endeavors culminated in the form of enacting a Disaster Management System, developing National Disaster Risk Management Framework (NDRMF), establishment of the National Disaster Management Authority (NDMA), the establishment of Provincial / Regional Disaster Management Authorities (P/RDMAs) and the setting up of District Disaster Management Authorities (DDMAs) across Pakistan, besides creation of National Disaster Management Fund. Each of these institutional infrastructures and mechanisms continue to process policy guidelines, frameworks and SOPs for dealing more effectively with any future disasters and calamities.

The Disaster Management Act of 2010 mandates NDMA, as the executive arm of the National Disaster Management Commission (NDMC), to develop guidelines and standards as well as to frame appropriate regulations to develop adequate response to disasters, besides working as the lead agency of the country dealing with entire spectrum of disaster management. In essence, NDMA is mandated to focus on prevention, mitigation, preparedness, rehabilitation and reconstruction and to also formulate appropriate policies and guidelines for effective and synergized national disaster response and relief.

Since its establishment, NDMA has been in the process of streamlining and putting in place the required policies, legislation, actions, and processes to deal with the natural and other calamities in all phases of planning/preparedness, prevention and protection, as well as response and recovery. The efforts have been multidimensional and include special focus on the inclusion of all aspects of the needs and concerns of various segments of the communities, with special attention to the most vulnerable segments of the population including women, children,

older persons and persons with disabilities. NDMA has been processing its response policies, plans, and documentation by developing strategies and SOPs, building strategic alliances, and by duly putting in place appropriate mechanisms along with developing training manuals and handbooks for the concerned officials and members of civil society working within the sphere of disaster management. The efforts which have been relentlessly followed as mandated by the National Disaster Management Act 2010, are inclusive, and in line with international conventions and standards.

In order to strengthen its efforts towards reducing the vulnerabilities of women and children in times of disaster, NDMA created the Gender and Child Cell (GCC) in 2010. GCC aims at prioritizing,

mainstreaming gender and integrating the needs and concerns of children and vulnerabilities of poor and marginalized segments of the society

"To ensure that the needs and concerns of vulnerable groups (gender, children, aged and disabled) are addressed in all phases and all types of disasters."

Vision of GCC

in humanitarian response, crisis management and DRR initiatives. To give a broad base to GCC's efforts, similar efforts were made at the provincial levels by setting up GCCs within the R/PDMAs. This streamlined the work of GCC and brought cohesiveness across the national, provincial and district policies and actions related to gender and child issues in disasters; hence, providing them a line of action to operate in a collaborative manner with key relevant stakeholders across the board.

1.1.1 Scope and Purpose of "National Policy Guidelines on Vulnerable Groups in Disasters"

National Disaster Management Act 2010, in its section¹ mandating NDMA to lay down *Guidelines for Minimum Standards*

¹ National Disaster Management Act 2010, Section 11

for Relief for persons affected by disaster, specifically directs NDMA to make provisions for the vulnerable groups in the guidelines.² It further emphasizes on ensuring equal access to relief opportunities for the victims, without any discrimination.³ Besides, the National Disaster Risk Management Framework of Pakistan⁴ also desires *to integrate the needs of vulnerable groups in planning and implementation; capacity building and mainstreaming the considerations of vulnerable communities at all levels*, in order to validate all relevant policies, plans, actions including respective trainings.

NDMA, therefore, recognizes the fact that the response to any kind of disaster is strictly on humanitarian basis, without discrimination. Paying special attention to the needs and concerns of the vulnerable groups is also imperative. The *National Policy Guidelines on Vulnerable Groups in Disasters* is, therefore, an effort by GCC towards developing a more focused mechanism to prioritize, integrate, and address the needs and concerns of vulnerable groups.

In short, the main purpose for laying down these Guidelines is:

- To meet the needs of vulnerable segments of the population in a more targeted manner.
- To ensure that all interventions are designed with needs of specific groups in mind.
- To safeguard equitable access, benefits and opportunities in all relief/response designs.
- To ascertain and encourage balanced and active participation of vulnerable groups in decision making processes that affect them.

The Guidelines will also be recommended for integration into the overall National Social Protection Framework of the Planning Commission, which has a more extended timeline. Planning Commission (together with BISP) is in the process of formulating

² Ibid. Section 11 (b)

³ Ibid. Section 37; Prohibition against Discrimination

⁴ Disaster Risk Management Framework of Pakistan (NDRMF) - 2007

provincial/regional social protection policies and National Framework for Social Protection. Discussions have already been held with the Planning Commission in this regard and they have been involved in NDMA's consultations.

1.1.2 Process of Developing the National Policy Guidelines

The Guidelines have been developed through an extensive consultative process undertaken across Pakistan, stretching over more than a year. A preliminary consultation to kick off the process, was held in Islamabad in NDMA on January 10, 2013. In this meeting, key actors from government, NGOs and donor community were invited to share their views on the process and content of the policies. These suggestions were kept in mind while designing the series of consultative workshops at regional and provincial levels to incorporate the views of government and other stakeholders. The workshops were held in Peshawar, Lahore, Karachi, Quetta, Muzaffarabad and Gilgit, so that the specific disaster context of the various provinces and regions could be captured. ⁵ Punjab, Sind and KP for instance are more prone to floods and flash floods, while Baluchistan and Sind experience frequent droughts.

On the other hand, AJK and Gilgit-Baltistan are also likely to experience land sliding and avalanches. Major earthquakes have occurred in AJK, and Baluchistan, but can happen anywhere in the country. Furthermore, the specific cultural context of different parts of Pakistan varies and determines the kinds of interventions that are appropriate and acceptable in that context. With these considerations in mind, the consultations were designed to obtain provincial perspectives and create ownership of the provinces in formulation of the Guidelines

The draft document on policy guidelines was sent to all the key stakeholders who participated in the consultations, including the R/PDMAs for their comments and feedback. These comments

⁵ ANNEX I: Schedule of the Consultations

were incorporated in the document to the extent possible before presenting a revised version at the National Consultation held in Islamabad. Altogether, over 280 stakeholders from relevant representatives of the public sector as well as from civil society and key experts participated in the process of consultations. The revised Guidelines were presented to the senior management of NDMA and their input was incorporated. The document was finally approved by Chairman NDMA. This process not only helped GCC to develop informed Policy Guidelines, but also to create wider ownership of the final document.

1.2 DEFINITION OF VULNERABLE GROUPS IN DISASTERS

Vulnerability is defined as: “The conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards”.⁶

There are various aspects of vulnerabilities, arising from physical, environmental, economic and social factors. The most complex, the least understood and the most difficult are the social vulnerabilities, as these remain mostly invisible but deeply rooted in the social systems, community structures and power relations. Poor people everywhere have limited capacity and access to resources to absorb the risks of disasters. Secondly, gender relations in every society in the region, irrespective of its status of development, mostly discriminate against women. Disasters accentuate these discriminations and make women suffer disproportionately. Children, older persons and persons with disabilities are other vulnerable segments with specific needs and concerns with regard to their welfare, protection and development. Existing social and institutional support systems get seriously disturbed during disasters and in the aftermath making them more vulnerable.

⁶ UN/ ISDR. Geneva 2004.

The Humanitarian Charter and Minimum Standards in Disaster Response categorizes these four segments as the most vulnerable groups, and seeks to integrate their needs and concerns as cross-cutting in all DRR work and strategies.⁷ These are defined as:

Women are known to be affected adversely by disasters. Their vulnerability and risk is not only on account of their biological make up and specific needs, but is also on account of their disadvantaged position within the society and their limited access to information and resources that result in restricted capacities and coping strategies. They are often poorer than men and are less aware and mobile for cultural reasons.⁸ Their role as care givers and protectors during disasters increases as an added burden on their personal coping capacities. Besides, they are prone to physical violence, sexual assaults, trafficking, and exploitation. Women are also largely marginalized in the development of DRR policy and decision-making processes and their voices go unheard.⁹

Children form a large part of the effected population and, therefore, special measures are sought to protect them from harm and ensure their access to basic services. According to article- 1 of the UN Convention on Rights of the Child 1989), '*A child is anyone below the age of 18 years unless, under the (national) law applicable to the child, majority is attained earlier.*' This refers to both girls and boys. Children tend to suffer on account of malnutrition, exploitation, abduction and sexual violence in disasters amongst other factors. Their situation becomes further vulnerable due to their inability to share their experiences and to participate in the decision-making affecting their lives. Specific needs and concerns of children are, therefore, sought to be reflected upfront in emergency

⁷ Humanitarian Charter and Minimum Standards in Disaster Response. www.oxfam.org.uk/publications

⁸ Women in Disasters. <http://www.trust.org/spotlight/Women-the-poorer-half-of-the-world/?source=search>

⁹ Ibid

assessments and all phases of DRR including the provision of humanitarian service delivery.

