

INTER-AGENCY PREPAREDNESS PLAN

Pakistan

Asia

IASC

(Inter-Agency Standing Committee)

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This is a living document. Updates and amendments will be added as the context changes

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INTERNAL

1.0 Executive Summary

This plan aims to mitigate the impact of disasters, to save lives and protect livelihoods. The Humanitarian Country Team (HCT) aims to do this in consultation with, and in support of the Government of Pakistan, who leads the response. Building on Disaster Risk Reduction and Disaster Risk Management initiatives including those in the One UN Programme II (OP II), the HCT aims to ensure humanitarian readiness to launch timely, effective, appropriate humanitarian responses as necessary. The HCT response is grounded and founded in the humanitarian principles of operational independence, neutrality, impartiality and humanity. All humanitarian responses are based on humanitarian needs of affected people as determined by humanitarian needs assessment/s. The sector preparedness plans in this document outline capacities, levels of readiness and potential actions when responding to a crisis.

The annual monsoon season heightens the risk of floods between June to September. Thus, the timing of this plan aims to ensure adequate readiness to respond to possible monsoon flooding. HCT planning relies on planning assumptions to outline possible responses to new humanitarian needs in Pakistan.

The HCT preparedness plan will be activated when an appropriate request is received from Government or when the HCT deem a response is necessary. This plan supports the government's primary responsibility in crises responses for affected population, and complements government mechanisms and structures.

There is currently no Inter-Cluster Coordination Mechanism (ICCM) at national level¹. However, the HCT in line with IASC guidelines, has identified the cluster approach as the coordination mechanism for humanitarian responses should there be the need to respond to new needs. As such, cluster lead agencies have been identified and in the event of a national level cluster roll out lead agencies will coordinate humanitarian partners in support of the respective government line ministries. At present the National Humanitarian Coordination Mechanism (NHCM) supports the HCT in regard to national coordination issues, and supports the ICCM in responding to humanitarian needs in Khyber Pakhtunkhwa Province and the Federally Administered Tribal Areas (FATA).

This document outlines overall and sector specific preparedness plans. The cluster approach rolled out to address coordination needs in the areas impacted by natural disaster, Sindh and Balochistan, were deactivated at the end of 2013. However, as per the IASC guidelines, this plan was devised using a cluster focus to enable a predictable response as agreed by partners, and endorsed by the HCT. The cluster plans outline the cluster strategy to respond in crisis response, with details of proposed actions.

In the case of a mega-crisis, a Level 3 (L3) disaster maybe defined by HQ level. The Transformative Agenda guideline would be adopted in the case of a Level 3 response, including elements of empowered leadership for the Humanitarian Coordinator, and the Inter-Agency Rapid Response Mechanism, under the Transformative Agenda.

¹ At the end of 2013 the national level ICCM was deactivated. There remains a rolled out Cluster approach in KP/FATA responding to the humanitarian needs of people affected by insecurity and conflict.

The HCT plan to coordinate activities as close to the operational base as possible, with coordination structures devolved to district levels, where possible, with the inclusion of district authorities and line ministry representatives. At provincial levels, the teams work closely with P/F/SDMA, and other key stakeholders. At national level, the HCT continue to interact with federal level stakeholders, in particular, NDMA, and liaise closely to ensure timely, effective information sharing, enabling effective decision making at the HCT level.

Any HCT response will be reflected in an updated Strategic Response Plan (SRP). If requested for an official response, the HCT will produce a Rapid Response Plan within 10-14 days, which will be revised with greater details of the impact, needs, and required support, based on a principle needs assessment results. The Revised Response Plan will be launched within 4-6 weeks of the Rapid Response Plan launch. In-depth needs assessments will be rolled out after the initial rapid assessment.

The HCT has outlined activities according to preparedness, readiness, alert, initiation, and response phases. As part of the preparedness activities, the partners, which include NNGOs, INGOs and the UN, conducted an extensive stock mapping of available resources, which will compliment those stocks provided by the Government of Pakistan. Each phase involves close collaboration with partners, Government, and donors. At each stage, information sharing is critical. The HCT stand ready to respond to any Government request for support. The HCT response is contingent on the facilitation of access by the Government of Pakistan, to ensure clearance of humanitarian relief supplies, Non-Objection Certificates, and visas.

The preparedness planning process

Building on previous years of experience in preparedness planning, the plan for 2014 continues to bring together humanitarian partners to establish a common understanding of risks, hazards and context, lessons learned from previous disaster responses, planning assumptions, overall management and coordination arrangements, and sector specific preparedness plans.

2.0 Objectives and strategic approaches

Objectives of the Preparedness Plan

1. To mitigate the impact of disasters to save lives and protect livelihoods.
2. To contribute towards humanitarian readiness through coordinated preparedness planning.

Strategic approaches

Upon request of the Government of Pakistan, the HCT will support disaster response, providing timely, coordinated, principled humanitarian assistance delivered through HCT partners. All partners will contribute to minimizing human suffering, acting within respective mandates, complementing respective responses working within the framework of international instruments and agreed protocols, and ensuring optimal use of available resources and logistical strengths.

The defined objectives will be achieved through a number of varied activities coordinated through the cluster system under the leadership of the Humanitarian Coordinator and the Humanitarian Country Team. The agreed coordination arrangements will be applied as the basis for needs assessments and assistance delivery. Humanitarian assistance must be deployed where there are known needs, in parallel with data gathering through assessments, as recommended by the Transformative Agenda.

Principles

All humanitarian planning and response will adhere to humanitarian principles², and be based on identified humanitarian needs.

Mainstreaming

Mainstreaming of core components of disaster risk reduction, environment, early recovery and ensuring respect for dignity and humanity through protection activities will be undertaken.

Monitoring

The HCT will monitor, with the Government of Pakistan, the evolving impact of disasters, such as new humanitarian needs as a result of flooding caused by monsoon rains. Monitoring will focus on the scope and scale of the disaster, and urgency of the need to respond, and local and national capacities to respond.

Assessments

Following a request for support by the Government of Pakistan, the humanitarian community will conduct relevant rapid needs assessments, preferably in a joint manner with the Government, which will form the basis for a revision of the Strategic Response Plan (SRP). This process should take no more than 14 days. Further SRP revisions made based on the findings of detailed needs assessments, 4-6 weeks after the rapid needs assessments.

Context, hazards, and risk analysis

2.1 Overview

The humanitarian situation in Pakistan is driven by a number of factors including insecurity and instability as a result of the ongoing complex emergency in KP/FATA and natural disasters, including earthquakes and recurrent flooding. Such phenomena often affect remote areas which are extremely under-developed and limit the possibility for rehabilitation. Such conditions exacerbate existing vulnerabilities and further increase the already chronic poverty situation in Pakistan.

The scope of crises in Pakistan is broad with numerous humanitarian issues and challenges. Underdevelopment, socio-economic issues, and limited Government capacity to mitigate the impacts of hazards and support crisis-affected populations all add to the impact of the crises. In both natural

² Humanitarian principles include operational independence, neutrality impartiality, and humanity.

disaster and complex emergency situations, malnutrition is prevalent with emergency levels identified in a number of locations across Pakistan.

