

ONE YEAR ON 2011



UNITED NATIONS  
FLOODS RESPONSE

## ACKNOWLEDGEMENTS |

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**In memory of those who lost their lives, and in dedication to their families,  
and the millions of people across Pakistan who survived the devastating floods of 2010.**

## about the publication

The following publication is a UN overview of the 2010 floods in Pakistan.

The publication highlights some of the key features of the disaster, including the heavy monsoon rains in Khyber Pakhtunkhwa and Balochistan, and the sprawling mass of floodwaters across Punjab and Sindh.

It explains the destructive impacts of the floods that have affected some of the poorest people in Pakistan, and made the situation worse for many of the most vulnerable of society. After just five weeks the disaster was estimated to have affected over 18 million people across the country.

The publication also offers an overview of how the UN has continued to support the national response efforts in both relief and early recovery, spotlighting the different actions of the UN, going through the different sectors covered during the response, recognizing challenges and achievements, and outlining some of the general lessons learned.

And finally the report emphasizes the crucial necessity to continue supporting the flood-affected people of Pakistan in their recovery from the disaster, reaffirming the UN's commitment and advocating the international community to continue supporting recovery.

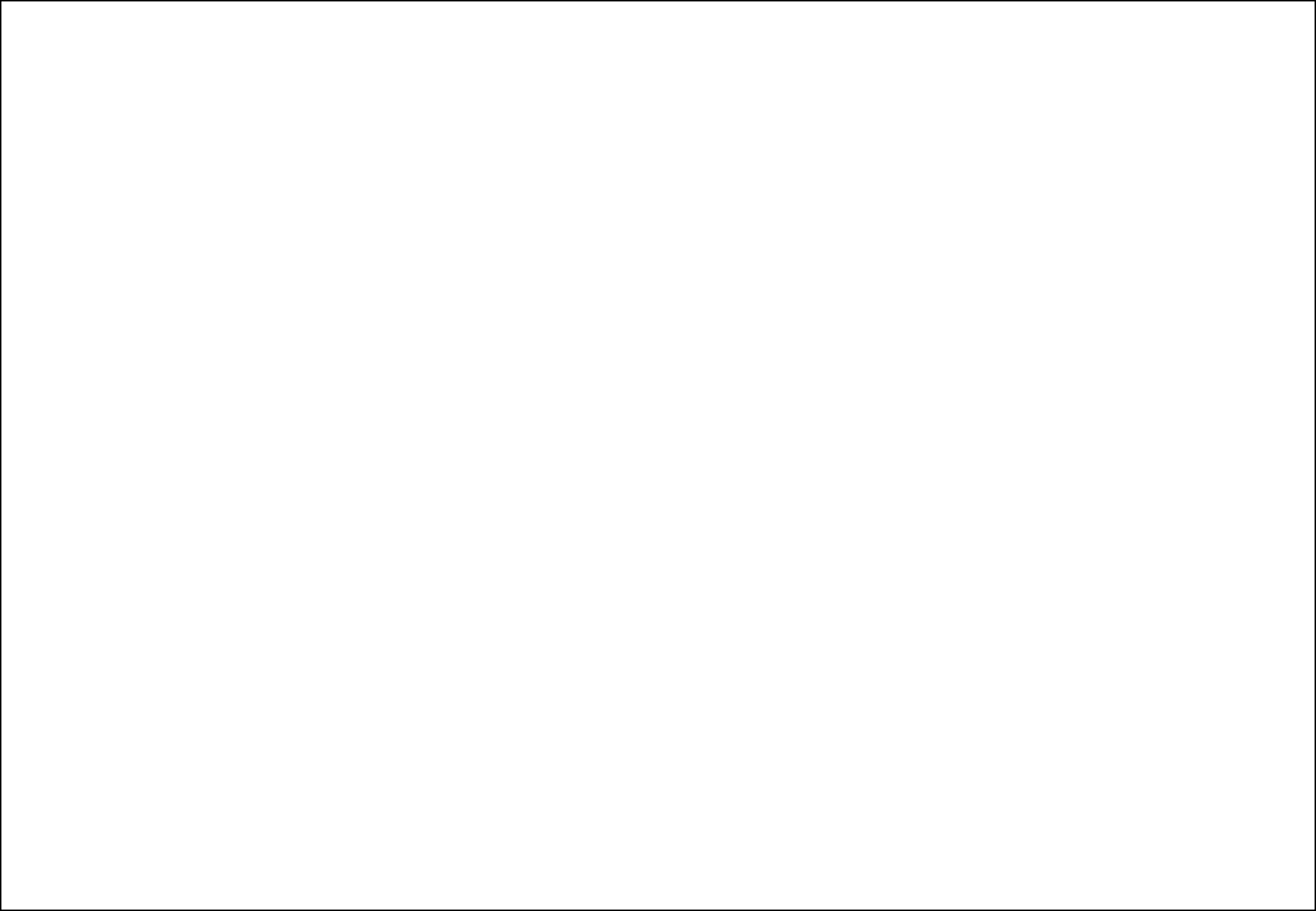
The publication was drafted and compiled based on a series of consultations with and contributions from a wide range of stakeholders, researching of key reports, assessments, analysis papers and other documents related to the floods and the response, and with the cooperation and support of the United Nations, the National Disaster Management Authority (NDMA), and other humanitarian actors in Pakistan.