Although the definition of "**older persons**" differs from one context to another, based on the varied socio-cultural factors, the United Nations defines it as women and men who are at the age of sixty years and above. Older persons are categorized as amongst the most vulnerable group in disasters due to their mental and physical strength that is weakened by the age that makes their coping abilities equally fragile. Their vulnerability is further exacerbated as they are generally isolated within their family and community support structures due to their immobility and disruption in earning their livelihood.

Persons with disabilities are defined as those who have physical, sensory or emotional impairments or learning difficulties that impede their access and use of standard disaster support services. They become further vulnerable at the time of disasters due to restricted physical and infrastructural coping abilities; absence of or limited enabling social support network (generally provided by the family), and in the absence of standard facilities addressing their needs.

Lessons learnt from 2010 floods showed how the emergency situation created by the natural disaster resulted in some specific challenges and exacerbated existing protection problems, including: safety and security of affected population (fear of criminality; dangerous living conditions); difficult access to assistance by persons with specific needs (e.g. Women HoH, separated/ unaccompanied children, older persons); difficult access to assistance by persons with disabilities; difficulty in access to assistance for undocumented persons (CNIC and marriage certificates), due to lack or loss of documentation; family separation; lack of dedicated facilities for women and girls (e.g. space/privacy in common facilities, health facilities for pregnant women, and gender-sensitive arrangements in assistance delivery).

After the famous earthquake of 2005 in Pakistan, and the lessons learnt from the immediate humanitarian response, the Earthquake Reconstruction and Rehabilitation Authority (ERRA)¹⁰ devised a Social Protection Strategy (SPS) that sought to address the specific needs of the vulnerable groups and to ensure their primary to medium term rehabilitation. The Policy incorporates concrete actions, recommendations, and policy guidelines for the rehabilitation of vulnerable groups, identified as *widows and women-headed households; children without parental care; people with disabilities; the elderly; and the landless due to earthquake.*"

Subsequently, the NDMA's DRR Policy defines the vulnerable Groups as "*women, children, persons with disabilities, older people, marginalized and remote communities as well as different religious groups.*"

The vulnerable groups were identified as such for the first time. It was breaking away from the erstwhile 'response-focused' approach to reviewing the bigger picture of the situation and undertaking a rather proactive approach in identifying the composition of vulnerable groups. This transformation occurred in response to Pakistan's becoming signatory to the Hyogo Framework for Action (HFA)¹¹ which outlines steps to reduce disaster impacts and improve countries' abilities to respond and recover from disasters. The vulnerabilities are now viewed as contextually driven, i.e. situations within which vulnerable groups live, the social, economic, religious, and political institutions that circumscribe their lives, discourage or actively prevent them from realizing their capacity and continue to disadvantage, discriminate against, exclude and disempower them.

¹⁰ Established on 24 October 2005, as a direct response to the deadly earthquake, ERRA is a constitutional body that serves as the apex institution for formulating the national earthquake public policy for the government and manage the financial funds for the efforts and operations involved in the reconstruction programmes of the earthquake affected areas.

¹¹ Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (HFA), is a 10-year global pact agreed in 2005 by nearly 170 governments

1.2.2 National and International Commitments and Legal Frameworks on Vulnerable Groups and Social Protection in Disasters

Disaster Risk Reduction (DRR) is a fundamental element of sustainable development and an important requirement to achieve the Millennium Development Goals (MDGs).¹² The instruments and legal frameworks mentioned below provide a comprehensive basis for NDMA's Policy Guidelines to promote gender equality and equal rights for children, older persons and persons with disabilities in DRR. Pakistan stands committed to honor all its national and international legal frameworks that are closely linked with human rights, equality, the environment, and socio-economic development issues.

At the national level the Constitution of Pakistan ensures fundamental rights of all its citizens regardless of discrimination on any basis. Similarly the NDM Act, *Social Protection Strategy* of ERRA and the *Gender Policy for Earthquake Affected Areas* are some of the key instruments that address social protection of vulnerable groups in disasters.

At the international level, the Universal Declaration of Human Rights, Child's Rights Convention (CRC), Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), and UN Convention on the Rights of Persons with Disability (CRPD), are some of the key instruments ratified by Pakistan, that provide overarching principles for the social protection of vulnerable groups.¹³

In addition, the Hyogo Framework for Action (HFA) provides a focused framework on vulnerable groups in disasters. It contains the most explicit reference to gender as compared to any other international policy framework for DRR. HFA states that "*A gender perspective should be integrated into all disaster risk*

¹² Rio+20 document (2012). Also see: The Future We Want. Resolution No. 66/288, adopted by the General Assembly on 27 July 2012

¹³ ANNEX II: List of International Frameworks and Commitments Related to Vulnerable Groups

management policies, plans and decision making processes, including those related to risk assessment, early warning, information management, education and training.” Being state party to HFA, the NDM System in Pakistan developed its plans and programs in conformity with it.¹⁴

Similarly, the IASC Operational Guidelines on Human Rights and Natural Disasters (IASC, 2006), were designed to assist national and international actors in implementing a human rights-based approach to humanitarian action in disaster settings. The Humanitarian Charter and Minimum Standards in Disaster Response (Sphere Project, 2004), is another important reference document for protecting the rights of persons affected by natural disasters.

1.2.3 Vulnerable Groups in NDMA's Key Policy Documents

NDMA Act, NDMP, and other key policy documents specifically refer to paying special attention to the needs and concerns of vulnerable groups and integrating them in all DRR and DRM policies, plans, and strategies.

Following are some of the extracts from NDMA's main policy documents:

National Disaster Management Act, 2010

The NDM Act of 2011 makes specific references in its provisions to the "vulnerable groups" as follows:

- Section 11:- Guidelines for Minimum Standards of Relief: Sub- section (b) “Special provisions to be made for the vulnerable groups.”
- Section 37:- Prohibition against Discrimination: “While providing compensation and relief to the victims of disaster, there shall be no discrimination on the grounds of sex, caste, community, descent or religion.”

¹⁴ ANNEX - III: Table of Relationship between NDMP and Hyogo Framework for Action

National Disaster Management Plan (2012-2022)

Considered as a milestone in the history of Disaster Management System in Pakistan, the National Disaster Management Plan was formulated in 2012, to translate DRM Policy imperatives into an implementation framework. By identifying specific roles and responsibilities of the relevant stakeholders in emergency response and establishing SOPs, the Plan aims at supporting the entire spectrum of DRM through policy intervention, implementation of critical actions and institutional capacity building for mitigation, prevention and preparedness, besides response and recovery. Prior to this Plan, a National Disaster Risk Management Framework (NDRMF) was developed in 2007 which provided the basis for the development of NDMP. Amongst other priority areas, this Framework also drew attention to the needs of vulnerable social groups including children, women, older persons and persons with disabilities, minorities,¹⁵ to establish and strengthen policies.

"To achieve sustainable social, economic and environmental development in Pakistan through reducing risks and vulnerabilities, particularly those of the poor and marginalized groups in the country, and to enhance country's ability to manage all disasters using a comprehensive national approach"

NDMP Vision

National Disaster Risk Reduction Policy, 2013

National Disaster Risk Reduction Policy, formulated in 2013, is a highly significant document as it focuses on the prevention, mitigation and preparedness aspects of disaster risk reduction.