Pakistan faces complex and multi-dimensional humanitarian challenges, including ongoing displacement as a result of conflict and insecurity, and recurrent natural disasters such as earthquakes and floods. Vulnerabilities to natural disasters³ make Pakistan a very high risk country⁴, identified as at extreme risk of experiencing natural disasters⁵, along with Afghanistan and Yemen⁶. At local level, governance, political and security issues, significantly impact humanitarian operations, and in combination with the geopolitical situation, preparing and responding to the humanitarian situation requires a strong comprehension of context and needs to establish evidence based strategic planning.

Pakistan currently ranks 146 out of the 186 countries listed on the 2013 Human Development Index. More than 22 per cent of Pakistan's population lives on less than US\$1.25 per day.⁷ The World Development Report shows concerning development indicators in Pakistan, despite Pakistan's status as a lower middle-income country, with gross national income pegged at US\$1,120⁸. According to the Pakistan National Nutrition Survey Report 2011, an estimated 58 per cent of the population is food insecure⁹, and Global Acute Malnutrition is ranked at 15.1 per cent and Severe Acute Malnutrition at 5.8 per cent¹⁰, considered globally as above emergency thresholds.

Pakistan has a Gender Gap Score which captures disparities in education, health and survival, and economic participation of 0.5478. It is ranked at 135 out of 136 countries examined through the Gender Parity Index and the score has fallen from 132 since the last study¹¹. Gender inequality is a recognised issue in Pakistan, affecting significantly women and girls in their enjoyment of civil and political as well as social, economic and cultural rights. While significant advancement in legislation has been achieved, in reality overwhelming challenges remains in economic participation and opportunities (salaries, skilled employment); educational attainment (access to basic and higher education); political empowerment (representation in decision-making structures); health and survival (life expectancy); access to legal safety and justice (e.g. civil documentation, procedural safeguards when seeking remedies for GBV violations).

Education standards are marked by gender inequality. Women represent two-thirds of the 50 million illiterate adults in Pakistan; the third highest rate in the world. Overall, the female literacy rate of women and girls aged 15-24 is 61 per cent.¹² According to the Global Initiative on Out-of-School Children

³Maplecroft's annual Natural Hazards Risk Atlas evaluates the exposure and resilience of 197 countries to 12 natural hazards, and ranks Pakistan 8th highest for 2013: http://maplecroft.com/about/news/nha_2013.html.

⁴World Risk Report, <http://www.ehs.unu.edu/file/get/10487.pdf>

⁵Maplecroft's annual Natural Hazards Risk Atlas evaluates the exposure and resilience of 197 countries to 12 natural hazards, and ranks Pakistan 8th highest for 2013: http://maplecroft.com/about/news/nha_2013.html

⁶World Risk Report, <http://www.ehs.unu.edu/file/get/10487.pdf>

⁷World Development Report, 2013 http://hdr.undp.org/en/media/HDR2013_EN_Summary.pdf, at pg. 15

⁸http://data.worldbank.org/country/pakistan#cp_wdi

⁹Pakistan National Nutrition Survey Report 2011, updated 2013 - Aga Khan University, Pakistan, Pakistan Medical Research Council (PMRC), Nutrition Wing, Cabinet Division, Government of Pakistan, supported by UNICEF at page 22 .

http://pakresponse.info/LinkClick.aspx?fileticket=Wxm_DkRUKXY%3d&tabid=158&mid=1002

¹⁰Pakistan National Nutrition Survey Report 2011, updated 2013, pages 35-36.

¹¹Global Gender-Gap report 2013, Published by the World Economic Forum in cooperation with the Harvard University and the University of California, Berkeley

¹²Education for all: Literacy rate rising, but Pakistan needs to do more, 25 October 2013.

(June 2013), 6.5 million children of primary school age are out of school and 2.7 million of lower secondary school age are out of school, leaving Pakistan with the second largest number of out-of-school children.

Pakistan ranks as the world's second-worst country overall in terms of gender equality and equitable division of resources and opportunities among men and women, and in the specific area of economic participation and opportunity.¹³ Given that women's economic opportunity is the single variable most directly correlated with national food security (0.93), this is one of the most pertinent factors of vulnerability.¹⁴ Women with disabilities in Pakistan are multiply disadvantaged. At times they are excluded from access to basic services, and have limited employment opportunities.

Limited progress in regard to the Millennium Development Goals hindered Pakistan's development of capacity in regard to managing disasters. The *World Report on Disability* suggests that more than a billion people in the world today experience disability; people with disabilities make up almost 20% of those living in poverty in developing countries such as Pakistan. People with disabilities generally have poorer health, lower education achievements, fewer economic opportunities and higher rates of poverty than people without disabilities. They are largely invisible to society and lack access to basic services and facilities. Therefore, in a disaster situation, people with disabilities are even more likely to be excluded.

Floods – Pakistan is at risk of various types of natural disasters of which cyclones, flooding, landslides, earthquakes and drought are the most common. Over the last decade, Pakistan has experienced large-scale involuntary internal displacement caused by a range of factors. The July 2010 floods have been described as the worst in the last eighty years and led to nearly 20 million people being significantly affected, over seven million displaced and an estimated 1,800 deaths. Monsoon related floods impacted large proportions of the population of Pakistan in 2010, 2011, and 2012.

Earthquakes - Pakistan lies on a number of fault lines. There is a long history of tectonic activity, with the earthquake in Balochistan in 2007, and that in Muzaffarabad in 2005 the most significant in recent times. There are constant quakes, predominantly in the Balochistan area, which due to the lack of population concentration and depth of the epicentre have limited impact. However, this remains a constant risk. On 24th September 2013, an earthquake measuring 7.7 on the moment magnitude scale occurred 66 km north-west of Awaran in the Balochistan Province, causing 399 reported fatalities, affected tens of thousands of people, and resulting in widespread losses of livelihoods and damages to homes.

Population movement – Insecurity and sectarian violence have led to significant population movement since July 2008. As of Feb 2014 approximately 1.2 individuals continue to live outside their home areas in the Federally Administered Tribal Areas (FATA) and Khyber Pakhtunkhwa (KP). In 2013 an estimated 109,000 people are reported to have returned home. The IDPs Vulnerability Assessment and Profiling (IVAP) survey in KP suggested most internally displaced families were highly vulnerable in economic terms. Seven out of ten were living below the national poverty line. Being able to pay rent was their greatest concern along with access to food and water. Whilst significant humanitarian interventions are ongoing many humanitarian needs remain unmet. Challenges persist in terms of providing relief to

¹³WEF, The Global Gender Gap Report 2013

¹⁴ Economist Intelligence Unit, July 2012

displaced IDPs in KP and FATA; humanitarian support to IDPs returning to their areas of origin and supporting early recovery needs to 'returnees' and 'stayees' at the place of origin.

Strengthening national resilience

The One UN Programmed (OPII) has set out to prioritise Disaster Risk Management (DRM) as one of the key objectives of UN development initiatives in Pakistan. In the OP II, Strategic Priority for Action 3 (SPA 3) focuses on a five year plan to Increased National Resilience to Disasters, Crises and External Shocks. The Programme contributes to the implementation of the Hyogo Framework for Action which is a 10-year plan to make the world more resilience to the impacts of natural hazards and was adopted by 168 Member States of the UN. The objectives of the action is to strengthen policies, norms (gender / inclusion / rights based), institutional and coordination mechanisms for DRR/DRM and resilience with emphasis on preparedness and response; and to empower communities, vulnerable groups, grassroots organizations and local authorities in high risk areas with resources and capacities to prepare for, respond to and recover from disasters.