Special thanks to all the individuals, agencies, and departments who have cooperated and supported the publication.



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## BY THE SECRETARY-GENERAL OF THE UNITED NATIONS

As Secretary-General, I have seen the misery of modern day poverty and the heartache of natural disaster. But I have also seen the power of the human spirit, the triumph of the human heart, and the resilience of communities.

I will never forget my visit to Pakistan last year when so much of the country was affected by what I called a “slow-motion tsunami”. As the monsoon rains persisted in the north, floodwaters flowed south, bursting riverbanks and devouring much in their path.

For many people around the world the scope and scale of destruction are difficult to comprehend. Vast tracts of land were ravaged by the floodwaters, forcing millions of people to flee their homes. Thousands of villages were washed away; communities and infrastructure were wiped out.

The floods compounded longstanding challenges and revealed deeper vulnerabilities. The enormity of the crisis demanded a global response. The United Nations General Assembly acted quickly to pass a resolution urging governments to offer support to more than 18 million people affected by the floods.

This report is an overview of the flood response one year on. It reviews achievements, confronts challenges, and draws lessons from the experience. It also reminds us that we must remain committed and continue to support the flood recovery.

Thousands of lives were saved because of the quick action of many actors, including Pakistani officials and individuals, the United Nations, and the humanitarian community. Together, we worked to avoid a second wave of disaster, mitigating the

escalated risks of disease and sickness that could have meant the loss of so many more lives.

Throughout this disaster, the people of Pakistan stood strong with a humbling determination to overcome. I took great inspiration from the courage, perseverance, and dignity of the Pakistani people with whom I visited and spoke. It is that same spirit that we must harness as we face the challenges ahead.

I pledge the continued assistance of the United Nations in the crucial work needed to help people rebuild their lives. Where there was a deluge of floodwaters, let there be an outpouring of support to reverse the damage and set Pakistan on course for a better future.

Ban Ki-moon







## BY THE SPECIAL ENVOY OF THE UNITED NATIONS SECRETARY-GENERAL FOR ASSISTANCE TO PAKISTAN

Following the devastating floods in the summer of 2010, the Secretary-General of the United Nations (UN) visited Pakistan on 15 August 2010 to collect firsthand impressions of the impact of this natural disaster of unprecedented scale and scope. I was present at the special session of the UN General Assembly held in New York on 18 August 2010 and I witnessed his strong call for solidarity.

The Secretary-General made a personal commitment to extend the fullest support by the UN to complement the extraordinary efforts that were made by the Pakistani people, the Government, and the Army. The Secretary-General called for a High Level meeting on 19 September in the margins of the UN General Assembly. I also attended that meeting. My appointment as Special Envoy on 27 September came right after these meetings and I assumed my functions in Islamabad on 6 October 2010.

I want to underline that I consider Pakistan as my second home. I feel very close to the Pakistani people. I received strong support, a warm welcome, and generous hospitality not only from the Government at federal, provincial, and district levels, but from all segments of Pakistani society. In my role to assist Pakistan in this particular period of unprecedented devastation after the floods, I did my utmost to strengthen the existing cooperation between the UN and Pakistan.

Since assuming this position, I have visited all flood-affected provinces. In the very first week of my new responsibility, I visited Dadu in Northern Sindh with my wife to witness the ongoing relief operations and I continue my visits now to see early recovery projects. In the course of the year I also visited Khyber Pakhtunkhwa, Punjab, and Balochistan to follow closely the efforts of the humanitarian community.