¹⁵ National Disaster Risk Management Framework; Guiding Principles. Pg. 27

The Policy recognizes that higher vulnerability results in greater disaster losses. This requires adequate and effective DRR interventions for vulnerable groups. It further reiterates that needs and damages as well as vulnerability and risk assessments, and DRR programs (such as Community based disaster risk management CBDRM, recovery and reconstruction or sector-specific mitigation initiatives) need to demonstrate gender-sensitivity.

“The specific DRR needs of women and children, in particular the poor, are often overlooked perpetuating patterns that lie at the heart of their current vulnerability and lead to greater disaster losses in Pakistan. While mechanisms need to be culturally appropriate, DRR requires the involvement of women as stakeholders to build resilient communities.

Other groups requiring specific attention from risk assessment, over implementation of DRR measures to monitoring and evaluation include persons with disability, older people, marginalized and remote communities as well as different religious groups.”

National DRR Policy 2013

For this purpose, the Policy lays down that DRR plans and initiatives are to be carefully drawn from on-ground assessments and analysis on the varied nature and patterns of vulnerability/risk, 'including the identification of particularly vulnerable groups.' It encourages engaging the communities in assessments and other initiatives so as *to provide entry points to build awareness, commitment and resilience in the face of disasters.*¹⁶

Disaster Risk Management Needs Report – 2012

The Report observes that both men and women benefit from gender balanced approaches to Disaster Risk Reduction and Management. It therefore suggests that in order “To reduce the vulnerability of women and children in times of disaster, greater efforts must be made to understand the nature of barriers they confront and investment allocated to address these.”

¹⁶ National Disaster Risk Reduction Policy 2013. P.7

National Gender and Child Cell (GCC) Framework - 2013

In line with the Vision of NDMP, GCC developed the "National GCC Framework 2013 – 2016," through a consultative process, which was approved and endorsed by Chairman NDMA and by the heads of R/PDMAs.¹⁷ The Framework aims at adopting a two pronged strategy focusing around achieving two key Outcomes:

- Outcome 1: Needs and concerns of vulnerable groups are integrated in all policies for natural and man-made disasters.
- Outcome 2: Institutions are strengthened and coordination mechanisms are developed for addressing the needs and concerns of the vulnerable groups at all levels.

The first outcome will be achieved through the following outputs:

1. Policy formulated and needs and concerns of vulnerable groups integrated in existing and new policies.
2. Mechanisms developed at programme and operational levels for inclusion of needs and concerns of vulnerable groups.
3. Participation of vulnerable groups ensured to build disaster resilient communities.

The second outcome will be achieved through the following outputs:

1. Awareness enhanced and knowledge sharing improved on needs and concerns of vulnerable groups.
2. Institutions strengthened to effectively address the needs and concerns of vulnerable people with attention to women as agents of change.
3. Linkages developed and coordination mechanisms improved for addressing the needs and concerns of vulnerable groups at international, national, provincial/ regional, and district level.

¹⁷ ANNEX – IV. National GCC Framework

1.2.4 Objectives for Formulating National Policy Guidelines

Understanding the differential needs and concerns of vulnerable groups is critical to effective disaster risk management practices.¹⁸ The circumstances that increase their susceptibility to the damaging effects of a hazard are *'determined by physical, social, economic, and environmental factors or processes.'*¹⁹

Natural disasters exacerbate the already existing inequalities and discriminations within the social construct of a particular area. Disasters do not impact all persons equally. For instance, women and girls, who account for over half of the 200 million people affected annually by natural disasters, are known to be typically at greater risk from natural hazards as compared to men, especially in low-income countries and among the poor.²⁰ The number of women who die from natural threats is, hence, greater than that of men that indicates women's unequal socio-economic status. Similarly, older persons and persons with disabilities, unaccompanied children, widows, especially from impoverished areas, are highly vulnerable. Thus, age, physical and mental strengths, capacities and coping strategies within these groups vary and have implications on the extent of their resilience and respective vulnerabilities.²¹

In order to mainstream gender perspective and incorporation of the needs and concerns of vulnerable groups into DRR, the following set of complementary approaches have been suggested by the DRR managers and policy makers:²²

¹⁸ Disaster Risk Management: A Gender-Sensitive Approach Is A Smart Approach. The Year of Recurring Disasters: A Review of Natural Disasters in 2012. Chapter 4

¹⁹ UNISDR. Terminology on Disaster Risk Reduction. 2009

²⁰ Ibid. ALSO SEE: Margareta Wahlström. Women, Girls, and Disasters. 10 Oct.2012. <http://www.unisdr.org/archive/29064>. On risk and poverty, see: Alice Fothergill. Gender, Risk, and Disasters. International Journal of Emergencies and Disasters. vol. 14, no.1, 1996, pp. 33-56.

²¹ The Social Dimensions of Climate Change: Equity and Vulnerability in a Warming World. World Bank. 2010

²² Making Disaster Risk Reduction Gender-Sensitive. Policy and Practical Guidelines. UNDP, IUCN, ISDR. 2009. P. 27 -28

- A rights-based approach should be overarching as it paves the way to upholding the complete range of human rights of men and women in socio-economic development processes.
- The gender and development approach is required in order to re-examine, from a gender perspective, the socioeconomic and political institutions and policies that affect development for women, men and other vulnerable groups.
- A participatory approach is needed for ensuring equal and gender-sensitive participation of women and men in risk analysis, leading to better policy-making and programme design.
- The DRR approach is needed to bring multiple stakeholders together to address gender mainstreaming through political, technical, social, developmental and humanitarian processes

Although the international frameworks such as the Hyogo Framework, the Millennium Development Goals and others, have paved the way for making gender and human rights responsive policies, legislations, resource allocations and programs for DRR, and have been instrumental in shifting its focus to sustainable development, there still remains much to be done in this regard.

In view of the above, greater efforts, commitments and political will is required at all levels. This includes sensitization of policy makers, practitioners, and managers which is critical for the implementation of gender responsive policies and programs in their true spirit. Women need to be made an essential part of the policy and decision making processes as well as part of all the implementation phases. Similarly, the challenges for other vulnerable groups in disasters have to be appropriately assessed and reflected into the national policies and frameworks and linked to the overall development agenda particularly to social protection and poverty reduction programmes.

02 ISSUES AND CHALLENGES OF VULNERABLE GROUPS

(As highlighted during regional and provincial GCC consultations)

Despite the continuous efforts and the legal frameworks in place, one of the main issues that remained highlighted during the consultations was the mindsets and attitudes of policy makers and implementers. On the other hand, low literacy rate, particularly amongst women, is another impediment in mitigating disaster risk and assuming appropriate coping strategies. Data collection and unavailability of credible data source is yet another critical area that was reflected and needs immediate attention. No baseline assessment could qualify without quantitative as well as qualitative data nor could any pragmatic strategic planning be undertaken.

The following enlists some of the core issues and challenges identified by the stakeholders during the consultative process. Accordingly the guidelines were developed to address the issues faced in all phases of disaster management.

2.1 DISASTER PREPAREDNESS AND DISASTER RISK REDUCTION

Disaster preparedness is a crucial phase, which can reduce the impact and magnitude of future disasters. It entails *'activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations.'*²³ It is, therefore, the prime responsibility of the policy makers and planners to be mindful of the issues, challenges and needs of the vulnerable groups while developing strategies and plans for disaster risk reduction. The issues of vulnerable groups are covered under the following three major areas related to disaster preparedness and risk reduction:

2.1.1 Policy Planning & Data Collection

Policy Planning has to be evidence based and informed by authentic qualitative as well as quantitative data. Sensitivity to the

²³ National Disaster Management Plan

needs and concerns of the communities and challenges faced by vulnerable groups have to be taken into account in planning and decision making, and inclusion of the key stakeholders also remains critical.