The HCT preparedness plan aims to utilize outputs of the key achievements from SPA III to strengthen humanitarian preparedness planning, such as:

- National Hazard and Risk Assessment underway for DRR-sensitive planning at the national, provincial and local levels;
- Command & Control Centers at provincial, regional and district level being established for coordinated response;
- District Disaster Resource Centers established in most vulnerable districts; &
- District Disaster Response Force for Punjab established in collaboration with PDMA Punjab and Rescue 1122 Punjab.

2.2 Emergencies

The general assessment of risks and levels of vulnerability to specific hazards is based on the analysis of the potential risk and threat to population, and the resultant humanitarian need. Also taken into consideration is the geographical coverage of the concerned hazard given the exposure of vulnerable elements and coping capacity of the local authority. Natural hazards, such as floods, droughts, and cyclones, occur in Pakistan. Historical information shows that these hazards have the potential of impacting the communities within their geographical domains. Secondly, risk is determined by the vulnerability contributing factors for Pakistan e.g. poverty levels; malnutrition status; repeated suffering due to population movement and repeated flooding; therefore, the level of risk would likely be higher for vulnerable groups.

In 2010, a series of events including a shifting Monsoon weather system, infrastructure failure, and water management challenges, led to a mega-flood, where more than 20 million people were impacted. People were impacted on the North-South and East-West axis across the country.

The 2011 floods were driven by high intensity unprecedented rainfall on the eastern side of the Indus River. Subsequent breaches in the Left Bank Outfall Drain (LBOD) in several locations resulted in submerging of vast areas, hence, exposing infrastructural flaws. Despite forecasts of below-average

rainfall, heavy downpours began in mid-August, engulfing nearly all southern districts of Sindh province and adjoining areas of northern Balochistan province causing damage to crops, infrastructure and human settlements. In Balochistan during 2011, flash flooding, river overflow and irrigation and drainage channels caused damage in 14 districts, of which 5 were severely impacted. According to the World Bank and Asian Development Bank (ADB) Damage and Needs Assessment (DNA) report, approximately, 9.6 million people were impacted in Sindh and Balochistan, as a result of the floods. In 2012, similar impact was received, with population in Nasirabad and Jaffarabad most severely affected.

A number of factors in Sindh make it particularly vulnerable, including its geographical location on the Indus river plain, flat topography, poor flood defences, such as bunds or levees, poverty and a deteriorating law and order situation. Poorly planned development projects and weak implementation, including surface drainage networks and roads have interrupted natural water flows, reportedly increasing the frequency and impact of floods. Absence of systematised early warning systems to announce flood alerts, and intentional flooding of some areas by breaching river embankments, apparently to protect the lands of influential landowners at the expense of others, have been blamed for much of the displacement, destruction of property and loss of life in the floods.

Climate variability produces extreme events such as floods, cyclones and drought. It is likely that climate change is accelerating climate variability and bringing about such unusual changes. Climate change is being considered as a critical factor behind changing rainfall patterns and the visible increase in precipitation during monsoon seasons in parts of the country. Research work based on long-term climate change data points towards a scenario of future occurrence of heavy rainfall events during monsoon seasons and flash floods compounded by glacier melting.

2.3 Lessons learned from Previous Flood Response

In 2012, an extensive Lessons Learned exercise with HCT members, at national and provincial level, indicated the need to have clear agreements with Government interlocutors in advance of any crisis. Clarity regarding roles and responsibilities of the different coordination actors were seen as critical, to enable timely and appropriate action. Adherence to the IASC guidelines was stressed as critical.

Components acknowledged as good practices in the 2012 response were the MIRA, standardised training modules, Inter-Agency capacity building for authorities, and the Humanitarian Emergency response toolkit. Issues identified to be strengthened included strengthening baseline information, such as population data, and revising the MIRA process based on stakeholder feedback. Many of the clusters also undertook evidence based initiatives to ensure targeted, improved cluster approaches.

3.0 Planning Assumptions

3.1

Planning assumptions fall into three categories as follows: 'unlikely', 'possible' or 'probable'.

Possible natural disaster events which could result in human impact are:

Monsoon season floods – 'probable'

In 2010, the country experienced super-floods, which affected the country on the North-South and East-West axis. Then, in both 2011 and 2012, the impact of the Monsoon was most significant in Sindh and in some areas of Balochistan and Punjab, although all provinces and territory were affected. A number of hydrological threats are possible during the Monsoon season, such as riverine floods, flash floods, glacier melt outflow, glacier lake outflow (GLOF), and irrigation/drainage breaches.

Planning assumption: Given the previous years experience of the impacts of heavy rains and knowledge of infrastructural and geophysical vulnerabilities to cope with heavy monsoon rains in many parts of the country, flooding as a result of monsoon rains is considered probable, particularly in northern Sindh, eastern Balochistan, and southern Punjab which have many flood plains throughout.

Cyclones & Tropical Storms – ‘possible’

Pakistan is prone to cyclones and tropical storms. This season lasts from May to August, and overlaps the Monsoon season. All coastal districts of Balochistan and Sindh, are at risk, with the possibility of impact further inland also. Major port cities of Karachi and Gwador risk being heavily impacted.

Planning assumption: The last major cyclone to significantly impact Pakistan was in 2007. The nature of cyclones is unpredictable a long time in advance. It is therefore acknowledged that it is possible a cyclone can cause a humanitarian disaster, and early warning needs to be in place to ensure early action can be taken in the event of a cyclone warning.

Drought – ‘probable’

Traditionally, areas in Pakistan have suffered drought conditions. Extensive canals and irrigation channels throughout the country enable water flow to areas affected. However, lack of maintenance and repairs has rendered many of the smaller systems unusable and prone to overflow, breaching or blockage. Grown in Pakistan are a variety of crops (rice, wheat, cotton, vegetables, sun flowers), which are impacted by drought conditions. The livestock herds also bear an impact in drought conditions.

Planning assumption: Given previous experience regarding the humanitarian impact of low precipitation, particularly in areas such as Tharparkar District and many of the surrounding districts in Sindh, and locations in other provinces including Balochistan and districts in southern Punjab, where people’s vulnerability is high, if the monsoon rains are below average, drought becomes a very probable risk.

Earthquakes – ‘possible’

Pakistan lies on a number of fault lines. There is a long history of tectonic activity, with the earthquake in Balochistan, 2007, and Muzaffarabad, 2005, and Awaran/Kech in 2013, the most significant in recent times. There are constant quakes, predominantly in the Balochistan area, which due to the lack of population concentration and depth of the epicentre have limited impact. However, this remains a constant risk.

Planning assumption: Earthquakes are unpredictable, particularly in terms of magnitude and location. However it is acknowledged that due to limited development progress in terms of earthquake resistant infrastructures there are many locations considered as extremely vulnerable to earthquakes. A reasonable planning assumption is to identify Pakistan as experiencing a significant amount of tectonic movement, and an earthquake is certainly possible. In addition, it is acknowledged that should there be a high magnitude earthquake location near a highly populated area, the humanitarian impact likely to be very significant.