I must underline the courage, resilience, and strength of the people of Pakistan and the solid humanitarian support provided by different actors, including the Government at federal, provincial, and district levels, the Pakistan Army, and "private citizens," complemented by UN agencies, non-governmental organizations (NGOs), and bilateral donors. I must highlight the role of the National Disaster Management Authority (NDMA) and also the Provincial Disaster Management Authorities (PDMAs). The media also played a pivotal role in raising awareness of the severity of the crisis.

Likewise I like to reiterate the UN continuous and comprehensive commitment. Numerous high-level UN missions were undertaken. These high-level visits contributed to the generous support by the donors. The Pakistan Flood Response and Early Recovery Plan is the biggest ever appeal in UN history, amounting to US\$ 1.96 million, which is generously supported at almost 70 percent.

As we commemorate the occurrence of the floods one year ago, we acknowledge still more needs to be done. It is important to keep the momentum and to build on positives. We need to draw lessons from our work and how we can turn these into action to further improve our efforts should we be faced with similar challenges in the future. In this context, the Inter-Agency Standing Committee real time evaluation has been a valuable exercise.

Relief already shifted some months ago to Early Recovery to ensure that flood-affected people who returned to their places of origin are provided with the appropriate support that will enable them to restart their lives. As we support rebuilding lives and communities, we should seize the opportunity to ensure that disaster risk reduction methods are integrated in all we do. As we

move into a new monsoon season we need to remain vigilant and continue our efforts.

The devastation after the floods was of an unprecedented scale. But all together we delivered and we will continue to deliver as the flood-affected people of Pakistan still need our help to fully restore their lives. I would like to use this opportunity to salute the People of Pakistan and its authorities. This report complements the acknowledgement of national efforts by providing an overview of the sizeable international efforts. I express my deep appreciation for all the work done by UN agencies and NGOs following the floods. By working together, much has been accomplished by the people of Pakistan and the international community. I express my sincerest hope and personally commit to contribute to go forth in a joint and positive spirit to deliver on what we together have promised to do in the aftermath of the 2010 disaster and to respond to the challenges that we may face in the future.

Rauf Engin Soysal





Amjad Jama/WFP

# personal experiences

Responding to the floods







When you can see the mechanics of the system working, the efforts being made by everyone to work as a team, supporting each other, working together, it is a very satisfying feeling.

With inter-agency collaboration, combining the coordination of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), the driving force of the WFP-led Logistics Cluster, and other UN agencies and NGOs, much can be achieved.

I was proud to be part of the WFP and proud of the Logistics Cluster, as we managed to help many people and with positive energy and a determination to succeed we took a firm hold of implementing the survival strategy.

Though there were difficult times in responding to a crisis of such a widespread and vast scale, there was a resolve I saw during the floods response that meant, one way or another, assistance got out to people affected by the floods.

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**By Arshad Raja Rashid**

Emergency Shelter Cluster Coordinator, International Organization for Migration

As soon as it became clear that the monsoon was exceptionally strong this year, it became very hectic in the office. Everyone was making phone calls to friends, journalists, partners, children, donors, headquarters, and colleagues all over the globe. We were preparing for the worst.

The early days reminded me of earlier disasters, like the earthquake in 2005 when I was also involved in the Shelter Cluster coordination. It's this adrenaline feeling, not becoming tired while working around the clock. But there was a difference; this time the disaster grew bigger every day and nothing could stop the water. I felt a great frustration.

The first UN joint assessment mission to flood-hit areas was on 1 August 2010 in Khyber Pakhtunkhwa; a heliborne assessment mission led by the (then) Humanitarian Coordinator Mr. Martin Mogwanja. Due to bad weather, we weren't able to land in Swat so the mission was limited to Charsada and Nowshera. The information provided, during the meetings with civil & military authorities and the affected population, was alarming for every body as a population of around 2 million was in immediate need of food, water, shelter, and health. Around 1,000 schools and other public buildings were turned into collective centers for the displaced population. The authorities were overwhelmed by the situation and needed support immediately.

After a few days we got a cluster team up and running. New and old colleagues flew in and started working. We organized meetings with cluster partners and started to get a grab on the operation.

Nobody was prepared for the magnitude. We were trying to think big, but that was not enough. We went to provincial coordination, to hub coordination, to district coordination; this had never happened before. A cluster of 50 persons was working.

