

**National Plan of Action
for the
Rehabilitation of the
Most Vulnerable Population
affected by the Earthquake of
8th October, 2005**

Preparation of National Plan of Action For the Rehabilitation Most Vulnerable Population

1. Background

The recent devastating earthquake in Pakistan has had life threatening and severe long term consequences for the affected population in Azad Kashmir and NWFP. The most vulnerable population who suffer the most in all circumstances, have been the worst affected in this disaster.

Displaced populations are all vulnerable due to dislocation and dispossession. Amongst them, the ones who are more at risk are: resource poor families and individuals; those who are illiterate; those who are located in hard to reach areas; minority ethnic and religious groups; and, those who suffer from disability. The earthquake in NWFP and AJK has increased the vulnerability of these groups in terms of access to relief goods, social and economic instability and risk of increased crime. They face additional difficulties in rebuilding homes, poor general security especially in camps, exposure to new health risks, and challenges for securing the full realization of their human rights particularly their legal rights.

The most vulnerable groups refer to are generally: children (including separated, unaccompanied and orphaned), adolescents (girls and boys), women (including widows), single heads of households (male and female), and the elderly (both women and men) and those with disabilities. The immediate need is for meeting their basic survival and psychological needs, as well as to ensure their rapid rehabilitation and resettlement in their own communities, so that their lives can return to normalcy as soon as possible.

2. Most Vulnerable Groups

- i. Children:** Thousands of children (approximately.....) have been directly affected by the earthquake and have been separated from their parents and families and face disproportionate risks to protection and care needs. Groups particularly at risk are children with disability, unaccompanied minors and orphans residing with relatives or separated and children residing with single parents and parents who have disabilities. Specific risks include, neglect, abduction, sale and trafficking, sexual abuse, exploitation including forcible beggary, and child labour as well as a range of psychosocial difficulties. In all circumstances, girls are generally worse off.
- ii. Adolescents and Youth:** The affected youth population accounts for approximately % of the earthquake victims and presents a major cause of concern. Particularly at risk are the out-of-school youth who are vulnerable to becoming targets of high risk behavior, physical violence, drug use, STI and HIV infection, exposure to crimes and sexual and economic exploitation. While both

girls and boys are vulnerable to abuse and exploitation, girls face far more risks of sexual violence including rape, trafficking, forced marriage, unwanted abortions and pregnancies.

- iii. Women:** It is estimated that approximately one and half million women and girls, of which about 1 million are in the reproductive age have experienced the trauma of the earthquake and are now surviving without male family members and living in improvised shelters or tented villages and camps. They are facing a daily challenge of not having easy or equal access to basic services and relief supplies, health facilities, safe shelters, and economic services. There is increased vulnerability to violence, abuse and trafficking and higher risks for STI and HIV/AIDS infection. The psychosocial well being of women and girls has been deeply damaged with increasing incidence of depression, mental illness and risk of suicide. Several thousands pregnant women and adolescent girls will need access to immediate, safe and comprehensive maternal and reproductive health services. Women's participation in camp management and decisions making is lacking, resulting in further vulnerability to abuse and exploitation, as well as exclusion from critical resources and entitlements - both immediate and long-term.
- iv. Single headed Households:** Women headed households suffer additional vulnerability due to socio-cultural norms that impact their mobility, economic insecurity, access and rights and adversely affect the protection of their children. Young widows in particular face higher risks of abuse and sexual exploitation. Male headed households are also vulnerable due to the absence of women to fulfill traditional care giving roles, and the consequent neglect and risks for children as well as limited structures to support their psychosocial needs.
- v. The Elderly:** Fragile health and mobility, neglect and abuse are factors that increase the vulnerability of elder women and men who have been displaced and separated from their families and communities. They face additional challenges of becoming resource poor and sometimes destitute due to the loss of family support and protection.
- vi. People with disabilities:** Thousands of children, youth and adults have suffered serious injuries leaving them with life long disabilities. Children and women are more vulnerable to neglect and exploitation and no long term family support in addition to the absence of resources for extended treatment and rehabilitation.*

* Please refer to Annexure 1 on "Assessment and Registration of and Follow-up-Mechanism for the Vulnerable Population" and Annexure 2 on "Protection and Vulnerability Factors" for further details.