Pandemic/ epidemic (eg Dengue, Influenza, etc) – ‘probable’

Population concentration in Pakistan indicates a risk in public health terms. Vaccine preventable illnesses continue to cause significant impact, with cases of Polio and Measles still prevalent. Dengue and malaria peak seasonally, with areas such as northern Sindh and Punjab at most risk. Lack of sufficient health care services decreases the populations’ ability to fight infection, and low vaccine uptake limits immunity.

For planning purposes, the HCT agreed to the use of bench-marking figures of possible numbers which the HCT will require planning to respond to, allowing planning the required response for the affected population needs.

Planning assumption: Given ongoing challenges in regard to public health, a pandemic is considered probable, with early warning systems identified as critical in monitoring health risks.

3.2 Response planning assumptions

The preparedness plan can be applied for any other emergency response. This plan aims to support the activities of Government, and build on those provided through NGO, CBO, and civil society actions.

- The Government will provide the initial response, and lead any joint response.
- A delay in requesting international assistance will increase people’s vulnerability and worsen the humanitarian situation.
- HCT members have very limited reserve funding and resources to contribute initial response.
- Without a request for international assistance resource mobilization will remain a significant challenge.
- Underlying issues of malnutrition and disease compound any crisis impact.
- Insecurity will challenge response to any crisis.
- Humanitarian access issues including administrative and bureaucratic impediments will challenge humanitarian actors to respond in a timely manner.

4.2 Activating an HCT humanitarian response

The HCT will initiate a humanitarian response under the leadership of the RC/HC, following recommendations from the Humanitarian Country Team, and upon the request of the Government of Pakistan.

The RC/HC will continuously monitor and evaluate the situation with the support of UNOCHA, and other HCT members. If deemed necessary, the HC will recommend to the UN Emergency Relief Coordinator (ERC) that an emergency be declared.

4.3 Operational criteria / triggers for a response

The essential criteria or conditions for HCT response are:

- 1) A request is received from the Federal Government to the RC/HC. In the event of an emergency of a certain size, the RC/HC may send a letter to the Authorities offering or confirming support or the HCT make the decision to respond without a request¹⁵.
- 2) If the situation progresses toward a disaster situation¹⁶, or the situation threatens to become an emergency, if appropriate preventive measures are not taken, the HCT may, while waiting for a formal request, offer their support to the government and will do everything they can to mitigate the effects of an emergency on the population. The HC will continue to appraise the ERC and the Government of the situation.
- 3) National resources for meeting and coping with the situation are insufficient.
- 4) The HCT members may take the initiative to offer technical cooperation and emergency assistance to the relevant Government agencies if no request for emergency assistance has been received urgently.
- 5) Even though resources of the Government or the country in general are sufficient for responding to the emergency, the HCT members may still be involved to provide assistance, especially when such involvement help achieve the desired coordinated, comprehensive and integrated response.

4.4 Transition strategies

At the outset of an emergency, the HCT and stakeholders, will attempt to commence planning towards a smooth transition. The transition phase must accommodate any relief needs still required by the population. This group could be led by a delegated UN Agency, such as UNDP, on behalf of the RC/HC. Membership must include actors from both the development and humanitarian side of the UN system, with involvement of core Government bodies such as the Planning and Development department.

A good exit strategy is the result of a good planning framework, including the collection of data and analysis of key indicators that measure both ex ante and ex post the capacity to absorb, adapt and transform of the affected societies as a result of a disaster. In case a population is already vulnerable, i.e. susceptible and exposed due to its socio- economic situation it follows that its capacity to absorb, adapt and transform is much lower than a more resilient society.

Possible indicators (for actual resilience):

- Mortality
- Economic losses
- Economic losses as a proportion of GDP

¹⁵ As per the HCT decision to respond without request on Feb 14, 2014.

¹⁶ A disaster is interpreted if the impact of the crisis supersedes the authorities' capacity to respond.

- Damage to household assets
- Damage to critical infrastructure
- Government expenditure on disaster
- Relief and recovery
- Average annual mortality
- Average annual economic loss

As the UN System works simultaneously in many geographical areas on both humanitarian and development fronts, the HCT will ensure a strong link with the existing development coordination mechanisms related to the specific emergency in order to ensure maximum complementarity throughout. UN support to any given population must be guided by the needs of the people

At the outset of any given emergency, the HCT and stakeholders will commence planning towards a smooth transition. In coordination with the Early Recovery Network (should it be activated) and led by UNDP (on behalf of the RC/HC) the UN System will devise a transition strategy to ensure that the relief needs of the affected population are assessed and addressed either by advocating for the creation of new programmes or by incorporating these needs into existing programmes. In order to ensure maximum buy-in, all stakeholders (both humanitarian and development) must be engaged in the transition strategy. The sustainability of the transition strategy will depend on strong leadership from the host Government. As such core Government bodies such as the Planning and Development department must be included from the outset.

In case of a *natural* disaster the objective of the exit strategy is resulting from the reduced need for non-state actors to deliver essential services and goods to affected populations, such as food, nutrition, health, emergency infrastructure, housing, etc. It therefore entails the continuous monitoring of state capacity to re-engage with affected populations and step back when a threshold of increased state capacity has been achieved. In case of disasters resulting from *conflict* the international humanitarian community has an added responsibility to monitor the humanitarian principles in the application of humanitarian assistance.

It follows from the above that the HC, advised by the HCT, in agreement with the mandated authorities, and as a result of a trends analysis of key indicators will engage the HCT to reduce the delivery of essential services and increase the support to key mandated state institutions in the execution of their mandates.

4.5 Basic Principles

4.5.1 Humanitarian Principles

The Humanitarian Community commits itself to the humanitarian principles, and other global best practice initiatives including:

- Sphere Project Humanitarian Charter and Minimum Standards;
- Internationally agreed protocols and those of the Red Cross/ Red Crescent Code of Conduct;
- Underlying factors of quality and accountability in aid delivery will be considered and implemented to

the extent possible.

- Emergency response will ensure mainstreaming of disaster risk reduction/ resilience, gender, age, protection, disability, and HIV/AIDS.

4.5.2 Operational Principles

- Special attention will be devoted to particularly vulnerable populations specific to each context.
- Strategic and operational responses will be jointly planned and implemented by all concerned stakeholders.
- A specific set of recommended actions will be developed to assist host communities in coping with the emergency.
- Safety and security of humanitarian workers will be of the utmost concern of the humanitarian community.

5.0 Overall Management and Coordination Arrangements

Cluster coordination will be undertaken by the IASC/HCT appointed cluster lead agency, appropriate to the Pakistan context. During the initial onset it may be necessary to have NDMA (at national level) and PDMA (at provincial level) co-chair cluster meetings, however, it is recommended to have a swift transfer to a co-chair arrangement with the relevant line ministry for each cluster. Where there is no relevant or appropriate ministry, eg Protection or WASH, then a technical expert, at a sufficient bureaucratic level and expertise level must be identified to support the response.