With the global warming continuing I am scared of the future disasters in Pakistan. Fortunately we learned again; next time we will respond better.

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**By Tammy Hasselfeldt**

Former Pakistan Humanitarian Forum Chairperson and Country Director of the International Rescue Committee (IRC), Pakistan

As IRC Country Director and the Chairperson of the Pakistan Humanitarian Forum, not only was I leading the IRC's flood response activities, but I was working to ensure information was being shared swiftly and accurately between the Government, the Humanitarian Country Team, and NGOs, as well as facilitating visits from high-profile visitors which were critical to ensuring the crisis received world attention.

Soon after the floods hit I traveled to Sindh where we visited internally displaced person camps to assess what the situation was like on the ground. One of the first women we met insisted we come into her tent immediately to shelter from the sweltering sun. Despite having lost her home and everything she owned, she was more concerned about our comfort than sharing her story or asking for help. It was such an amazing illustration of humanity.



This is my lasting impression of the floods: the resilience and determination of the Pakistani people. In the face of such adversity, the people of Pakistan, particularly those in Khyber Pakhtunkhwa province who have been displaced by conflict and then again by the floods, are still doing what they can to clean up their communities and to make sure their children go to school; they are determined to rebuild their lives.

Since the floods I think there is now a greater awareness of the impact of climate change inside Pakistan. This has come with, I believe, better understanding of the importance of contingency planning for the monsoon, and the need to increase funding and attention on disaster risk reduction activities. I also think it has strengthened relations between NGOs, the UN, and Government officials so that we can work together to not only respond to emergencies, but prepare communities for future disasters.