3. National Policy and Plan of Action for the Rehabilitation of the Most Vulnerable Population

In order to ensure a coordinated and consolidated response for the rehabilitation and protection of the most vulnerable population, by all partners, national and international, it is critical to prepare a National Plan of Action that addresses the immediate as well as the medium to long term needs of the children, women and men who are most at risk in the affected areas. This will be prepared taking into account the National Plan of Action for Children prepared by the National Commission for Child Welfare and Development (NCCWD) and approved recently by the Prime Minister, in addition to all the relevant recent work undertaken by different Ministries and Partners for the Most Vulnerable Population affected by the recent earthquake.

Rationale: There are currently a wide and diverse range of interventions in the emergency response to address the protection needs of the vulnerable population. Despite best efforts, there are gaps in coordination and planning, isolated initiatives and duplication of efforts and limited collective monitoring of data. There is an urgent need to set up a National Plan that presents a clear vision and goal for the protection of vulnerable populations and leads the way forward with a national plan of action and a national strategy. This will create an enabling and systematic framework to: facilitate coordinated actions by all concerned agencies both national and international; and, avoid existing gaps in addressing the critical needs of the most vulnerable populations.

4. Proposed Actions

It is proposed that:

- i. A high level inter-ministerial Task Force is established with immediate effect with the mandate to prepare the National Policy and Plan of Action for the rehabilitation of the most vulnerable population affected by the disaster.
- ii. Technical Working Groups: The Task force will set up a select number of Technical Working Groups to address the issues of priority vulnerable groups. Each working group will include participation of relevant ministries, professional associations, NGOs, international partners and technical experts.
- iii. Expert Advisory Panel: The Task Force will nominate and appoint a panel consisting of a small group of senior technical experts to guide and provide technical expertise in the preparation of the National Policy and Plan of Action including the monitoring and coordinating mechanism. These experts will play an advisory role for the Technical Working Groups and the Task Force as required.

5. Time Frame

The Task force will work full time with the support of the technical groups and would aim to complete its assignment by the end of Mid- March 2006

6. Management

The Task force will work under the over all guidance of the Minister of Social Welfare, with lead accountability with the Secretary, MOSW.

A Secretariat would be set up in the MOSW with full time professional staff members.

7. The National Plan of Action(NPA)

Once finalized the NPA will be shared by the Minister of Social Welfare initially with the concerned Ministries and subsequently with the Cabinet for approval. The mechanism for monitoring the implementation of the Plan and for ensuring coordination of different activities will be developed as a part of the planning process and reflected in the NPA.

8. Proposed Membership of National Task Force

i. Membership

The Task Force would be set up by the MOSW and chaired by the Minister of Social Welfare. It will include high level representation (Joint Secretary Level) from FRC, ERRA the Ministries of Health, Education, Women's Development, Interior and Finance, as well as the concerned Provincial departments and that of AJK. The Task Force will also include representation of relevant national NGOs, and international partner agencies.

