

Policy Guidelines Implementation Matrix



IMPLEMENTATION PLAN

National Policy Guidelines on Vulnerable Groups in Disasters



**National Disaster Management Authority
(NDMA)**

This Document is a follow up of the
“National Policy Guidelines for Vulnerable Groups”
developed in 2014 by the Gender and Child Center
(GCC) of the NDMA. It gives strategic directions for
the implementation of the Guidelines to
the key stakeholders

Acknowledgements

First and foremost, we would like to thank the Chairman NDMA Major General Asghar Nawaz and Member DRR Mr. Ahmed Kamal for their constant support and encouragement. We would also like to extend our gratitude to the Gender and Child Cell team namely Ms. Tania Humayun (Advisor to the Chairman/Programme Manager) and Mr Muhammad Ali Shah (Programme Officer) for their invaluable inputs throughout the project.

And finally, we would like to extend our gratitude to the consultant; Mrs. Huma Chughtai for her marvellous work.

Chairman's Message

The fact remains that women, children, aged and disabled persons are the soft targets and worst affected in any type of hazard. Vulnerable groups centered Disaster Risk Management in a disaster prone Country like Pakistan therefore needs its rightful importance. NDMA through its Gender and Child cell is pursuing the said objective since the year 2010.

Formulation of National Policy Guidelines was the step in this direction followed by number of interventions to meet the dictates of GCC Framework.

The present undertaking of "Training Manual SOPs for Separated, Unaccompanied & Missing Children in Disasters" is an enviable effort to contribute towards the DRM of vulnerable groups in the entire spectrum of Disaster Management.

It is an incisive work done with a profession depth for which the efforts of all those involved is acknowledged with profound appreciation.

I will also like to thank our Development Partners UNICEF for their forthcoming support in development of this Document.



Major General Asghar Nawaz
Chairman NDMA

List of Contents

Introduction and Background	7
Scope and Purpose of “National Policy Guidelines on Vulnerable Groups in Disasters”	7
National Implementation Framework for the National Policy Guidelines for Vulnerable Groups	8
ANNEX- I	16
Tool for Developing Indicators for Disaster Preparedness	16
Example of a Specific Objective:	16
Local Disaster Management Components	16
Institutional Linkages and Advocacy	17
Information, awareness, communication	17
Small-scale infrastructure and services	17
Constituting Stocks of Emergency	18
Livelihood and Economic Assets Protection	18
ANNEX - II	19
Key Terminologies¹⁹	
1. Adaptation	19
2. Capacity development	19
3. Contingency planning	19
4. Coping Capacity	19
5. Disaster	19
6. Disaster risk	19
7. Disaster risk management	19
8. Disaster risk reduction	20
9. Early warning system	20
10. Exposure	20
11. Gender	20
12. Gender mainstreaming	21
13. Hazard	21
14. Integrated DRR	21
15. Mitigation	16
16. Natural hazard	21
17. Preparedness	21
18. Prevention	22
19. Public awareness	22
20. Recovery	22
21. Resilience	22
22. Response	22
23. Retrofitting	22
24. Risk	22
25. Risk transfer	22
26. Socio-natural hazard	22
27. Structural and non-structural measures	23
28. Sustainable development	23
29. Targeted DRR	23
30. Vulnerability	23

Acronyms

CBDRM	Community Based Disaster Risk Management
CE	Complex Emergency
CEDAW	Convention on the Elimination of Discrimination against Women
CRPD	Convention on the Rights of Persons with Disability
CSOs	Civil Society Organisations
DDMA	District Disaster Management Authority
DMA	Disaster Management Authorities
DPECHO	Disaster Preparedness ECHO
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
ERRA	Earthquake Reconstruction and Rehabilitation Authority
EWSs	Early Warning Systems
FDMA	FATA Disaster Management Authority
FATA	Federally Administered Tribal Areas
GBDMA	Gilgit- Baltistan Disaster Management Authority
GCC	Gender and Child Cell
GIS	Geographic Information System
CP	Child Protection
CPiE	Child Protection in Emergency
GOP	Government of Pakistan
HFA	Hyogo Framework of Action
IASC	United Nations-Inter-Agency Standing Committee
IEC	Information Education and Communication
INGOs	International Non-Government Organisations
LHVs	Lady Health Visitors
LHW	Lady Health Worker
LRRD	Linking Relief, Rehabilitation and Development
MDGs	Millennium Development Goals
NDMA	National Disaster Management Authority
NDMC	National Disaster Management Commission