# snapshot timeline of the flood response | one year on

2010

<p>Pakistan Army starts the relocation and evacuation of thousands of people in Khyber Pakhtunkhwa and humanitarian aid agencies begin the delivery of relief goods to flood displaced families.</p>	<p>By mid-August, the floods had impacted an estimated 160,000 square kilometers of land, affecting over 18 million people across the country.</p> <p>By the end of August UN agencies were supporting more than two million people with at least 5 litres of clean water every single day, an estimated 4.2 million medical consultations had been held and over three million people had received food.</p>	<p>UN agencies and organizations doubled in size to respond to the floods throughout August to November.</p> <p>By the end of September the WASH cluster managed to supply five liters or more of potable to almost four million people per day, distributing an estimated 1.5 million hygiene kits and providing sanitation facilities.</p>	<p>At the peak of the crisis the UN was distributing food for an average of 6 million flood-affected people per monthly distribution cycle.</p> <p>The UN supported people in getting prepared for the Rabi season, supplying them with seeds tools and support.</p> <p>Both relief and early recovery activities are ongoing.</p>	<p>Vaccination campaigns in 70 flood affected districts, reaching 10.5 million children with measles vaccination and 11.7 million with polio drops. Nearly 12 million children also received Vitamin A supplementation during November National Immunization Days. 5 November revised appeal is jointly presented in Pakistan.</p> <p>The UN and partners worked together, striving to highlight and address protection and gender equality issues, placing an emphasis on targeting the most vulnerable with assistance and ensuring equal access to aid.</p>	<p>The United Nations and its partners, working alongside the Government of Pakistan, reached millions of affected people with life-saving assistance and are working to assist many millions more through early recovery activities. Organizations responding to the crisis so far, US\$ 958 million has been received - 49% of what is needed.</p>
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July	August	September	October	November	December
<p>22 July   Heavy monsoon rains fell in Khyber Pakhtunkhwa and Balochistan displacing thousands and killing hundreds of people</p> <p>29 July   Flashfloods and landslides force massive evacuations and displacement of people as floodwaters flow from north to south</p> 	<p>1 August   Government announces 1 million people affected by the floods</p> <p>11 August   Launch of the initial UN floods emergency response appeal at \$459.7 million for three months</p> <p>15 August   UN Secretary General Ban Ki Moon arrives in Pakistan along with then Emergency Relief Coordinator, John Holmes to meet with President Zadari and see firsthand the flood devastation with a field visit to Punjab</p> <p>18 August   Special Session of the United Nations General Assembly for the support of Pakistan-Resolution for the extending the floods relief as an extraordinary humanitarian crisis</p> <p>20 August 2010   the UN launched the Multi-Cluster Rapid Assessment Mechanism (McRAM) to ascertain an updated overview of the needs and revise the appeal for the flooding response</p> <p>27 to 29 August   IOM Director-General, William Lacy Swing visits flood affected families in Pakistan</p> <p>31 August to 1 September   WFP Executive Director, Josette Sheeran, UNICEF Executive Director, Tony Lake and WHO Director-General, Margaret Chan all visited flood hit Pakistan to pledge greater support for life saving relief activities. Also, UNESCO Director-General, Irina Bokova visited Pakistan to show solidarity with flood affected people.</p>	<p>7 to 9 September   UN Under Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, Ms Valerie Amos visits flood affected communities in Pakistan on her first field mission as UN Humanitarian Chief.</p> <p>16 September   UN High Commissioner for Refugees António Guterres visits flood affected families in KP. "This is unprecedented. Nobody was prepared for such a level of destruction and for such difficult conditions for the people affected," said Guterres.</p> <p>17 September 2010   Just under two months since the onset of massive flooding in Pakistan, the United Nations and its partners have launched a revised appeal for US\$2,006 (revised to US\$1.96 million) to provide aid for up to 14 million people over a 12-month period.</p> <p>19 September   Ministerial Meeting on Pakistan in the margin of the Session of the UN General Assembly</p> <p>Flooding in southern Sindh where the breached embankments of Lake Manchar breached caused an estimated 1.5 million people to be displaced in a matter of days.</p> <p>24 September 2010   The United Nations outlines combined strategy ('Survival Strategy') to ensure the survival of millions of flood affected people in Pakistan.</p>	<p>12 October   Within the first few days of his appointment and in a statement of solidarity to the people, the UN Special Envoy of the Secretary General for Assistance to Pakistan, Mr. Rauf Engin Soysal, makes his first field visit to Dadu, Sindh to see one of the hardest flood-hit areas and speak with families displaced by the floods.</p> <p>15 October   Brussels Friends of Democratic Pakistan Ministerial meeting co-chaired by the Government of Pakistan and European Union with a strong solidarity by the participants for Pakistan.</p> <p>Towards the end of October NADRA was reporting the processing of over 7.6 million Pakistani Rupees worth of WATAN cards - the Government pilot initiative to provide cash grants in the form of credit cards for flood affected households.</p> <p>28 to 30 October   FAO Director-General, Dr. Jaques Diouf visits flood hit Khyber Pakhtunkhwa to initiate agriculture activities and discuss early recovery plans.</p>	<p>5 November 2010   A hundred days into the flooding crisis in Pakistan millions remain in urgent need of support, after heavy monsoon rains caused landslides and floodwaters to sweep away entire communities. "At this time it is critical, more than ever, for countries to demonstrate commitment to the people of Pakistan," said Rauf Engin Soysal, UN Special Envoy of the Secretary General for the Assistance to Pakistan. In addition, the NDMA and the UN hold a joint launch in Islamabad for the Revised Pakistan Floods Emergency Relief and Recovery Plan.</p> <p>By November, many families had returned to their home districts across KP and Punjab and those who were returning needed continued assistance as many of them were going back to nothing.</p> <p>15 November   Pakistan Development Forum convened in Islamabad</p>	<p>2 to 5 December   Ms. Valerie Amos, United Nations Under-Secretary-General for Humanitarian Affairs and ERC makes her second visit to flood-hit Pakistan for a three-day mission. The primary purpose of her visit is to emphasize the continued commitment to the people of Pakistan during this extraordinary crisis. "The world's attention is waning at a time when some of the biggest challenges are still to come," said Ms. Amos. "Millions of people need continued assistance in terms of health care, education and agricultural support. The world must not close its eyes to the needs of the Pakistani people. We must continue to help the most vulnerable families. They want a future for their children", said Ms. Amos.</p> 

Since the start of the emergency, almost 10 million people have received essential medicine cover, around seven million people are still receiving food rations on a monthly basis, more than 800,000 households have been provided with emergency shelter and around 3.5 million people have been given access to safe drinking water through rehabilitated water systems.

Within six months from the beginning of the floods, the agriculture cluster, was assisting an estimated 1.4 million flood-affected families, over seven million people, to restore their food production and livelihoods.



An estimated 11 million people that have lost their homes as a result of the floods of 2010. By March 2011 the shelter cluster led by IOM managed to respond to 67 percent of the overall shelter needs of those affected by the floods.