One of the major challenges in disaster preparedness arises out of the lack of adequate empirical evidence of the long term impact of disasters on the lives and livelihoods of people, and on national development prospects.²⁴ Within this, inadequate gender and age disaggregated data continues to persist that leaves the policy making and DRR strategies with gaps and inadequacies. The issues with data collection are on two accounts; a) vulnerable groups, especially women and girls, often do not report their problems due to socio cultural factors. This perpetuates the 'acceptability' element that makes it difficult to measure the extent and variations in the patterns of issues and challenges they are beset with; and b) despite widespread agreement on the importance of 'Sex and Age Disaggregated Data' (SADD), humanitarian organizations are still not collecting this data.²⁵

2.1.2 Institutional Strengthening and Capacity Development

In DRM and DRR, it is imperative to have strong institutional mechanisms in place that could facilitate the implementation of DRM and DRR plans and operations. In addition, the capacity building of those conducting the relief operations and implementing the plans on ground is equally crucial. The sustainability of capacity building measures goes hand in glove with establishing mechanisms and building organizations' functional and technical capacities.

Institutional strengthening and capacity building, therefore is aimed at strengthening capacities of NDMA, PDMAs, SDMA,

²⁴ Gender perspective: working together for disaster risk reduction, Good practices and lessons learned. UNISDR. 2007.

http://www.unisdr.org/files/547_gendergoodpractices.pdf

²⁵ *Sex and Age Matter: Improving Humanitarian Response in Emergencies*. Mazurana, et al. 2011.

FDMA, GBDMA and the DDMA's in the country to perform various functions as mandated under the NDM Act, 2010 and the National Disaster Management Plan (NDMP).

2.1.3 Awareness Raising and Community Involvement

Awareness raising aims at capacitating and involving communities. Disasters can be substantially reduced if people are well informed and motivated towards a culture of disaster prevention and resilience, which in turn requires the collection, compilation and dissemination of relevant knowledge and information on hazards, vulnerabilities and capacities.

As first/immediate responders, it is crucial for communities to undertake cohesive DRR and emergency response. There has to be a common knowledge about disaster risks, the factors that lead to disasters, and the actions that can be taken, individually and collectively, to reduce exposure and vulnerability to hazards. It aims at dealing with situations keeping in mind the risks, the special needs of vulnerable groups, and the local socio-cultural nuances.

2.2 RESPONSE, RECOVERY AND REHABILITATION

Prevention, preparation, response and rehabilitation/reconstruction are all interconnected within the crisis management cycle. The actions within this crisis management cycle have to be well informed and initiated after undertaking a proper risk assessment.

These processes are primarily concerned with restoring the living conditions of the affected communities. They aim at overcoming the effects of disasters and conflict by responding to the needs of the afflicted communities, and offering them long-term improved shelter, infrastructures, income generating and skill building opportunities, and educational facilities.

While taking into account the economic, environmental, and social factors, the process aims at restoring the self-sufficiency of the affected communities in the aftermath of disasters. The

reconstruction process comprises aspects of physical restoration as well as elements of socio- economic rehabilitation, for instance, repair and provision of shelters, and restoration of public facilities including schools, hospitals, electricity and water supply, and rebuilding/repairing roads and bridges etc. The response, recovery and rehabilitation projects are thus meant to enable these communities to rebuild their lives in a holistic and integrated manner. While addressing the issues of vulnerable groups during and after disasters, the following major sectors need to take into account the needs of vulnerable groups:

2.2.1 Safety and Security

Provision of safety and security to the afflicted communities during crises and disasters is the prime responsibility of the DRM system. In the given special circumstances, the vulnerabilities increase, especially of the most vulnerable groups, if not managed appropriately. Lives are saved when people can safely and effectively evacuate to safer places, using disaster management knowledge and good judgment. Communities can take actions for improving safety and enhancing resilience by producing hazard maps, checking regular evacuation routes, reassessing the safety of evacuation centers, and preparing responsive evacuation procedures that are tailored to their local environment. Adhering to the needs and concerns of the vulnerable groups as cross-cutting in all these initiatives and measures is imperative.

2.2.2 WASH and Health

WASH refers to Water, Sanitation, and Hygiene. It entails provision of water not only for drinking, washing, and domestic activities, but also for the safe removal of waste (toilet and waste disposal) and for health promotion activities.²⁶ In case of absence of WASH, the health and lives of people are severely threatened. The situation becomes even more aggravated and pronounced during disasters. WASH and health being basic necessities, the DRM system has to oversee the provision of water and hygiene

²⁶ DRM for Health. Water, Sanitation, and Health. Fact Sheet. Global Platform. 2011.

requirements and ensure that illnesses are minimized and epidemics do not erupt.

2.2.3 Shelter, Food, and NFIs

In times of disasters when the populations are forced to evacuate their homes or when their houses are destroyed, a safe shelter, however temporary, provides protection and dignity, and helps sustain the family and communities. It helps meet one of the most basic survival needs of women and men, girls and boys, older persons and persons with disabilities.

Often in case of evacuation, people leave their homes in emergency with few clothes and an inadequate number of items for survival. In such case, food and NFIs like blankets, sleeping mats, shoes, clothes, and kitchen and hygiene items etc, become their immediate needs for survival. It is during these crucial times that rescue and response workers should be conscious of the specific needs of women, children, infants, older persons and persons with disabilities. It is therefore important that the emergency relief, response and DRM systems plan strategies to secure these items in advance.

2.3 MAJOR ISSUES AND CHALLENGES OF VULNERABLE GROUPS IN DISASTERS

The following issues and challenges of women, children, older persons and persons with disabilities were highlighted during the consultations, and formed the basis of the recommendations:

2.3.1 Issues in Disaster Preparedness and Disaster Risk Reduction

The provincial consultations brought out the fact that there was lack of awareness and understanding of issues and challenges faced by the affected population, as well as of the special needs of vulnerable groups and their coping strategies. NDMA and R/PDMAs need to work in partnership with the communities for a coherent and inclusive approach, which remains a critical gap

and underlying factor in taking adequate DRM and DRR measures.

Gender/ Women

1. Women are missing from policy and decision-making processes and their voices generally go unheard in all stages of disasters
2. Limited access to information and knowledge inevitably increases women's vulnerabilities to disaster and risk, and that of their families
3. Non-availability of sex disaggregated data discredits the analysis of their required needs and concerns
4. Unavailability of consolidated sector wise data base of professional women like teachers, LHVs, relevant government employees etc
5. Lack of mobility is a hindrance in all sectors
6. Absence of SOPs on effectively dealing with special needs and challenges of women in disasters
7. Absence of gender indicators to monitor and measure the progress
8. Women have been overlooked as frontline workers in emergency services
9. GCCs within the PDMA's are in a weak position
10. Disconnect between the GCCs within PDMA's and the key line departments
11. Inadequate gender sensitivity amongst the relevant DMA's and key line departments
12. Lack of gender aware camp management and food NFI distribution methods

Children

1. Absence of Child Protection SOPs for dealing with missing and separated and unaccompanied children in disasters
2. DRR and DRM plans do not specify inclusion of child protection issues and actions to be undertaken by the relevant line departments and stakeholders

3. Inadequate number of children friendly spaces and child protection centers
4. Lack of awareness about accessing interim safe care arrangements
5. Educational and skill-building facilities/opportunities missing from the camps
6. Non availability of accurate/ authentic data
7. Little understanding about special and varied needs of children in disasters and conflict related emergencies
8. Absence of Child Protection (CP) mechanisms in emergency coordination

Older Persons and Persons with Disabilities

1. Non-availability of age and disability disaggregated data
2. They are not part of decision making within DRM and planning processes
3. Lack of awareness about their rights
4. Lack of awareness about access to protection centers, evacuation and rescue plans
5. Lack of awareness by policy makers and implementers about their special needs and concerns
6. Absence of SOPs and Guidelines catering for the special needs of older persons and persons with disabilities
7. Early warning systems overlook mechanisms to reach out to older persons and persons with disabilities
8. Family or community care givers lack training to deal with older persons and persons with disabilities during disasters and conflict emergencies
9. Rescue teams lack adequate capacity and understanding of handling older persons and persons with disabilities during disasters and emergency response.