Current coordination structure

The national level humanitarian coordination is facilitated and lead at national level by the HCT. Supporting the HCT is the National Humanitarian Coordination Mechanism (NHCM) which is not a Cluster system, however sector lead agencies ensure there is representation in the NHCM, which is chaired by OCHA.

Cluster coordination takes place at the Inter Cluster Coordination Mechanism (ICCM) at regional level in KP/FATA and feeds in to both the NHCM and the HCT. This forum is chaired by OCHA, and has standing members of each cluster coordinator, sub-cluster representatives, INGOs, NGOs and IOs, as observers.

	Cluster Leads	KP/FATA ICCM
Health	WHO	WHO
Food Security	FAO/WFP	FAO/WFP
WASH	UNICEF	UNICEF
Shelter	IOM/UNHCR	UNHCR
Protection	Co-lead to be determined IRC	UNHCR IRC
Child Protection sub-cluster	UNICEF	UNICEF
GBV sub-cluster	UNFPA	UNFPA
Nutrition	UNICEF	UNICEF
Education	UNICEF	UNICEF

	Save the Children	Save the Children
Community Restoration	UNDP	UNDP
Camp Coordination	IOM	UNHCR
Logistics	WFP	WFP
Emergency Telecommunications	WFP	WFP
Chair/coordinator	OCHA	OCHA

5.1 Government of Pakistan

National Preparedness and Response Mechanisms are outlined in the NDMA Monsoon Response plan, available at www.ndma.gov.pk. The overview plan is a strategic document, with all the operational plans reflected in the provincial plans, available at the same website address.

According to the NDMA plan, the triggers for response are as follows:

- *The respective DDMA/DDMUs are expected to manage and meet the requirements of mild to medium levels of disasters induced by monsoon hazards within the resources provided by the provincial governments.*
- *Disaster situations severely affecting a number of districts in Province would be managed by the respective PDMA and provincial governments. Provincial Governments shall keep ready to take on the initial caseload of worst case scenario, with their own mechanisms and resources.*
- *The Federal agencies will continue to perform their functions, roles and responsibilities; however, NDMA will mobilize and deploy its resources particularly the relief stocks available as "Federal Reserve" to assist in the relief operations, where provincial resources fall short of meeting relief needs.*
- *Armed Forces may be involved and requested for assistance by the respective district / provincial / national level disaster management authorities at any stage, particularly for rescue, evacuation and emergency relief phases, in respective affected areas.*
- *Contingency planning will address one month immediate humanitarian needs of relief goods. During this period the response strategy based on actual scale, magnitude and location of disaster would be developed and a coordinated response will be mounted.*
- *The international community and the United Nations system would only be requested for assistance in case of the escalation of the situation beyond National Government's capacity to manage with its own resources.*
- *The overall coordination role would rest with NDMA, which is engaged with UN to workout pre-defined coordination mechanisms, incase international assistance is requested.*

The plan also contains details of the roles and responsibilities of the various stakeholders within Government who play a role during crisis response, specific to hydrological emergencies (pages 21-26).

The NDMA role is clarified as follows:

NDMA Certain key powers and functions of the National Disaster Management Authority, spelled out in the National Disaster Management Act, 2010 are as follows:

- *"acts as the implementing, coordinating and monitoring body for disaster management;*
- *Co-ordinates response in the event of any threatening disaster situation or disaster;*

- *Lays down guidelines for or give directions to the concerned Ministries or Provincial Governments and the Provincial Authorities regarding measures to be taken by them in response to any threatening disaster situation or disaster.*

(Reference section -9 (a) (f) & (g) of NDM Act, 2012)

5.2 Inter-Agency Standing Committee (IASC)/ Humanitarian Country Team (HCT)

On behalf of the IASC at the global level, the Emergency Relief Coordinator (ERC) appointed the UN Resident Coordinator (RC) as the Humanitarian Coordinator (HC) in Pakistan in 2005. This led to the formation of an IASC Humanitarian Country Team (HCT) in 2009, with membership from the UN humanitarian system members, INGOs and inter-national organizations, such as IOM and the Red Cross and Red Crescent movements. The HC is the Chairperson of the HCT, with OCHA as the formal secretariat. Guided by the IASC recommendations at the HCT confirm the cluster arrangements and leadership for the 2012 planning are as indicated above in the Cluster Coordinator matrix.

Transformative agenda

“The Inter-Agency Standing Committee (IASC) in 2005 to improve the effectiveness of humanitarian response through greater predictability, accountability, responsibility and partnership. Emergency response capacity has been reinforced at the global level according to an agreed division of labor. However, challenges remain in deploying adequate leadership; putting in place appropriate coordination mechanisms at various levels and ensuring clear mutual accountabilities as evidenced by several major disasters over the past years. Furthermore, the application of the cluster approach has become overly process-driven and, in some situations, perceived to potentially undermine rather than enable delivery.

In light of the growing recognition of the weaknesses in the multilateral humanitarian response, the IASC Principals decided to review the current approach to humanitarian response and make adjustments, building on the lessons learned in 2010 and 2011. Based on an analysis of current challenges to leadership and coordination, the IASC Principals agreed in December 2011 to a set of actions that collectively represent a substantive improvement to the current humanitarian response model. Detailed information on agreed actions is available in the Chapeau and Compendium document.” (source <http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-template-default&bd=87>)

As required, sub-clusters and technical working groups will be commenced, or continued (if still in existence) and dissolved as required. For example, thematic working group on Assessments and Monitoring will be maintained as long as it is appropriate. The NGOs and IOs are invited and involved in all coordination fora and levels, as part of the commitment to partnership.

5.3 Linkages between Clusters and Government Ministries/Departments

As yet the defined counterparts have not been agreed. Some clusters, for example the Health Cluster, have a natural counterpart. However, others such as Protection, there are a division of labour for the issues between different Government bodies. Following the devolution of power to the provinces through the 18th Amendment, neither the Ministry of Education nor the Ministry of Health have a Federal base. The table below will be completed, if there is an activation of the plan.

5.4 Protocols of Response

5.4.1 Protocol of Response to Early Warning in Alert Phase

At the agency level, immediately upon receipt of a warning of an imminent threat (e.g. cyclone/storm surge, flood etc) from any source and working with the One UN SPA3 Early Warning System partners, OCHA and or the heads of agencies will:

1) Contact the UNRC/HC Office and other principal partner organizations to:

- Confirm the threat
- Obtain additional information to verify facts
- Coordinate preparatory actions
- Activate existing agency emergency teams
- Inform respective agencies' regional offices and HQs
- Post an alert via the virtual OSOCC, and request for UNDAC support, if required.

2) Contact any agency staff in the areas concerned, preferably the emergency focal point to:

- Exchange information, in particular related to the humanitarian impact, and of any pertinent security concerns;
- Arrange for them to take appropriate precautions for their own safety and the protection of facilities and properties (communications, vehicles, stocks) of the agency to the extent possible;
- Agree on arrangements for initial on-the-spot assessment or investigation;
- Assess and report if or when an emergency does occur;
- Ensure all assessments (rapid or otherwise) are inclusive of the cross-cutting issues referenced above (DRR, gender, age, protection, HIV/AIDS, disability, etc);

3) Put all necessary agency staff on standby for response.