ii. National Task Force

Chair: Minister, MOSW

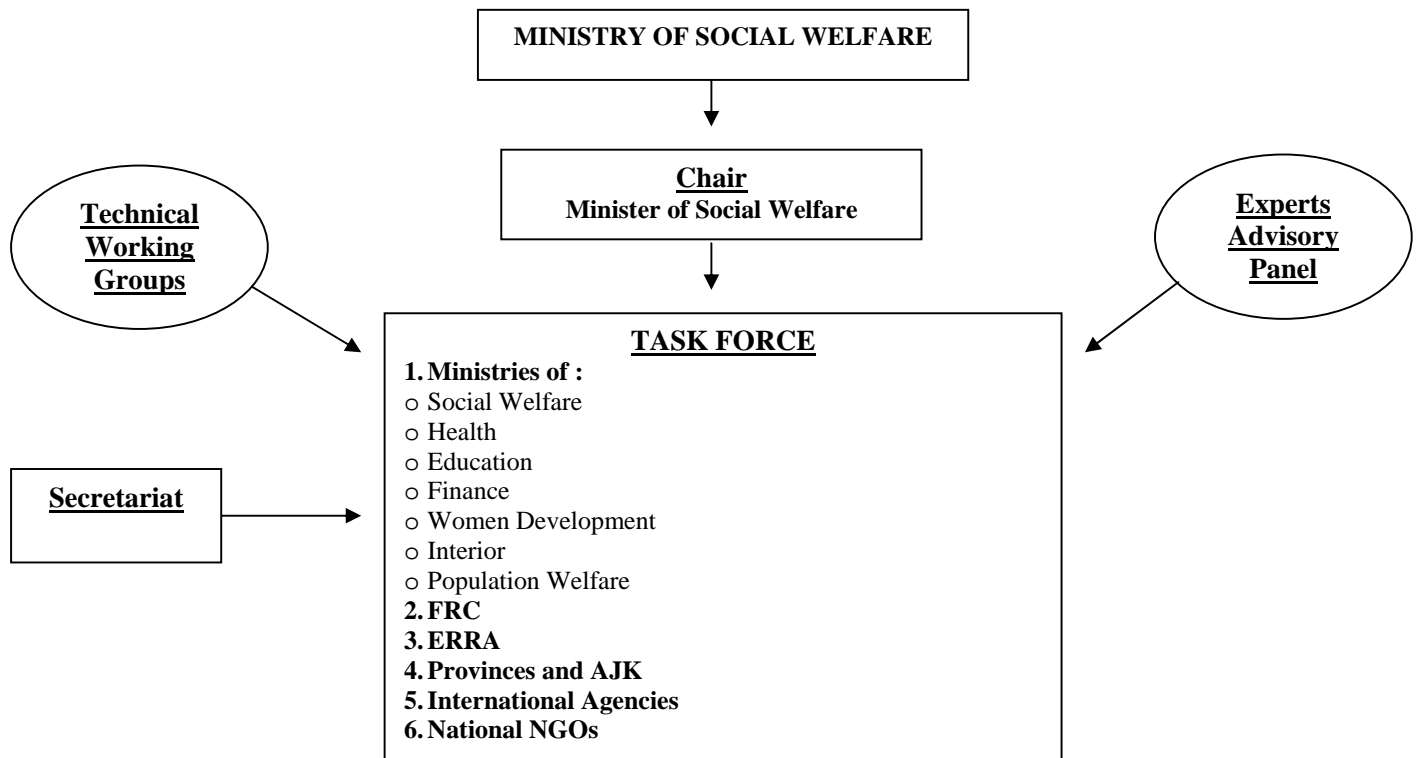
Secretary: Secretary, MOSW

Members:

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| 1. Federal Relief Commission (FRC) | Representative |
| 2. Earthquake Relief and Rehabilitation Authority (ERRA) | Representative |
| 3. Ministry of Health | DG |
| 4. Ministry of Education | DG |
| 5. Ministry of Women Development | DG |
| 6. Ministry of Finance | DG |

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| 7. Ministry of Interior | DG |
| 8. Ministry of Population Welfare | DG |
| 9. Ministry of Social Welfare and
Special Education | Additional Secretary |
| 10. Social Welfare Departments AJK | Secretary Social Welfare |
| 11. Provincial Social Welfare Departments | Secretary Social Welfare |
| 12. Joint Action Committee for Emergency
Response of NGOs. | Head |
| 13. Protection Cluster UN Emergency
Response | Head |
| 14. Any other member appointed by the
Chairperson. | |

**Task Force for Preparation of NPA for Rehabilitation of the Most Vulnerable
Population**



9. Term of Reference : Task Force

- i. Review of the assessment and analysis of the situation of the most vulnerable population affected by the recent earthquake including magnitude and nature of vulnerability, disaggregated by age, gender and geographic locations (urban/rural, towns, districts and tehsils).