2.3.2 Issues in Response, Recovery, and Rehabilitation

Issues highlighted during the GCC consultations in the recovery phase were generally around Safety and Security, WASH and Health, Shelter, Food and NFIs. The following problems were identified and discussed in this context for taking effective response, recovery and rehabilitation measures:

Gender/ Women

1. Inadequate services available for women in WASH and health
2. Inadequate number of female doctors
3. Access to health facilities for women is restricted
4. Insufficient separate and secure toilets and washrooms for women/girls
5. Absence of space for physical exercise and sports/social and learning activities for girls in camps
6. Lack of understanding and insensitivity of camp management about the security concerns and needs of women
7. Inflexible mindsets prevail and women are taken for granted
8. Evacuation and relocation processes provide inadequate protection to women
9. Women's lack of awareness about evacuation and rescue plans
10. Absence of GBV referral systems and mechanisms during all phases of disaster
11. Absence of Code of Conduct for women's safety and protection in disaster response
12. Absence of women in decision making and planning strategies for rehabilitation and reconstruction processes
13. Absence of women in the designing and approval process of shelters and in the allocation of shelters, food and NFIs to the affected communities
14. Inadequate or no separate desks for the distribution of food and NFIs for women and men

15. Women headed households often not recognized or registered for the provision of food, NFIs, and shelters

Children

1. Absence of referral systems and mechanisms ensuring effective child protection responses
2. Absence of Code of Conduct for child protection in disaster response
3. Inadequate number of pediatricians and psychological counselors
4. Absence of learning and awareness raising opportunities in camps regarding maintenance of personal and public hygiene
5. Absence of space for physical exercise and sports/social and learning activities for girls and boys in camps
6. Absence of separate shelters, food items and NFIs catering to the varied and special needs of the children
7. Children headed households remain unguided and unaware of how to access relief.

Older Persons and Persons with Disabilities

1. Absence of procedures for the prevention of abuse and exploitation of older persons and persons with disabilities
2. Lack of knowledge of rescue workers and camp managers about handling of people with disabilities and older persons
3. Absence of referral systems and mechanisms for the protection of older persons and persons with disabilities during all phases of disaster
4. Absence of specially designed and accessible water distribution points
5. Absence of specially designed toilets and washrooms to meet the special requirements
6. Inaccessibility of special WASH and health relief units to cater to the needs of older persons and persons with disabilities

7. Lack of accessible distribution points for food and NFIs
8. Issues of mobility restrict their access to relief facilities
9. Lack of availability of special food and NFIs catering to their special needs
10. Absence of ramps and special equipment
11. Absence of specific projects and programs for persons with disability, including livelihoods for DRR and DRM

03 GUIDELINES ON VULNERABLE GROUPS IN DISASTERS

Understanding the contexts of risks and the underlying causes of vulnerability of different communities and groups is critical for designing improved and effective risk reduction strategies. There is evidence that most people killed in disasters belong to low-income or lower-middle income strata, and from the poorest strata.²⁷ Adversities become more pronounced if they occur in areas that are less affluent and have deprived segments of the society.²⁸ The study of disasters around the world, clearly indicate that women have been the most adversely affected. For instance, in the 1991 cyclone disaster in Bangladesh, 90% of victims were women and girls, a fact that can hardly be explained by biological and physiological differences alone.²⁹ Similarly, children, older persons and persons with disabilities require specialized care, which increases their vulnerability. The concept of social vulnerability to disasters highlights these differences in disaster risk assessment and management.

Humanitarian response can, therefore, be effective only if the managers and practitioners have a sound understanding of the differing impacts of disaster upon vulnerable groups and are sensitive and responsive to their differing special needs, capacities, vulnerabilities, and coping strategies. The inclusion of women in all policy and decision making as well as in all phases of humanitarian action, therefore, also becomes essential so as to ensure integration of gender perspective needs into those strategies.³⁰

²⁷ International Strategy for Disaster Reduction (ISDR), *Linking Disaster Risk Reduction and Poverty Reduction. Good Practices and Lessons Learned. A Publication of the Global Network of NGOs for Disaster Risk Reduction* (Geneva: UN/ISDR, 2008), p. iii: <http://www.webcitation.org/5uKdmlr96>.

²⁸ William A. Anderson. Women and Children Facing Disaster. World Bank. *Managing Disaster Risk in Emerging Economies*. 2000. Chapter 9.

²⁹ Oxfam GB, *Gender, Disaster Risk Reduction, and Climate Change Adaptation: A Learning Companion* (Oxford: Oxfam GB, 2010), p.4: <http://www.webcitation.org/5uKe02p1j>.

³⁰ UNISDR. *Issues of Vulnerability with Specific Reference to Gender in Asia Pacific: Post 2015 Framework for Disaster Risk Reduction Consultations*. P. 4

In the context of Pakistan there is a need to analyze the variations, determine the contextual patterns within situations in the given diverse geographical, socio economic and cultural setup, and to visibly reflect the outcome into all policy and legislative measures as cross-cutting. It is with this intent that the "*National Policy Guidelines on Vulnerable Groups in Disasters*" have been formulated.

The main objective of the Guidelines is to provide direction and guidance to disaster management authorities and other related stakeholders on inclusion of the needs of vulnerable groups at all levels. The overall principle to keep in mind in this regard, is that disasters do not happen in a vacuum and that these vulnerable groups are not living in isolation, rather combined they constitute more than half of the population.

The National Policy Guidelines have been presented in two categories – Overarching Policy Guidelines and Specific Policy Guidelines. The Overarching Guidelines provide an overall direction for inclusion of needs and concerns of all vulnerable groups in all phases of disasters. The Specific Guidelines refer to only one group of vulnerable persons. They are sector-wise recommendations, which require specific targeted interventions to ensure integration of the needs of women, children, older persons and persons with disabilities. All the DMAs and relevant line departments have to ensure the implementation of both the standard and the specific guidelines for more comprehensive and inclusive disaster risk reduction and disaster risk management.

3.1 OVERARCHING NATIONAL POLICY GUIDELINES ON VULNERABLE GROUPS IN DISASTERS

1. Promote participation of women, men, older persons and persons with disabilities in all phases of disasters, from disaster planning and preparedness to disaster response and recovery.
2. Ensure collection and availability of disaggregated data on children, women, older persons and persons with disabilities (specifying type of disability).
3. System of relief distribution should ensure accessibility to all vulnerable groups – women (especially widows) children (especially Child Headed HHs), older persons and persons with disabilities.
4. Provide access to specialized medical care and equipment to cater to reproductive, pediatric and disability related needs of affected persons.
5. Create Friendly Spaces at relief sites and camps for women and children and include services for older persons and persons with disabilities.
6. DRR and DRM should be included in education curriculum, highlighting the concerns of vulnerable groups.
7. Strengthen capacities of government ministries, line departments, PDMA, DDMA, and relief and rescue workers in addressing gender, child protection and vulnerable groups' needs in disasters.
8. Designate GCC focal persons in relevant line departments for gender mainstreaming in disasters and provide them with proper training.
9. Utilize community knowledge, skills and local networks (such as Girl Guides, Boy Scouts and LHWs) and strengthen local leadership for DRR and DRM.
10. Community based DRR should include Child Protection in Emergency (CPIE), gender and disability components.
11. Referral systems and complaint mechanisms should be in place to address gender based violence, child protection

issues and abuse of older persons and persons with disabilities (such as help line, complaint box), with trained staff available.

12. Code of Conduct should be available and adhered to by all humanitarian workers specifying ethical standards and local/ cultural norms to conform to in disaster response.
13. Psychosocial support & post trauma stress counseling should be provided for women, children, older persons and persons with disabilities.
14. Intensive and comprehensive gender sensitization and orientation programs should be undertaken for policy makers and implementers to effectively reduce disaster vulnerabilities and risks.
15. Holistic and multi-stakeholder approach should be undertaken to address the needs and concerns of vulnerable groups in DRM.
16. Coordinated joint actions should be ensured in political, technical, social, developmental and humanitarian processes.
17. Formulation of DRR and DRM plans should include specific gender, child protection and other vulnerable groups' issues, concerns and actions in close collaboration with the relevant line departments and stakeholders.
18. Design SOPs for DDMA and all departments dealing with issues of vulnerable groups in disasters for division of roles and responsibilities and better coordination.
19. Gender and Child Cells in R/PDMAs should be strengthened and made sustainable by government.
20. Social protection measures of Government of Pakistan, such as BISP, Watan Cards, and land allocation for the landless rural population should be made accessible to the disaster affectees within vulnerable groups to facilitate their socio- economic recovery.