NDMP	National Disaster Management Plan
NDRMF	National Disaster Risk Management Framework of Pakistan
NFIs	Non-Food Items
NGOs	Non-Government Organisations
PDMA	Provincial Disaster Management Authorities
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
UNISDR	United Nations International Strategy for Disaster Reduction
VCA	Vulnerability and Capacity Assessment
VGs	Vulnerable Groups
WASH	Water, Sanitation and Hygiene

Introduction and Background

The Disaster Management Act of 2010, mandates the National Disaster Management Authority (NDMA), as the executive arm of the National Disaster Management Commission (NDMC) that is meant 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, the 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, the NDMA the efforts in this regard have been relentlessly followed as mandated by the National Disaster Management Act 2010, in the most inclusive approach keeping in line with the international conventions and standards.

The Gender and Child Cell (GCC), established within the NDMA in 2010, was set up to assist NDMA in identifying and addressing the needs and concerns of the vulnerable segments of the society in humanitarian response, crises management and DRR initiatives by prioritizing and mainstreaming their responses in all phases and all types of disaster. The Vulnerable Segments have been categorized into four segments including Gender, Children, Older Persons, and Persons with Disabilities. In 2014, the GCC in line with its vision developed the “National Policy Guidelines for the Vulnerable Groups in Disasters.” The Policy Guidelines were developed after a one full year of across the board consultations with stakeholders held in 2013.

Scope and Purpose of “National Policy Guidelines on Vulnerable Groups in Disasters”

The National Disaster Management Act 2010, in its section mandating the NDMA to lay down Guidelines for Minimum Standards for Relief for persons affected by disaster, specifically directs the NDMA to make provisions for the vulnerable groups in the guidelines. It further lays emphasis on ensuring equal access to relief opportunities for the victims, without any discrimination. Besides, the National Disaster Risk Management Framework (NDRMF) of Pakistan 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.

The NDMA, therefore, recognizes the fact that the response to any kind of disaster is strictly on humanitarian basis, without discrimination, and paying special attention to the needs and concerns of the vulnerable groups is imperative. The National Policy Guidelines for mainstreaming the needs and concerns of Vulnerable Groups in disasters is, hence, an effort towards developing a rather focused mechanism to prioritize, integrate, and address the needs and concerns for the protection and recovery of vulnerable groups by NDMA's Gender and Child Cell (GCC).

Natural disasters have often different impacts on different groups and segments within a society. The impact is known to be more direct and adverse on vulnerable groups including women, children, elderly and people with disabilities. The adversity becomes even more pronounced if:

- a) it occurs in areas that are less affluent and have deprived segments of the society in terms of socio-economic and cultural setting of the area hit by disaster, and

¹Vision of GCC

²National Disaster Management Act 2010, Section 11

³Ibid, Section 11 (b)

⁴Ibid, Section 37; Prohibition against Discrimination

⁵Disaster Risk Management Framework of Pakistan (NDRMF) - 2007

- b) in case of persons with disabilities whatever the age and gender

The main purpose of the Guidelines, thus, includes:

1. Meeting the needs and priorities of the population in a more targeted manner;
2. Ensuring all interventions are designed with needs of specific groups in mind;
3. Safeguarding equitable access, benefits and opportunities in all relief response designs; and
4. To ascertain and encourage balanced and active participation of vulnerable groups in decision making processes that affect them

National Implementation Framework for the National Policy Guidelines for Vulnerable Groups

The National Policy Guidelines for Vulnerable Groups in Disasters developed by NDMA in 2014, have been well received at the national as well as at international forums. Two years since their existence, standardized application of the Guidelines is now seen as the next step. The objective of this Implementation Framework is, therefore, to ensure coordinated efforts at the national as well as the provincial and local levels for ascertaining consistency in all phases of DRR and DRM response while keeping in view the contextual social systems, community structures and power relations that keep these groups vulnerable.