The food cluster managed to provide relief for an estimated 8.8 million people. Over 500,000 metric tons of food was distributed across 65 districts in seven provinces of Pakistan.

By March 2011, the health cluster supported a total of 20.1 million medical consultations and provided medicines for almost 12 million people in all target districts.

As of 15 April 2011, the agriculture and food security working group had assisted 1.1 million households, including the provision of crop vegetable and livestock packages. In addition cash for work projects assisted nearly 400,000 people.

During the routine polio immunization campaign in May 2011, an estimated 30.5 million children were vaccinated across Pakistan, including in flood affected areas.

As of May 2011, those reached with daily clean water by the WASH cluster was 11.3 million people, of which UN and partners reached 4.7 million people per day.

As of May 2011, women and children were reached through UN, Government and NGOs establishing 647 Outpatient Therapeutic Feeding Programmes and UN, Government and partners establishing 31 Stabilization Centres in four provinces.



January

February

March

April

May

June | July

2011

21 January | Six months after the devastating floods hit Pakistan, the United Nations is continuing its commitment to assist millions of people in need. The UN Special Envoy Mr Rauf Engin Soysal visits Sindh, where more than seven million people were affected. "I was pleased to see that the humanitarian community is continuing its tireless effort to help the people in need in Pakistan...in providing emergency relief as well as early recovery assistance," said Mr. Soysal.

Funding note: As of six months on, the revised UN appeal for the floods response had received 56.3 per cent or SUS1.1 billion of the requirements of SUS1.96 billion.

Up until 31 January 2011 the response to the floods had heavily focused on relief operations, but with large-scale return ongoing, flood affected people begin to rebuild their homes and livelihoods in early recovery.

18 to 22 February | Margareta Wahlstrom, UN Special Representative of the UN Secretary-General for Disaster Risk Reduction visits flood hit areas to help Pakistan integrate disaster mitigation strategies into its reconstruction plans to save lives in the future.

20 to 23 February | UNDP Administrator, Helen Clark visits flood hit Pakistan to support UNDP early recovery efforts. Helen Clark met women heads of household, whose homes were washed away by the floods, and presented them with ownership certificates for their new homes. "It is a privilege to be able to support people to rebuild their homes and livelihoods after those devastating floods," Helen Clark said. "Much remains to be done. It is important to continue to support Pakistan's recovery."

16 to 17 March | UN Special Envoy visits flood affected community in Balochistan and meets with Government officials.

18 March | Donor conference in Geneva to garner further support for Pakistan flood relief and early recovery.

13 April | As Pakistan's response to the floods moves from relief to early recovery, the NDMA, UN and other partners established an Early Recovery Working Group (ERWG) which is jointly chaired by NDMA and UNDP and will coordinate Early Recovery. "The transition from relief to long-term recovery is a major challenge for any post-crisis country. This Plan is a collaborative effort of the Government and the Humanitarian Community to bridge this gap and it is critical that the international community support this effort," said Timo Pakkala, UN Humanitarian Coordinator for Pakistan.

The UN supported and estimated 10.5 million children's measles vaccinations, and over 11.7 million children's polio vaccinations from August to May 2011.

For the disaster risk reduction - resources have been raised for community based early warning systems in 81 of the worst flood-affected areas.

A draft contingency plan was conducted in coordination with the Government to prepare for the 2011 monsoon season.

As of June 1.3 million young children have been screened for various degrees of malnourishment.