3.2 SPECIFIC GUIDELINES ON GENDER, CHILDREN, OLDER PERSONS AND PERSONS WITH DISABILITIES

The specific guidelines address the issues faced by women, children, older persons and persons with disabilities in the following two broad areas – i) preparedness and ii) response. Within these, the recommendations are further classified into relevant sectors, as given below.

- I. Disaster Preparedness and Reduction Phase
 - Policy, Planning, Data Collection
 - Institutional Strengthening and Capacity Development
 - Awareness Raising and Community Engagement

- II. Response, Relief, Rehabilitation Phase
 - Safety and Security
 - WASH and Health
 - Shelter, Food, and NFIs

These are detailed in a matrix form in the following pages. Each matrix deals separately with a different category of vulnerable persons as per the above areas of action.

3.2.1 Gender

DISASTER PREPAREDNESS AND REDUCTION		
Policy, planning, & data collection	Institutional strengthening & capacity development	Awareness raising & community involvement
<ul style="list-style-type: none"> – Ensure gender balance in the need assessment teams. – Develop sector wise database of professional women (teachers, LHVs, Government employees etc.) to be trained and called upon in emergencies. – Develop gender sensitive indicators to monitor and measure progress. – Women Headed Households to be recognized and included in registration forms for provision of various facilities. 	<ul style="list-style-type: none"> – Foster women’s leadership in DRR and DRM. – All relevant DMAs and line departments should receive training on gender inclusive DRR and DRM. – Women should be trained as frontline workers in emergency services (and equip them with life-saving skills). – Capacity building of rescue and response workers on Gender-aware Camp Management, food and NFI distribution. – GBV referral systems need to be established and operational during all phases of disasters. 	<ul style="list-style-type: none"> – Develop and use IEC material targeting women. – Utilize existing women’s networks (such as LHVs) – Specific issues of women should be addressed during camp management in case of displacement of communities from their residing areas.

RESPONSE, RECOVERY, AND REHABILITATION		
Safety & Security	Wash & Health	Shelter, Food, & NFIs
<ul style="list-style-type: none"> – Strengthen community based safety mechanisms by involving local community women in EWS, response and rescue. – Relief sites and camps should ensure attention to women's security needs, such as separate washrooms with locks, adequate light, water and sanitation facilities etc. 	<ul style="list-style-type: none"> – Women's fair and equitable access to basic services should be ensured, particularly in health and hygiene. – Female doctors and psychosocial support personnel should be available for women. – Mobile medical units equipped with safe delivery, postnatal facilities and referral should be in place. 	<ul style="list-style-type: none"> – Evacuation and relocation measures must make provision for women's access to transportation and protection in culturally sensitive areas. – Women perspective should be included in designing shelter and rehabilitation projects.

3.2.2 Children

DISASTER PREPAREDNESS AND REDUCTION		
Policy, planning, & data collection	Institutional strengthening & capacity development	Awareness raising & community involvement
<ul style="list-style-type: none"> – DRR and DRM plans are formulated in consultation with girls and boys of different ages. – SOPs for missing, separated and unaccompanied children in disasters are in place and adhered to in all provinces and regions and reviewed periodically. 	<ul style="list-style-type: none"> – Capacities of key ministries, relevant departments and local bodies at all levels in child protection in emergencies are assessed and gaps are addressed accordingly. – Uniformly apply safe building codes and other important safety regulations to public and private schools. – Children (0-18) have age appropriate skills to cope with disasters. 	<ul style="list-style-type: none"> – Advocacy needed on CP mainstreaming in response and preparedness and in sectors such as WASH, Shelter, and Food security/non-food items, Health/nutrition. – Adolescent children are trained and mobilized to support community based disaster management, including through associations such as the girl's guides and boys scouts.

RESPONSE, RECOVERY, AND REHABILITATION		
Safety & Security	Wash & Health	Shelter, Food, & NFIs
<ul style="list-style-type: none"> – Safe interim care arrangements are identified and accessible for boys and girls of all ages. – Child Protection in Emergency coordination mechanisms are in place and functional (such as sub-clusters where activated, or working groups) 	<ul style="list-style-type: none"> – Health staff and other relevant service providers in response teams are trained on identifying and responding to children affected by violence, neglect, abuse and exploitation. – Coordination with relevant sectors (food security, wash, nutrition, education, health, etc) for child appropriate services and assistance. 	<ul style="list-style-type: none"> – Service provisions are tailored for the needs of children with disability during disaster response. – Special measures are in place to ensure that all children-headed households have access to humanitarian services. – PDMA's should identify infrastructures prior to disasters as temporary shelters so that schools are not used as the only shelter areas

3.2.3 Older Persons and Persons with Disabilities

DISASTER PREPAREDNESS AND REDUCTION		
Policy, planning, & data collection	Institutional strengthening & capacity development	Awareness raising & community involvement
<ul style="list-style-type: none"> – SOP's should be developed for evacuation, rescue and relief of persons with disability and age during disasters to ensure their appropriate handling and care/facilitation. – Stockpiling and contingency planning should incorporate special needs of older persons and persons with disability. 	<ul style="list-style-type: none"> – Adequately trained focal persons in line departments should be designated for older persons and persons with disability in disaster response. – Rescue teams should be trained deal with and to prioritize needs of older persons and persons with disability. – Caretakers (relatives) should be trained in order to cater for the special needs of older persons and persons with disabilities to ensure their proper handling and care in disasters. 	<ul style="list-style-type: none"> – Early warning should be designed to reach older persons and persons with disability, specifically persons with visual, hearing/speech and learning impairments. – Work with print & electronic media to encourage inclusion of disability and aging issues in their disaster reporting.

RESPONSE, RECOVERY, AND REHABILITATION		
Safety & Security	Wash & Health	Shelter, Food, & NFIs
<ul style="list-style-type: none"> – Establish systems and procedures for prevention from abuse & exploitation of older people and persons and disability. 	<ul style="list-style-type: none"> – Health, WASH, and shelter facilities should be made accessible for persons with disability and older persons. – Establish mobile health/rehab/ relief units to cater to persons with disability and older persons in emergencies. 	<ul style="list-style-type: none"> – Designated shelters and buildings should be made accessible for persons with disability and older persons. – Specific projects including livelihood programmes dedicated for older persons and persons with disability need to be developed as part of disaster management programmes.

3.3 MAJOR AREAS OF ACTION FOR IMPLEMENTATION OF THE GUIDELINES

In order to implement these guidelines NDMA and R/PDMAs will have to create an enabling environment for integration of the Guidelines at the programme and operational levels. Attention to following action areas is necessary for their effective implementation.

Disaggregated data: Foremost is the development and availability of age and sex disaggregated data. Institutions at all levels will have to introduce measures to generate sex and age disaggregated information for DRR, DRM, development planning, implementation and monitoring. Data Collection processes and mechanisms will have to be streamlined to ensure optimum credibility of the analysis, evaluation, and knowledge sharing aimed towards informed policy and law making. Without authentic data and its technical analysis, policy making and actions cannot be valid and informed. This would also inform the monitoring and accountability mechanisms established within the Disaster Management System.

Enhancing awareness and capacities: Awareness raising of policy makers, key ministries and departments on the integration of needs of vulnerable groups in disaster management cycle is a prerequisite for the implementation of the guidelines, otherwise they would remain stagnant at the policy level. This has to be supported by continuous capacity building and training efforts of the district and provincial disaster management staff on how to operationalize various aspects of the guidelines. These training efforts would include designing and undertaking special and intensive sensitization programs for the orientation of the policy and decision makers in DRR and DRM officials and staff. This would further include conducting intensive trainings for the data collection surveyors and analysts.