4) Check the readiness of telecommunications, logistics and information management systems.

5) Assemble basic information on the threatened areas and up-to-date information on transport and stocks of agency supplies.

6) Inform the RC/HC Office, the agency headquarters and regional office and other offices concerned of the action taken by the country office, including information on the action taken by the Government and others, if available.

7) A HCT representative will join the National Monsoon Monitoring Team, to share information, gain understanding of the evolving situation and will pass this information to the HCT, as relevant.

At the inter-agency level, the RC/HC, upon receipt of the warning, will:

- 1) Alert OCHA Geneva HQ (and CRD New York) to activate the emergency communications system for verifying and monitoring the hazard and general situation. This also includes initiating and maintaining communication, exchange of information, and coordination among HCT members.

- 2) Appoint a media contact and spokesperson representing the HCT/UNCT, and serving the Humanitarian Communication Group and HCT members
- 3) Communicate with Government to gather their understanding of the situation and offer the support of the humanitarian community.
- 4) Inform HCT members in the country about the imminent threat and ask to share any other relevant information obtained by them from the Government and the field.
- 5) Ask HCT members for periodic updates on the actions taken by their respective agencies in response to the warning.
- 6) Inform the Cluster Lead Agencies and Cluster/Sector Coordinators of the imminent threat and ask to share any relevant information obtained by them from their diverse counterparts.
- 7) As deemed necessary, convene a HCT to discuss and define the appropriate inter-agency Preparedness response and phased interventions, including resource requirements, in anticipation of a disaster scenario.
- 8) Assess the need for additional human resources support staff.

5.4.2 Protocol of Response during Emergency

At the agency level, during an evolving emergency, the heads of HCT members, which includes national and international NGOs representation will:

- 1) In collaboration with the RC/HC/Designated Official, declare the situation an emergency and activate the Preparedness plan and emergency procedures.
- 2) Establish the situation and safety status of staff. Report the situation to relevant headquarters and regional office.
- 3) Report periodically the emergency situation as it develops (situation report) to the RC/HC and/or OCHA and the agency headquarters and regional office. The first report should provide available information about the emergency situation, indicate next steps, advice what assistance is urgently needed, define how to maintain contact, and decide when the next report is to be expected. IASC members with existing field presences in the affected areas will be crucial in providing advice on the operational situation, local responses etc.
- 4) Keep the Cluster Coordinators updated on progress and requests for Cluster response.
- 5) Monitor the performance of staff with respect to their assigned emergency response roles and responsibilities. Pay special attention to stress and fatigue and establish and maintain a work schedule.
- 6) In coordination with the RC/HC, adhere to policies for media and information management and policies for the dissemination of press releases, participate in press conferences, contribute with sharing of photos and video footage etc.

- 7) In collaboration with the RC/HC, undertake assessments, information gathering, coordinate the required response, write and submit proposals for inclusion for a response plan and CERF, if required, ensuring the coherence and focus of phased interventions.
- 8) Manage technical and financial inputs relating to emergency response operations. Assign additional resources to support the operation as necessary and available.
- 9) Follow up constantly for any immediate support needed from agency headquarters, and ensure that the RC/HC (or Designated Official) is constantly updated on progress and constraints in emergency response interventions.
- 10) Release staff members who are part of the Assessment Technical Team to be dedicated to the required assessments.

At the inter-agency level, the RC/HC, during a declared emergency, will:

- 1) Offer humanitarian assistance or any necessary support to the Government, as requested or deemed proper.
- 2) Declare the situation an emergency and activate Inter-Agency Preparedness and Response Plan and the standing emergency procedures in consultation with the HCT as well as the ERC/IASC at Global level.
- 3) Report the emergency immediately to the UN Headquarters (UN Emergency Relief Coordinator in New York) OCHA, who will advise other relevant agencies, furnishing all Heads of Agencies. Maintain regular communication with these agencies, constantly reviewing information, priorities and needs.
- 4) Keep as close coordination as possible with Government officials (NDMA, PDMA, FDMA, MoFA, EAD, OPM, etc) and gather information available from them. Inform them the HCT has initiated a disaster response plan.
- 5) Activate the emergency operations procedures and call a HCT immediately. If necessary, call a UNCT and an SMT.
- 6) Monitor the performance of agencies, clusters and staff with respect to their assigned emergency response roles and responsibilities. Pay special attention to stress and fatigue and establish and maintain a work schedule.
- 7) Manage technical and financial inputs relating to emergency response operations. Assign additional resources to support the operation as necessary and available.
- 8) Regularly brief all stakeholders on the status of response operations.
- 9) In collaboration with the HCT members, coordinate with the Government focal agency, UN Headquarters and regional offices, international agencies, donor communities and civil society.
- 10) In collaboration with the HCT members, mobilize emergency funds through various channels, including CERF and an updated SRP, if the response so requires, and the Government approve.

11) In collaboration with the HCT members, facilitate conducting emergency assessments (including all cross-cutting issues), preparation and submission of situation reports and consolidated appeals. Invite members from OCHA/UNDAC for assistance, if necessary, to strengthen the HCT situation analysis and resource mobilisation. Assessments may be done jointly with the Government, depending on the requirements.

6.0 Cluster/ Sector Response Plans Summaries (Full Cluster Plans in the Annex)

Education

Mapping Education partners; Establishment and maintenance of an appropriate humanitarian coordination mechanism; Promote emergency preparedness activities, eg, INEE training; Develop common Rapid Assessment tools; Ensure adequate Preparedness planning and preparedness; Facilitate mapping of warehouses, transportation and communication mechanisms at townships; assessment of available resources (human, financial, logistics etc); Take stock of various types of existing training manuals, modules, handouts etc; Assess the capacity of the partner organization to identify the needs; Develop agreed response strategies and action plans; Draw lessons learned from past activities and revise strategies accordingly; Identify core advocacy concerns; Advocate with donors to fund education in emergency; Mainstream Disaster Risk Reduction (DRR) in primary and secondary schools. Restore normalcy in the lives of children, provide safe access and improved quality of education (including early learning, formal and non-formal education opportunities) in emergency situations in collaboration with partners and cross sectoral stakeholders. Linkages with other sectors and cross cutting issues to ensure the minimum quality of education services delivery for affected population.

Emergency Shelter

Reduce vulnerability and support resilience of affected populations by providing basic emergency shelters and NFIs necessary to ensure the survival of disaster affected people, in a dignified manner, and prioritizing the most vulnerable populations; Identification of emergency shelter actors and an assessment of their capacities; Identification of safe emergency shelter settlement locations with basic facilities; Pre-positioning of Tarpaulins and ropes and distribution of erecting guidelines; Coordinate with WASH sector for provision of wash facilities as well as with other relevant sectors including Nutrition, Food, Health, Education, Protection, Livelihoods, and ensure the mainstreaming of cross-cutting issues; Set up/strengthen mechanisms for coordination and information sharing; Train on Do No Harm, Protection and Human Rights/human values in Emergencies; Set standards for emergency shelter kits and NFI packages; Formulate a strategy on emergency shelter and revisions; In close coordination with the CCCM sector to design and provide suitable support infrastructure for displaced settlement.