July 2011

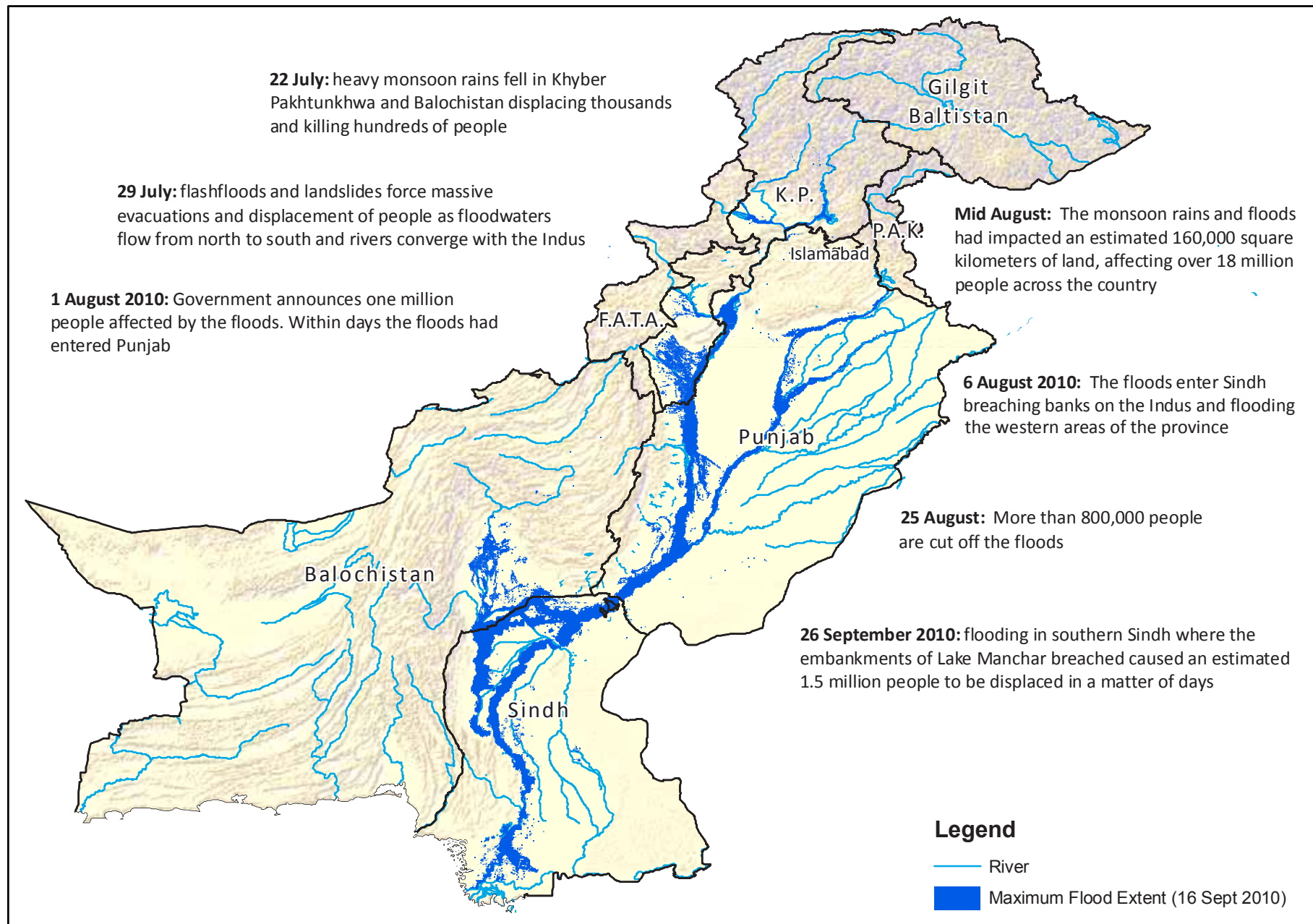
Early recovery is moving forward, and it is essential to receive continued support, so the people of Pakistan, with their remarkable resilience and courage are able to 'build back better' more than one year on from the floods.

The UN Special Envoy, Mr Rauf Engin Soysal visits Southern Punjab to show solidarity and steadfast commitment of the UN to the people of Pakistan as they rebuild their lives and livelihoods one year on from the devastating floods.

Funding note: The revised UN appeal for the floods response came to a total SUS1.96 billion and as of 20 July 2011, nearly 70 per cent or SUS1.3 million of the requirement has been funded.