The Implementation Framework aligns its strategic directions with two main areas determined by the Policy Guidelines for intervention that were originally drawn from the GCC Framework and the NDMP vision, with sub-areas as follows:

- I. Disaster Preparedness and Reduction Phase
 - i. Policy, Planning, Data Collection
 - ii. Institutional Strengthening and Capacity Development
 - iii. Awareness Raising and Community Engagement
- II. Response, Relief, Rehabilitation Phase
 - i. Safety and Security
 - ii. WASH and Health
 - iii. Shelter, Food, and NFIs

The Implementation Framework broadly offers standardized measures that are required to maintain the consistency in the application of Policy Guidelines as follows:

Sr. #	IMPLEMENTATION FRAMEWORK		
1.	DISASTER PREPAREDNESS & REDUCTION		
	Areas	Actions & Activities	Responsibilities
1.	Policy & Planning	<p><u>Pre - Disaster Phase</u></p> <ol style="list-style-type: none"> 1. Adoption of standardized, comprehensive and effective Integrated Policy for Vulnerable Groups (One for 2. Develop & Adopt SOPs for DRR & DRM 3. Align the implementation framework with existing local legislation and international Conventions ratified by Pakistan relevant to the rights of the respective VGs 	<p>All Provincial Governments supported by respective:</p> <ul style="list-style-type: none"> - PDMA's - Human Rights & Women Development Departments - Social Welfare & Special Education Departments - Planning Departments, and - Health Departments - Home Departments - Human Rights Department - Local Government & Community Development
2.	Data Collection & Analysis	<p><u>Pre - Disaster Phase</u></p> <ol style="list-style-type: none"> 1. Develop a standardized & an institutionalized Disaggregated Data Collection Mechanism across the board, with Inbuilt Monitoring & Evaluation System, that includes categorization of the nature & extent of vulnerabilities, disabilities, and the special needs and concerns of the elderly persons as well with specific attention to the women segment within disabilities 2. Needs & Concerns of the target groups should be identified 	<p>NDMA & PDMA's in collaboration with:</p> <ul style="list-style-type: none"> - NADRA - M/o Science & Technology - Special Education & Social Welfare Departments, and - Health Departments - Private organisations with relevant expertise

3.	Institutional Strengthening & Capacity Development	<p><u>Pre - Disaster Phase</u></p> <ol style="list-style-type: none"> 1. Conduct Institutional Audit (including Institutional & Training Needs Assessment) 2. Survey and documentation of local indigenous coping strategies to be undertaken and analyzed for harmonization of SOPs 3. Intensive Capacity Building Measures to be taken for data collection and analysis; 4. Develop modules for intensive sensitization sessions regarding the special needs of the elderly and persons with disabilities, especially the women with disabilities for the first responders including community members (men, women & youth) 5. Integration of knowledge regarding sensitivities concerning the persons with disabilities, the elderly, and women belonging to this category of VGs in the training modules as well as in the curriculums of local school/college 6. Training Modules to be developed and Joint provincial TOTs to be organized periodically 7. Periodic Trainings & Workshops to be organized for the relevant staff & NGOs on sensitization & handling of the differential needs & concerns of men & women 	<p>Under the supervision of NDMA & PDMAs:</p> <ul style="list-style-type: none"> - Federal Bureau of Statistics (FBS), - Survey of Pakistan, - Provincial Management & Professional Development Departments, - Education Departments, and - Relevant expertise from private sector, and - Relevant credible Civil Society Organisations/ NGOs working in the field
----	---	--	--

4.	Awareness Raising & Community Involvement	<p><u>Pre - Disaster Phase</u></p> <ol style="list-style-type: none"> 1. Translation of Policy Guidelines and related material into national & provincial local languages 2. Develop independent leaflets on guiding principles for dealing with the needs & concerns of the VGs during DRR & DRM in easy language and animated form 3. Initial orientation sessions on the leaflets to be held with the first responders as well as the community members including women and youth who generally come out as volunteers in such cases 4. Develop modules for intensive sensitization sessions regarding the differential needs and concerns of the respective VGs for the first responders including community members (men, women & youth) 5. Integration of knowledge regarding sensitivities concerning the persons with disabilities, the elderly, and women belonging to this category of VGs within the training modules for the community members as well as in the curriculums of local school/college 6. Develop, train, and disseminate a leaflet on 'Ethical Standards' for the Rescue Workers/ First Responders/ Camp Managers 	<p>Under the supervision of NDMA & PDMAs:</p> <ul style="list-style-type: none"> - DDMA's - Education Departments - Social Welfare & Special Education Departments - Local Government & Community Development Departments - Expertise from the private sector, and - Local Community representatives, - Relevant credible Civil Society Organisations/ NGOs working in the field
II.	RESPONSE, RECOVERY & REHABILITATION		
	Areas	Actions & Activities	Responsibilities
1.	Safety & Security	<p><u>Pre - Disaster Phase</u></p> <ol style="list-style-type: none"> 1. Develop a 'Check-List' catering to the special needs of each of the Target Group separately and respectively especially the women and children including their safety & protection from abductions, exploitation, and threats of trafficking 2. Special monitoring & vigilance mechanism needs to be established for the protection of unaccompanied children (girls & boys) or 	<p>Under the supervision of NDMA & PDMAs:</p> <ul style="list-style-type: none"> - DDMA's - Local Government & Community Development Departments - District Management - Housing, Urban Development & Public