Emergency Telecommunications

Increase timeliness and effectiveness of humanitarian response for saving lives in the event of a disaster by ensuring provision of efficient and reliable communication services to humanitarian community; To organize and setup the Telecommunication Coordinating WG in country; To propose/setup a reliable communication link among IASC Agencies; Prepare budget proposal; seek funding; Procurement and

importation of the equipment; Pre-position/maintain the equipment; Provide emergency telecommunication trainings for national ICT workers; To get a UN countrywide frequency license from the government; Update/Maintain the countrywide contacts list, including call signs and cell numbers; To provide security telecommunication services; To provide data communication (Internet) services.

Food Security

The Food Security Cluster aims to save lives, avert hunger, protect rural livelihoods of those affected by disasters and initiate early recovery activities to enable these populations to rebuild their livelihoods; provide immediate life saving food assistance in the relief phase; Prevent deterioration of nutritional status for young children. Protect and preserve livestock assets, as well as restore food security and livelihoods; Baseline data compilation and stock taking; Mapping of coverage of services & production of food security atlases; Preparation of assessment forms & formation of IA rapid assessment teams; Establish coordination, information management and communication system within the expanded thematic/working group on food security; Training on emergency response; Carry out IA food security assessments; Prepare common guidelines for cash related assistance; Ensure availability and access to ready to eat rations.

Identification of stakeholders in states / division, capacity building, mainstreaming crosscutting issues in assessment and monitoring tools, build relations with government and other stakeholders, raise awareness on existing DRR plans, MAPDRR and other response plans, stock taking of available expertise for specified aspects of emergency assessments, identification of available existing pre-positioned stocks with stakeholders and periodic updating of the record, undertake tabletop simulations, communicate lessons learnt from flood response.

Health

The health cluster aims to support Government of Pakistan life saving efforts to promote and protect health and well-being of the affected population thereby minimizing mortality, morbidity and disability during a declared emergency by the UN and Government of Pakistan; To ensure provision of timely, holistic, appropriate, equitably distributed health services including comprehensive primary health care through mobile & static clinics; Workshops on cluster approach and DRR; Pre-positioning and stock-piling of medical supplies and equipments, and centralize an interagency stock database; Identification of referral facilities; Ensure provision of RMNCH services, Transfer of skills and knowledge to national partners; Strengthen EPI; Mapping of available human resources, and emergency response capacity, and disease surveillance network; Make available WHO and national guidelines; Strengthen collaboration with national and local health authorities; Enhance / build the capacity of community psycho-social support; Ensure government policy in place and shared in emergency importation procedures; Dissemination of IASC Guidelines for HIV/AIDS Interventions in Emergency Settings; Joint public health information and education campaigns with authorities;

Logistics

Ensure a coordinated and effective logistics response to a future disaster in Pakistan and to provide Logistics services where clearly identifiable gaps exist; Coordination meetings with Cooperating Partners; Establish rosters of service providers; Share SOPs for warehouse management, transport, etc; Update Logistic Capacity Assessment; Maintain standby partner list; Update the emergency inventory from regional depot; Provide Emergency Response Training to focal points; ensure prepositioned emergency stocks in Pakistan can be deployed within 24-48 hours.

Nutrition

Mapping of partners and types of nutrition activities/ interventions; draft a Terms of Reference for the cluster; Identify Nutrition related expertise available in-country and prepare a HR roster; training of BHU staff, MoH and NGOs in Nutrition Emergency Response; Pre-position supplies; Adapt generic tools recommended by Global Nutrition Cluster; maintaining coordination mechanism; collect baseline data. Reduction in mortality and morbidity by timely identification and appropriate management of acutely malnourished children and pregnant & lactating women (PLW). Strengthen capacity for effective implementation of nutrition interventions; ensure effective and timely implementation of nutrition interventions through enhanced coordination and information gathering; monitoring of trends and status of malnutrition in the target population.

Protection

The key objective is to ensure any response to natural and complex disasters in Pakistan protects the fundamental rights of those affected particularly the most vulnerable persons and groups in an emergency situation. Setting up a nation-wide Protection Working Group; Identify/recruit relevant expertise; Setup relevant taskforces; Ensure emergency interventions address the most vulnerable and the persons with specific needs; Compile and develop common protection training and capacity building tools and strategy, as well as monitoring and assessment strategies and tools; Develop an emergency preparedness Family Dissemination of protection guidelines to all national and international stakeholders, including trainings on mainstreaming protection into disaster risk reduction; Review of national legal/policy frameworks related to protection and continued support to the government for the formulation of national action plans; Set up/enhance protection referral systems; Pre-position kits in areas at risk; Establish/reinforce community based protection mechanisms; Inter-agency protection monitoring and assessments; conduct activities guided by the principles of “do no harm” and “non discrimination” on the basis of race, national, ethnic origin, disability or ability, language or gender”; Advocacy towards national and international stakeholders. This needs to be in line with the core humanitarian principles, in accordance with international human rights and humanitarian law and frameworks, as well as with the national legislative framework of Pakistan and the obligations undertaken by the Government of Pakistan.

Child Protection – Sub-cluster: Support the protective services for children and women in hosting areas and in camp settings.

GBV – Sub-cluster: Works in both off- and on-camp settings to provide protective services, including effective prevention and response mechanisms for GBV survivors, and ‘women-friendly spaces’ created to allow a spectrum of services be offered to women and girls.

Water and Sanitation

Building Preparedness planning Stockpiles; Training of staff and volunteers at various levels; Hazard Mapping; Rehabilitation / maintenance of communal water sources; Improving community hygiene and sanitation facilities; Capacity building of CBOs; Proposal writing and fundraising; Draw up transport logistics; Government Liaison; Ensure access, with minimum distance, to safe water facilities to women and children, and those with disabilities, in particular is provided based on sphere minimum standard; Ensure all equipment and facilities are provided and people are empowered to maintain the cleanliness of HH/communal sanitation in areas they reside; Ensure that affected people are provided with basic hygiene skills & supplies and are properly informed, based on their specific hygiene needs, including inclusion based on ability needs, on behaviour practices related to water, sanitation and hygiene that mitigate risks, hand washing in particular; Ensure effective coordination among implementing partners is enhanced, duplication and overlapping is minimized with actionable information sharing mechanism put in place. Reduction in mortality and morbidity within affected population through implementing a timely response program that will provide adequate and essential WASH services.

7.0 Preparedness to Readiness Actions

7.1.1 General Actions

- 1) Ensure the development, implementation, review and continuous updating of the HCT Preparedness and Response Plan in the light of current developments and concerns - OCHA
- 2) Define and implement emergency related policies in collaboration with the HCT and agency headquarters - IASC
- 3) Ensure the development, implementation and continuous updating of agency-specific emergency preparedness and disaster response plans - IASC
- 4) Upgrade the disaster management capacity of all staff involved in the emergency planning process - IASC
- 5) Maintain high levels of staff awareness and emergency preparedness through regular referral to disaster management issues - IASC
- 6) Define policies for media and information management and preparation of press releases – RC/HC
- 7) Prepare formats for the HNO, SRP, and CERF - OCHA
- 8) Ensure agency headquarters and regional offices are aware of the inter-agency collaboration and integrated focus for response operations and have updated copies of the Preparedness plans – RC/HC / OCHA
- 9) Maintain communication channels and interaction with Government counterparts – RC/HC / Agencies.