Steps for institutionalization: At the same time, there is a need to strengthen the Gender and Child Cells in the national and provincial DMAs. At district level, focal persons should be

designated from the existing staff in relevant line departments. Official notification to all R/PDMAs, DDMAAs and line departments for implementation of the policy guidelines is a prerequisite along with their wide dissemination. Institutional strengthening of the line departments, DDMAAs and R/PDMAs, by development of SOPs, operational plans and checklists for implementation of the Guidelines will facilitate the process.

Strong accountability and monitoring mechanisms: All the above areas of action will need to be closely monitored in the light of data collection and analysis. This would feed into the monitoring mechanisms of the Disaster Management System, providing an opportunity to hold relevant officials/departments accountable for giving due attention to the needs of vulnerable people. Therefore the development of a comprehensive monitoring system is a critical area of work for the effective integration and implementation of the policy guidelines at all levels in the governance system.

Effective communication strategy: NDMA and GCC must develop a strong communication strategy that would help in raising awareness and reaching out to the masses and relevant communities for various purposes, including internalization of coping strategies dealing with varied aspects of vulnerable groups in disasters and crises situations. The NDMA website, therefore, must dedicate a special space for vulnerable groups in which information about their special needs should be detailed including definitions, categories of these groups, along with their special respective needs and data. The language used in this website should be simple for better understanding of the general public.

Greater attention to DRR: Another important area that requires attention is to build resilient communities through Disaster Risk Reduction. Unless we recognize the skills and capacities of vulnerable people and acknowledge their productive and constructive role in strengthening the resilience of their communities, we cannot make them partners in DRR. Women, in particular should be recognized as agents of change and their

skills should be utilized in disaster resilience building. Disaster risk management and risk reduction initiatives must be inclusive of women at all levels, more so at the local level where women are the most reliable stakeholder group. Children, both in rural and urban areas, need to be made aware of disaster preparedness and response for which it has to be included in educational curriculums and linked closely to development and climate change related agendas.

More women in disaster management system: The inclusion of women at all levels in the disaster management system, particularly at the policy and decision making levels is critical to ensure integration of gender perspective. Women are not just vulnerable and victims in disasters, but play a significant role throughout the disaster management cycle, without being adequately recognized and included in decision making. Investments to build women's leadership and contribution to DRR and DRM are therefore needed to strengthen their perspective. Given Pakistan's cultural context, women also have to be inducted at the field level as rescue and relief workers to attend to the needs of other women.

Coordination and resource pooling: The development of strong coordination mechanisms between DMAs at all levels and relevant line departments is an area that requires attention. Improved coordination with humanitarian NGOs working on issues of vulnerable groups is also needed so as to maximize resources. Optimal use of available resources would only be possible once all concerned actors are aware of what is available. A district level mapping of gender, child protection and disability related service providers (health, shelter, security, legal aid and psycho social support) is therefore required. To overcome the issue of dearth of resources and facilities at the district level, the concerned line departments (e.g. Health, Social Welfare Department, Women's Department, and Rescue 1122) will need to share and pool their resources. In districts where there is no Child Protection Unit, these need to be established or reactivated. Furthermore there should be a dedicated budget head and allocation in the Annual Development Plans for

supported by the application of emergency rules and regulations to enable quick transfer of funds and essential staff.

While the development of and consensus on the *National Policy Guidelines* is the first, albeit important step, the key to their implementation lies in synergizing these recommendations within the overall DRR and DRM programmes, plans and activities at all levels. This will provide sustainable grounds to meet the overall objective of the guidelines, that is, mainstreaming the needs and concerns of vulnerable groups in all phases of disasters.

Last, but not least, the division of roles and responsibilities in the implementation of these guidelines would have to be jointly determined and assumed by all units of the National Disaster Management System by strengthening collaborative linkages and partnering with key actors in the system.

ANNEXURES

ANNEX – I: Schedule of National and Provincial Consultations

S#	Location	Dates
1.	Preliminary Consultation Islamabad	10 th January, 2013
2.	Peshawar, KPK/ FATA	10 April, 2013
3.	Lahore, Punjab	25 April, 2013
4.	Gilgit Baltistan	16 May, 2013
5.	Karachi, Sindh	28 May, 2013
6.	Muzaffarabad, AJK	11 June, 2013
7.	Quetta, Baluchistan	02 July, 2013
8.	Islamabad	06 November, 2013

Annex- II: List of International Frameworks and Commitments Related to Vulnerable Groups

1. The Universal Declaration of Human Rights (1948)
2. Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)
3. MDGs mandated governments to address poverty and vulnerability issues
4. The Hyogo Framework for Action (HFA)
5. Child's Right Convention restates the basic human rights of children and identifies when they need special protection (e.g. when separated from their families). The protocols require positive action on specific child protection issues for states that are parties to them.
6. Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction (2009), adopted following the twenty-third special session of the General Assembly, entitled "Women 2000: Gender equality, development and peace for the twenty-first century," calls for gender-sensitive approaches to disaster prevention, mitigation and recovery strategies and natural disaster assistance.
7. Delhi Declaration resulting from the 2nd Asian Ministerial Conference on Disaster Risk Reduction in November 2007 made specific commitment to mainstreaming gender in DRR. The Declaration contained the following recommendation: 'Encourage the national governments to make special efforts to mainstream gender issues in DRR so as to reduce the vulnerability of women and to recognize the important role women can play in disaster risk reduction.'
8. UN Convention on the Rights of Persons with Disability (CRPD) that aims to promote, protect and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disability, and to promote respect for their inherent dignity. The CRPD supports the rights of people with disability under all other human rights treaties, as well as dealing specifically with awareness-

raising regarding persons with disability, non-discrimination and accessibility of services and facilities. There is also special mention of 'situations of risk and humanitarian emergencies' (Article 11).

9. Manual on International Law and Standards Applicable in Natural Disaster Situations (International Development Law Organization, 2008).
10. Operational Guidelines on Human Rights and Natural Disasters (IASC, 2006), were designed to assist national and international actors in implementing a human rights-based approach to humanitarian action in disaster settings.
11. Humanitarian Charter and Minimum Standards in Disaster Response (Sphere Project, 2004), is an important source for protecting the rights of persons affected by natural disasters.
12. IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters.
13. OCHA Guiding Principles on Internal Displacement.
14. Minimum Standards for Child Protection In Humanitarian Action.

Annex- III: Table of Relationship between NDMP and Hyogo Framework for Action

<u>Hyogo Framework for Action (2005-2015)</u>	<u>NDMP (2012-2022) National Intervention in Disaster Management</u>
HFA-1: Ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation	Intervention-1: Establish the institutional and legal system for disaster management
	Intervention-2: Prepare disaster management plans at various levels
HFA-2: Identify, assess and monitor disaster risks and enhance early warning	Intervention-3: Establish a national hazard and vulnerability assessment
	Intervention-4: Establish a multi-hazard early warning system
HFA-3: Use knowledge, innovation and education to build a culture of safety and resilience at all levels	Intervention-5: Promotion of training, education and awareness in relation to disaster Management
	Intervention-6: Strengthen awareness program on disaster risk reduction at local level
HFA- 4: Reduce the underlying risk factors	Intervention-7: Infrastructure development for disaster risk reduction
	Intervention-8: Mainstreaming disaster risk reduction into development
HFA-5: Strengthen disaster preparedness for effective response at all levels.	Intervention-9: Establish a national emergency response system
	Intervention-10: Capacity development for post-disaster recovery



National GCC Framework (2013-2016) NDMA- Gender and Child Cell (GCC)



NDMA "To achieve sustainable social, economic and environmental development in Pakistan through reducing risks and vulnerabilities; particularly those of the poor and marginalized groups in the country, and to enhance country's ability to manage all disasters using a comprehensive national approach"; (NDMP-2012-2022)

GCC "To ensure that the needs and concerns of vulnerable groups: gender, children, older persons and persons with disabilities are addressed in all phases and all types of disasters."