		<p>children with single parents, and for children headed households</p> <p>3. Train selected group of women from within the communities for vigilance & provision of immediate first aid response</p> <p>4. Two Gender Focal Points need to be identified (one from the camp/community and one from the Rescue Team in Camps) to monitor the safety and security arrangements</p> <p>5. Referral mechanism should be put in place for reporting any case of violence, harassment or exploitation by any segment of the VG</p> <p>6. Design responsive evacuation & relocation measures for easy access to safe/ protective transportation</p> <p>7. Develop SOPs for the missing, separated & unaccompanied women, children, older persons and persons with disabilities including their identification, location, and re-unification with their families</p> <p>8. Develop a comprehensive standardized data collection mechanism for camps to monitor and document the emerging needs</p> <p>Pre, During & Post Disaster Phase</p> <p>9. Issuance of special directives for acknowledging households headed by women, children, older persons and persons with disabilities and making well thought out efforts that are responsive to their needs;</p> <p>10. Develop special mechanism to provide specific assistance to the elderly persons and persons with disabilities catering to their specific needs</p> <p>11. Develop a Referral mechanism for reporting any case of violence, harassment or exploitation of girls and boys or any other person with disability</p>	<p>Health Engineering Departments</p> <ul style="list-style-type: none"> - Social Welfare & Special Education Departments - Human Rights Departments - Home Departments - Health Departments - Local Communities representatives - Relevant experts from the private sector, and - Relevant credible Civil Society Organisations/ NGOs working in the field
--	--	---	--

		<p>12. Earmark and Provide for special transportation and special handling assistance for the persons with disabilities and the elderly persons</p> <p>During & Post Disaster Phase</p> <p>13. Set up independent toilets and bathing areas for women that are close to their residential area, with secured locks, adequate electricity/ light system, provision of water & sanitation facilities;</p> <p>14. Create special living spaces, ramps, paths and walk ways for the elderly and persons with disabilities with adequate electricity & lighting arrangements</p> <p>15. Develop special mechanism to provide specific assistance to the elderly persons and persons with disabilities catering to their specific needs</p> <p>16. Provide for special transportation and special handling assistance for the persons with disabilities and the elderly persons</p> <p>17. Create special living spaces, ramps, paths and walk ways for the elderly and persons with disabilities with adequate electricity & lighting arrangements</p>	
2.	Wash & Health	<p>Pre - Disaster Phase</p> <p>1. Create a pool of pediatricians & paediatric counselors and trauma counselors for children with similar arrangements for other segments of the VGs</p> <p>2. Train an extensive pool of persons (men & women) to technically assist and care for the persons with disabilities of all natures and the elderly</p> <p>3. Design and impart Orientation Programs for effected community women, children and their assistants and assistants of the persons with disabilities and the elderly on how to maintain their respective hygiene and sanitation and basic healthy living standards</p>	<p>NDMA & PDMA's:</p> <ul style="list-style-type: none"> - DDMA's - Social Welfare & Special Education Departments - Health Departments - Human Rights Departments - Women Development Departments - Energy Departments - Relevant experts from the private sector, - District Management, and - Relevant credible Civil Society Organisations/ NGOs working in the field - Local Communities Representatives

		<p>Pre, During & Post Disaster Phase</p> <p>4. Make health & WASH facilities accessible for the VGs</p> <p>5. Ensuring access to lady doctors, psychological councilors, mobile health units catering to women's special needs</p> <p>6. Establish mobile health/rehab/relief units catering to the needs of these two categories of VGs in DRR in particular</p> <p>7. Orientation sessions on energy/ water conservation for the communities, esp. women</p> <p>During & Post Disaster Phase</p> <p>2. Establish safe interim care arrangements unit for persons with disabilities and the children catering to the differential and special needs of girls & boys</p> <p>3. With special attention to the persons with disabilities and older persons (men & women differently) create separate special toilets, and bathing areas catering to their special needs (ramps, wall handles etc)</p>	
3.	Shelter, Food, & NFIs	<p>Pre - Disaster Phase</p> <p>1. Develop a responsive relief distribution mechanism that ensures zero tolerance on exploitation</p> <p>2. Special mechanism/ SOPs for providing relief assistance to the children headed households to be developed.</p> <p>3. Develop a responsive Code of Conduct for ensuring independent & adequate access for the recipients to relief goods, food, & NFIs</p> <p>Pre, During & Post Disaster Phase</p> <p>4. Arrangements for special nutritional needs of children with differential girls and boys needs should be made, with</p>	