- ii. Identification and prioritizing of the needs for Rehabilitation and Resettlement of the most vulnerable population in the immediate, medium and long term addressing age, gender and location specific requirements.
- iii. Review of the current policies, available services and resources for meeting the protection needs of the most vulnerable populations and identifications of the priority gaps to be addressed.
- iv. Development of a National Plan of Action (including the required policy and legislation measures) to address the priority needs of the most vulnerable populations.
- v. Preparation of a budget for the National Plan of Action and a proposal to meet the required budgetary allocation from Government and Donors.
- vi. Formulation of a monitoring and coordinating mechanism to ensure effective implementation of the NPA. This will include data gathering, analysis and dissemination systems, and guidelines for all national and international partners, and frameworks for collation of age, gender and location specific information.
- vii. Ensuring Inter-ministerial coordination and inter-sectoral linkages for effective planning and implementation of NPA.

10. Proposed Technical Working Groups

- i. Registration, Rehabilitation, Recovery and Resettlement of unaccompanied, minor and orphaned boys and girls.
- ii. Protection, Rehabilitation and Resettlement of Women in particular, Widows and Single heads of households.
- iii. Rehabilitation of All people with disabilities.
- iv. Establishment of National Data Collection and Information Management System for the Vulnerable Population.

❖ NOTE

All technical Working Groups will be required to address the following cross-cutting concerns:

- Gender and socio- cultural norms and practices that impact identified vulnerable groups and contributes to additional vulnerability to neglect, discrimination, human rights, abuse and social exclusion.
- Analysis of all information and data by age, gender and location

- Cross-sectoral analysis of identified issues to ensure a holistic analysis and a comprehensive set of recommendations for the Framework of Action.
- All technical working groups will take into consideration the views and perspectives of the concerned vulnerable groups.

11. Terms of Reference for the Technical Working Groups

- i. Assessment and analysis of the magnitude and nature of the vulnerabilities and risks disaggregated by age, gender and geographic locations (urban/rural, towns, Districts, Tehsils).
- ii. Identification of the priority problems that need to be addressed.
- iii. Development of the most effective rehabilitation activities in the immediate and medium to long term with priority focus on community based possibilities.
- iv. Identification of different Partners at all levels that can support the identified activities.
- v. Development of a Framework of Action including critical staffing, supply and equipment and financial requirements.
- vi. Each Working Group to further detail out its Term of Reference (TOR) and working modalities.

12. Expert Advisory Panel:

Composition

- i. Parliamentarians
- ii. Experts on:
 - a) Human Rights
 - b) Islamic Jurisprudence
 - c) Disabilities expert
- iii. Others as needed

13. Terms of References for the Expert Advisory Panel

To provide expert advice on selected issues as and when needed

14. Secretariat:

Composition

- | | |
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| i. Senior MoSW officer | 1 |
| ii. Senior Technical Advisors | 2 |
| iii. Information and Data Management officer | 1 |
| iv. Secretarial Assistants | 2 |

15. Terms of Reference of the Secretariat

- i. To support the work of the Task force by preparing working papers on issues for consideration/decision.
- ii. To facilitate the functioning of the Technical Working Groups.
- iii. Supporting MoSW by calling meeting of the Taskforce, preparing minutes of meeting, ensuring following activities and coordination's with all relevant ministries/ partners.

PROCESS & TIMELINE FOR PREPARATION OF THE NATIONAL PLAN OF ACTION(NPA)

No.	PROCESS	TIMELINE
1	Establish Secretariat in MoSW	15 th January 2006
2	Set up Inter-ministerial Task Force	24 th December 2006
3	First meeting of Task Force	19 th January 2006
4	Establish Technical Working Groups	19 th January 2006
5	Establish Experts Advisory Panel	24 th January 2006
6	First draft from Technical Working Groups	30 th January 2006
7	Review by Task Force	10 th February 2006
8	Technical Working Groups reports and preparation of first draft of NFA by the Secretariat.	15 th February 2006
9	Review of first draft of NPA by Task Force.	20 th February 2006
10	2 nd Draft of NPA prepared by Secretariat with support of Technical Working Groups and Experts Advisory Panel.	26 th February 2006
11	Final Draft of NPA prepared by Secretariat and cleared by MoSW	28 th February 2006
12	NPA presented to the Ministries by MoSW for approval.	2 nd week -March 2006
13	Follow up consultation with Provincial Government	15 th March 2006
14	Implementation of the NPA	Mid- March 2006 onwards