- 10) Provisional MOUs in place with partners to speed up implementation.
- 11) Contingency agreements in place with suppliers for speedy procurement.
- 12) Capacity Building Project: The interagency project under the HCT to help local authorities and NGOs to enable a timely effective crisis response.
- 13) Training and capacity building initiatives, including to ensure inclusion of vulnerable people, eg those with disabilities, through adaptation of assessment, monitoring and evaluation tools.

7.1.2 Summary Sector Preparedness Actions

Cluster preparedness and response plans detail the actions taken to prepare for any pending crisis. These details are continued in the Annex.

7.2.1 Safety and Security

The Designated Official for security (the DO is the RC/HC) through the UN Department of Safety and Security (UNDSS), and the Field Security Coordination Officer's deployed throughout the country (FSCO) are responsible to ensure UN staff safety and provide security liaison support with the NGO community in all stages foreseen in the emergency programme. The FSCOs will network with security focal points of the UN Agencies, government officials and NGOs to contribute towards a coordinated response to ensure that emergency operations can be undertaken in as safe and secure manner as possible. The DO through the Chief Security Adviser maintains direct contact with HQ of DSS and UN Agency levels.

A communication tree exists among the UN/NGO security community to ensure communication of security messages on staff safety. The FSCO is part of that communication tree which ensures linkages between the UN security system and the NGO community. However, every NGO is expected to follow its own organisational safety and security procedures within and linking with the IASC.

7.2.3 Information Management

The Pakistan Inter-Agency Information Management working group ensures the maintenance of a set of key data and information products useful for cluster and humanitarian community for analysis of situation and reporting of the response. In the event of an emergency, relevant products and services will be developed with a focus on the emergency-specific relief activities (contact list, meeting schedule, emergency-specific "Who does What, Where, When" (4W) products, thematic and base maps, etc.) and disseminated to humanitarian actors involved in the relief efforts. Customized products may be developed according to stakeholders' needs. OCHA IM along with IMWG will prepare plan for relevant training and orientation sessions for humanitarian community. IMU will provide technical support on CAP, response reporting, analysis of funding in case of triggered emergency.

The responsibility for ensuring appropriate information management (IM) needed for an effective and coordinated intra-cluster/sector response rests with the Cluster/ Sector Lead Agency while the OCHA IMU is responsible for the inter-cluster response.

7.2.4 Assessments

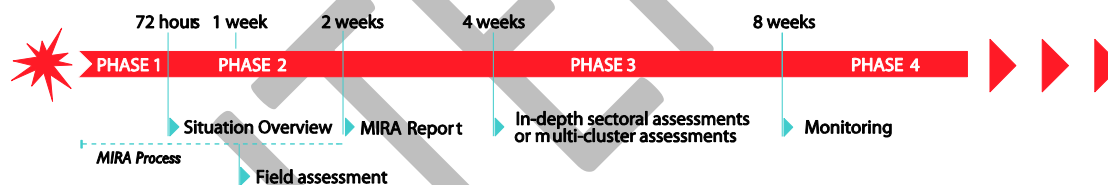
The Assessment Working Group, co-chaired by NDMA and UN OCHA, has developed and adopted an Assessment and Monitoring Framework as a common and consistent framework within Pakistan as well as in-line with global guidelines, enabling trends over time and between locations to be better analysed and acted upon. The coordinated approach includes:

- Defined cluster-level indicators are developed to be monitored all through the emergency and early recovery phase;
- Standard Operational Procedures (SOPs) and guidelines for ensuring comparability and consistency in needs data collection;
- Monitoring component, including alignment with reporting mechanisms, to track changes of needs.

The Multi-sector Initial Rapid Assessment (MIRA) is the first step of the Assessment and Monitoring Framework and is designed to identify strategic humanitarian priorities after the onset of natural disasters or complex emergencies:

- Within 72 hours, a situation overview based on primarily secondary data and other sources (i. e. remote sensing)
- Within 7 days carry-out a field assessment on community level to identify needs and priorities of the affected and vulnerable population.

Figure 1. Assessment & Monitoring Framework including MIRA phases



The MIRA should be comprehensive and allow a robust identification of humanitarian priorities, including:

- Identify the scale, extent and nature of the disaster
- Planning of search and rescue activities; also camp management
- Determination of priority areas and assist in the planning and deployment of resources
- Identify gaps in response and rescue.

Additional, the MIRA will

- Relate the specific event to the Preparedness and Response Plan scenarios, secondary data and any available Government assessments that have already been carried out.
- The field assessment should identify needs to at least Admin 2 level (District) with statistical significance.

The MIRA is developed in collaboration between the government through NDMA and the humanitarian community with the aim of sharing one common methodology and assessment tools for coherent needs data collection in any emergency. The MIRA will be integrated in the National Disaster Response Plan.

Following the MIRA, clusters will commence their detailed needs assessments, which will be technically directed to gather information for each specific response. The detailed needs assessment methodology depends on each cluster, their resources and needs. Information from a variety of sources will inform the cluster response strategy.

Once programmes are in place, cluster will monitor and report on the response, impact, and gaps. Each cluster will define indicators as part of their response strategies, and clusters will be requested to report against indicator.

7.2.5 Public Information Strategy

The international humanitarian community globally, and in Pakistan, is committed to transparent and accountable public information dissemination for a timely and efficient mobilization of humanitarian responses. All IASC members are subject to their respective policies on media and public information. Decisions of the IASC will not compromise members with respect to their own policies. In case of the onset of a large scale disaster, a key media/PI focal point should be appointed by and report directly to the RC/HC.

The PI Focal Point will further coordinate with the various agency/organization PI focal points including UNIC on issues such as dissemination of press reports. Each Cluster Lead will identify a Cluster PI focal point. Cluster focal points should preferably also identify qualified national staff, familiar with media response and policy matters, to be able to respond to local and foreign media in the Pakistan language. A core PI Emergency Working Group consisting of Cluster PI focal points, UNIC and alternatively also other INGO/UN agencies should be set up immediately. The focal points should ideally be available via telephone 24/7.

7.2.6 Resource mobilization

There are several options of resource mobilization that include updating of the SRP based on assessment, Central Emergency Response Funds "CERF" (rapid response, loan facility), the Emergency Response Fund (see below), bi-lateral agreements, and the use of portions of Long Standing Funding Arrangement by most UN Agencies, INGOs and Red Cross partners.

7.2.7 Emergency Response Fund – ERF

The ERF in Pakistan predominantly funds NGOs, but is available for UN System members. The allocations are relatively small compared with the CERF and provide small- to medium-size grants. Funding decisions are taken by the Humanitarian Coordinator (HC) and the Humanitarian Country Team, after a thorough consultation and prioritization process, which includes the clusters. The HC oversees the ERFs, while OCHA provides the day-to-day management and financial administration of the Funds.

Toolkit

All documents, templates, guidance required for emergency response are collected and available online at <http://pakresponse.info/Preparedness/HumanitarianToolkit.aspx>. This toolkit is also available on a compact disc for those with limited internet access.

INTERNAL