		<p>similar catering to the needs of pregnant women</p> <p>5. Similarly, special arrangements should be made for the households headed by elderly and persons with disabilities</p> <p>During & Post Disaster Phase</p> <p>6. Designated special shelter areas need to be constructed for persons with disabilities and older persons catering to their special needs including building of ramps</p> <p>7. Adequate responsive relief aid should be provided to cater for their special needs</p>	<p>Under the supervision of NDMA & PDMAs:</p> <ul style="list-style-type: none"> - DDMAAs - Food Departments - Local Government & Community Development Departments - District Management - Social Welfare, Bait-ul-Maal & Special Education Departments - Human Rights Departments - Relevant experts from the private sector, and - Relevant credible Civil Society Organisations/ NGOs working in the field
--	--	--	--

ANNEX – I

Tool for Developing Indicators for Disaster Preparedness⁶

Indicators for monitoring results of Disaster Preparedness actions need to be developed in the following manner:

Three levels of indicators may be considered:

- **Strategic indicators** at institution level (e.g. UNISDR/HFA);
- **Programme indicators** (e.g. DIPECHO HIPs or Drought preparedness programme);
- **Project indicators** (e.g. DIPECHO projects).

For each of these levels, there are three families of indicators linked with the strategy/programme/ project cycle management:

- Entry strategy/opportunity indicators links with the beginning of the cycle (Global assessment, entry points, baseline study);
- Result or outcome indicators, linked with the monitoring process;
- Indicator of progress linked with the end of the cycle.

Example of a Specific Objective:

The objective: the population in Area X is aware of the disaster risk in their area and are prepared to react in an adequate fashion.

- **Indicator:** Percentage (%) of population perceiving that they are in disaster prone area and prepared to react adequately;
- **Source of Verification:** Baseline survey in high risk area at the beginning of the operation compared with the evaluation results of drill exercises (baseline survey and drill evaluation) at the end of the operation.

Local Disaster Management Components

- 1.1** Number (#) of local committees (and/or task forces, following the context) have been established, trained, equipped, are functioning and recognized by rest of the community (or the relevant official body like municipality if it is stated by law);
- 1.2** At least X # of communities have developed contingency plans that are validated and tested;
- 1.3** At the end of the initiative, an Early Warning System (EWS) is functioning, appropriate and managed by the community and/or municipality/local authorities;
- 1.4** At least X% of the beneficiaries know and are able to identify the EWS alarm and alert signals, and can provide and receive information in an understandable and timely way;

If the focus of the results is an EWS pretending to reach an effective response to warnings, it is recommended to

⁶Adapted from European Commission. Thematic Policy Document No.5. Disaster Risk Reduction in Humanitarian Assistance. Increasing resilience by reducing disaster risk in humanitarian action. September 2013.
http://ec.europa.eu/echo/files/policies/prevention_preparedness/DRR_thematic_policy_doc.pdf

use 4 indicators to measure the following elements:

- Improvement of monitoring, analysis and forecasting of the hazards;
- Improvement of knowledge of the risks by exposed communities;
- Improvement of the communication or dissemination of alerts and warnings;
- Improvement of local capabilities to respond to the warnings received;

Institutional Linkages and Advocacy

- 2.1** After X months of the project, # of municipal committees established, trained, equipped and operational;
- 2.2** Municipal Committees developed contingency plans that are validated (also at national level) and tested;
- 2.3** The participating Municipalities have assigned % of their next budget year planning for Disaster Preparedness activities (please note that this indicator is possible only in certain contexts);
- 2.4** The Emergency Operation Centre (EOC) in # of municipalities has been created, equipped and operational and each one of the participating members knows their role and responsibilities in the EOC;
- 2.5** There is at least one coordination and communication formal protocol between (national) regional, municipal and communal commissions before the end of the project;
- 2.6** The initiative contributes to a better comprehensive disaster Management Action Plan at national and municipality/ Local Government level. In a case of EWS see also how the Local EWS is compatible/ integrated within the national/regional one;