<p>01 OUTCOME</p> <p>Output 1.1 Policy formulated and needs and concerns of vulnerable groups integrated in existing and new policies.</p> <p>Activity 1.1.1 Formulate National Policy Guidelines on Vulnerable Groups in Disasters.</p> <p>Activity 1.1.2 Provincial Consultations for Developing National Policy Guidelines on Vulnerable Groups in disasters.</p> <p>Activity 1.1.3 Integrate the Policy Guidelines on Vulnerable Groups in National Social Protection Framework of Planning Commission.</p>	<p>Output 1.2: Mechanisms developed at programme and operational levels for inclusion of needs and concerns of vulnerable groups.</p> <p>Activity 1.2.1 Organize meetings of Gender Thematic Group.</p> <p>Activity 1.2.2 Create synergies with all wings of NDMA to address the needs and concerns of vulnerable groups as cross-cutting theme</p> <p>Activity 1.2.3 Integrate needs and concerns of vulnerable groups in Monsoon Contingency Plans.</p>	<p>Output 1.3: Participation of vulnerable groups ensured to build disaster resilient communities.</p> <p>Activity 1.3.1 Include representation of vulnerable groups in DRR initiatives.</p> <p>Activity 1.3.2 Participation in community level CBDRM activities.</p>	<p>Output 2.1 Awareness enhanced and knowledge sharing improved on needs and concerns of vulnerable groups.</p> <p>Activity 2.1.1 Awareness raising activities for addressing the needs and concerns of vulnerable people.</p> <p>Activity 2.1.2 Consolidation of knowledge/information on gender mainstreaming in NDMA and PDMA's.</p> <p>Activity 2.1.3 Awareness raising sessions on disaster preparedness with vulnerable groups of the communities.</p>	<p>02 OUTCOME</p> <p>Institutions strengthened and coordination mechanisms developed for addressing needs and concerns of vulnerable groups at all levels.</p>
<p>Output 2.2 Institutions strengthened to effectively address the needs and concerns of vulnerable people with attention to women as agents of change.</p> <p>Activity 2.2.1 Notification of GCCs at KP PDMA, GBDMA and FDMA.</p> <p>Activity 2.2.2 Capacity building workshops in R/PDMAs for mainstreaming gender in disasters.</p> <p>Activity 2.2.3 Develop mechanisms for sustainability of GCCs at NDMA and R/PDMAs.</p>	<p>Output 2.3 Linkages developed and coordination mechanisms improved for addressing the concerns of vulnerable groups at global, national, provincial/regional, and district levels.</p> <p>Activity 2.3.1 Establish coordination mechanisms with GCCs in the R/PDMAs.</p> <p>Activity 2.3.2 Hold quarterly coordination meetings with GCCs in R/PDMAs.</p> <p>Activity 2.3.3 Create linkages with OP-II of UN on SPAs related to gender and vulnerable groups.</p>			

Annex-V: Some Relevant Terminologies

Adaptation: The adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities.

Capacity development: The process by which people, organizations and society systematically stimulate and develop their capacities over time to achieve social and economic goals, including through improvement of knowledge, skills, systems, and institutions.

Contingency planning: A management process that analyses specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations.

Coping Capacity: The ability of people, organizations and systems to use available skills and resources, to face and manage adverse conditions, emergencies or disasters.

Disaster: A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. Disasters are often described as a result of the combination of: the exposure to a hazard; the conditions of vulnerability that are present; and insufficient capacity or measures to reduce or cope with the potential negative consequences. Disaster impacts may include loss of life, injury, disease and other negative effects on human physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation.

Disaster risk: The potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period. The definition of disaster risk reflects the concept of disasters as

the outcome of continuously present conditions of risk. Disaster risk comprises different types of potential losses which are often difficult to quantify. Nevertheless, with knowledge of the prevailing hazards and the patterns of population and socio-economic development, disaster risks can be assessed and mapped, in broad terms at least.

Disaster risk management: The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster. This term is an extension of the more general term “risk management” to address the specific issue of disaster risks. Disaster risk management aims to avoid, lessen or transfer the adverse effects of hazards through activities and measures for prevention, mitigation and preparedness.

Disaster risk reduction: The concept and practice of reducing disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events. A comprehensive approach to reduce disaster risks is set out in the United Nations-endorsed Hyogo Framework for Action, adopted in 2005, whose expected outcome is “The substantial reduction of disaster losses, in lives and the social, economic and environmental assets of communities and countries.” The International Strategy for Disaster Reduction (ISDR) system provides a vehicle for cooperation among Governments, organisations and civil society actors to assist in the implementation of the Framework. Note that while the term “disaster reduction” is sometimes used, the term “disaster risk reduction” provides a better recognition of the ongoing nature of disaster risks and the ongoing potential to reduce these risks.

Early warning system: The set of capacities needed to generate and disseminate timely and meaningful warning information to

enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss. This definition encompasses the range of factors necessary to achieve effective responses to warnings. A people-centered early warning system necessarily comprises four key elements: knowledge of the risks; monitoring, analysis and forecasting of the hazards; communication or dissemination of alerts and warnings; and local capabilities to respond to the warnings received. The expression “end-to-end warning system” is also used to emphasize that warning systems need to span all steps from hazard detection through to community response.

Exposure: People, property, systems, or other elements present in hazard zones that are thereby subject to potential losses.

Gender: The social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and as changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well decision making opportunities. Gender is part of the broader socio-cultural context.
(OSAGI/UNDESA)

Gender mainstreaming: Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not

perpetuated. The ultimate goal is to achieve gender equality.
(Report of the ECOSOC (A/52/3, 18 September 1997)

Mitigation: The lessening or limitation of the adverse impacts of hazards and related disasters. The adverse impacts of hazards often cannot be prevented fully, but their scale or severity can be substantially lessened by various strategies and actions. Mitigation measures encompass engineering techniques and hazard-resistant construction as well as improved environmental policies and public awareness. It should be noted that in climate change policy, “mitigation” is defined differently, being the term used for the reduction of greenhouse gas emissions that are the source of climate change.

Natural hazard: Natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Preparedness: The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.

Prevention: The outright avoidance of adverse impacts of hazards and related disasters.

Public awareness: The extent of common knowledge about disaster risks, the factors that lead to disasters and the actions that can be taken individually and collectively to reduce exposure and vulnerability to hazards. Public awareness is a key factor in effective disaster risk reduction. Its development is pursued, for example, through the development and dissemination of information through media and educational channels, the establishment of information centers, networks, and community or participation actions, and advocacy by senior public officials and community leaders.

Recovery: The restoration, and improvement where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors. The recovery task of rehabilitation and reconstruction begins soon after the emergency phase has ended, and should be based on pre-existing strategies and policies that facilitate clear institutional responsibilities for recovery action and enable public participation. Recovery programmes, coupled with the heightened public awareness and engagement after a disaster, afford a valuable opportunity to develop and implement disaster risk reduction measures and to apply the “build back better” principle.

Resilience: The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

Response: The provision of emergency services and public assistance during or immediately after a disaster, in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected.

Retrofitting: Reinforcement or upgrading of existing structures, to make it more resistant and resilient to the damaging effects of hazards.

Risk: The combination of the probability of an event and its negative consequences.

Risk transfer: The process of formally or informally shifting the financial consequences of particular risks from one party to another whereby a household, community, enterprise or state authority will obtain resources from the other party after a disaster occurs, in exchange for ongoing or compensatory social or financial benefits provided to that other party.

Socio-natural hazard: The phenomenon of increased occurrence of certain geophysical and hydro meteorological hazard events, such as landslides, flooding, land subsidence and drought that arise from the interaction of natural hazards with overexploited or degraded land and environmental resources.

Structural and non-structural measures: *Structural measures:* Any physical construction to reduce or avoid possible impacts of hazards, or application of engineering techniques to achieve hazard-resistance and resilience in structures or systems. *Non-structural measures:* Any measure not involving physical construction that uses knowledge, practice or agreement to reduce risks and impacts, in particular through policies and laws, public awareness raising, training and education.

Sustainable development: Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

Vulnerability: The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

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