Information, awareness, communication

- 3.1** For the M&E purposes of the impact of the initiatives taken in this regard, following has to be gauged towards the end:
- 3.2** At least X number of people (or X % of the beneficiaries) (adults and children) of the target communities know the risks of the (specified) hazard and know the contingency measures to adopt in case of disaster;
- 3.3** X % of indirect beneficiaries are knowledgeable of community contingency plans;
- 3.4** X % of the schools in the intervention area have school emergency plans (please specify the local language when needed) and these have been validated by the parents, teachers, children and the rest of the community;
- 3.4** Best practices, tools and experience on DRR in this project are identified, systematized and disseminated through X (please specify one common channel);

Small-scale infrastructure and services

- 4.1** At mid-term of the project, at least X% of the beneficiary communities have identified community infrastructures to be improved and/or constructed, to be used during emergencies and this has been agreed with the Municipality;
- 4.2** X number of shelters have been improved, following the internationally accepted standards, to receive number of people;

- 4.3** Percentage (%) of the population better protected by mitigation works implemented;

Constituting Stocks of Emergency

- 5.1** In the X Municipality, an emergency stock (provide details on the specificities of the stocks) is available to cover the immediate needs of at least # of people during and in the immediate aftermath an emergency (following the Sphere standards) [and has a mechanism for restocking];
- 5.2** At the end of the project, each Municipality has at least one space refurbished and equipped for warehousing and know how to manage it, and has the capacity to attend at least #% of the most vulnerable population identified;

Livelihood and Economic Assets Protection

- 6.1** At the end of the action X families from X communities have strengthened their knowledge capacities, skills, experiences and links to protect, preserve and enrich their livelihoods;
- 6.2** At the end of the project, at least X DRR family plans and X business plans have been prepared incorporating protection of livelihoods and animal management during emergencies;
- 6.3** At the end of the project, at least X families have been supported with demonstrative actions for the protection of livelihoods during natural hazard;
- 6.4** At the end of the project X adequate livelihoods and assets protection infrastructures for flooding periods are available for at least x families and their demonstrative purposes are confirmed;

ANNEX – II

Key Terminologies⁷

A selection of key terms 2009 UNISDR terminology is given below:

- 1. 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.
- 2. 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.
- 3. 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.
- 4. Coping Capacity:** The ability of people, organizations and systems to use available skills and resources, to face and manage adverse conditions, emergencies or disasters.
- 5. 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.
- 6. 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.
- 7. 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.
- 8. 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

⁷Taken from the UNISDR Documents

ANNEX – II

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.

9. **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.
10. **Exposure:** People, property, systems, or other elements present in hazard zones that are thereby subject to potential losses.
11. **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)
12. **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)
13. **Hazard:** A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services,

ANNEX – II

social and economic disruption, or environmental damage.

- 14. Integrated DRR** means that all interventions are to be risk-informed. Analysis and design should be based on a sound assessment of risk and the intervention should seek to reduce immediate and future risks. It can involve “risk-proofing” of interventions to protect them against future hazards (e.g. ensuring water points are located above high water levels in flood-prone areas so they are not damaged by floods) or ensuring that interventions reduce risk to people (e.g. incorporating adequate fire-protection in shelter). DRR results/activities may be included in a sector response, for example, through the inclusion of a surveillance system in an epidemics response project.
- 15. 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.
- 16. 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.
- 17. 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.
- 18. Prevention:** The outright avoidance of adverse impacts of hazards and related disasters.
- 19. 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.
- 20. 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.

ANNEX – II

21. **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.
22. **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.
23. **Retrofitting:** Reinforcement or upgrading of existing structures to become more resistant and resilient to the damaging effects of hazards.
24. **Risk:** The combination of the probability of an event and its negative consequences.
25. **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.
26. **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.
27. **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.
28. **Sustainable development:** Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
29. **Targeted DRR** refers to specific disaster risk reduction actions. Typical examples are actions promoting community-level preparedness or advocating for the institutionalization of DRR in policies, strategies and plans.
30. **Vulnerability:** The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.



NATIONAL DISASTER MANAGEMENT AUTHORITY
Prime Minister's Office, 2nd Floor, Sector G-5/1,
Constitution Avenue, Islamabad
Post Code 44000, E-mail: webadmin@ndma.gov.pk
UAN#: 051-111-157-157, Tel#: +92 51 9205037
Fax#: +92 51 9205086