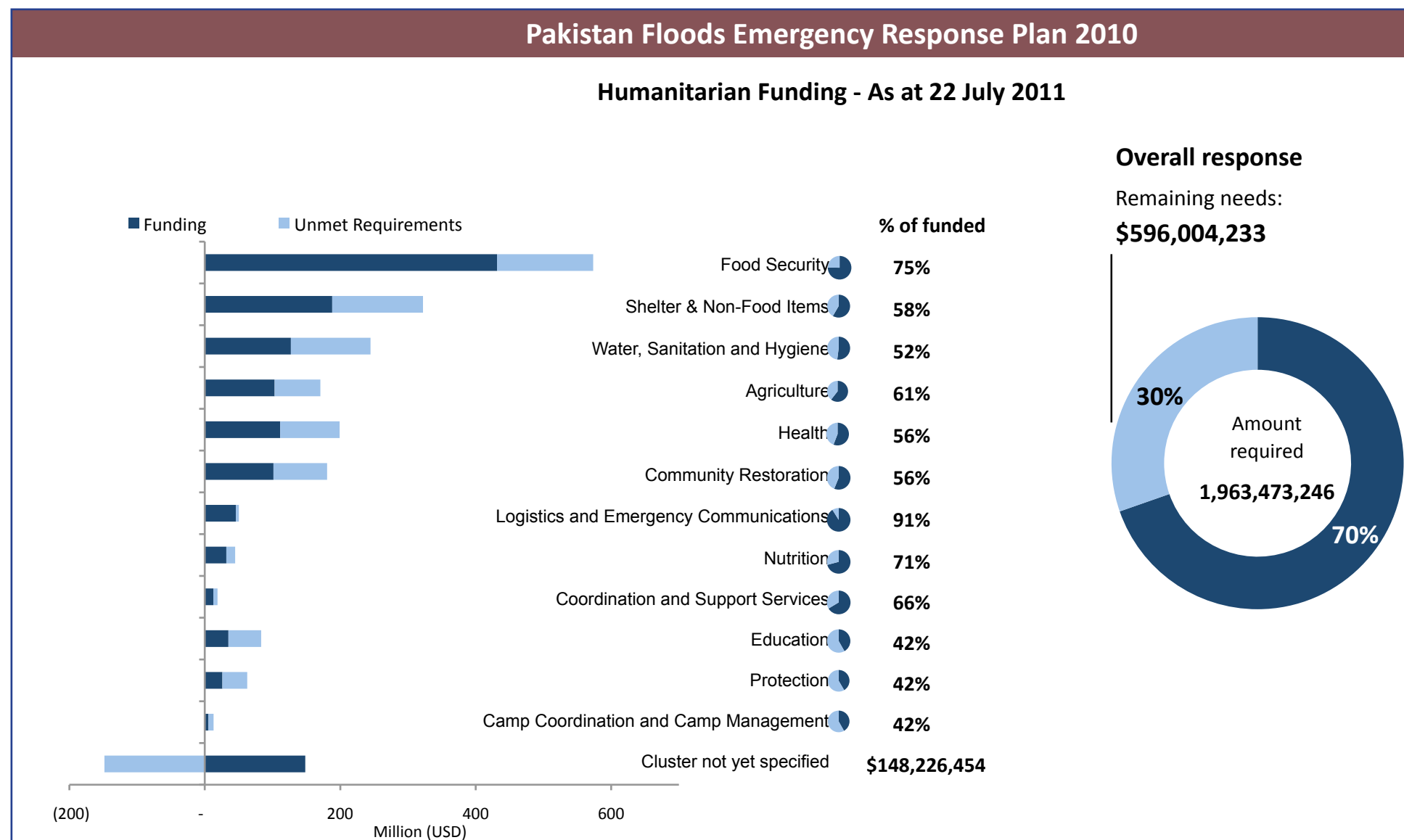


## MAP OF THE PAKISTAN FLOODS





# PAKISTAN FLOODS EMERGENCY AND EARLY RECOVERY PLAN APPEAL





# INTRODUCTION



“In the past I have witnessed many natural disasters around the world, but nothing like this.”

United Nations Secretary-General  
Ban Ki-moon

In 2010 Pakistan experienced its worst floods in living memory, the disaster tragically taking the lives of a confirmed 1,980 people. The Government of Pakistan estimates over 18 million persons were affected across the country, the vast expanse of floodwaters and heavy monsoon rains having impacted around 160,000 square kilometers of land, approximately one-fifth of the landmass of Pakistan.

At the end of July, heavy monsoon rains in the provinces of Balochistan and Khyber Pakhtunkhwa caused flash floods and landslides, forcing thousands of people to flee their homes.

The rains brought about unprecedented flooding levels in major, secondary, and tertiary rivers particularly in Khyber Pakhtunkhwa. As the floodwaters flowed south, seemingly boundless areas of land across the provinces of Punjab and Sindh disappeared, consumed by water as the Indus River overflowed and breached riverbanks and barriers.

The scope and scale of the flooding was immense, described by the UN Secretary-General Ban Ki-moon as a disaster like nothing else he had ever witnessed.

As the floodwaters spread, the human suffering escalated.

By the beginning of August 2010 the Government of Pakistan estimated 1 million people had been affected. By mid-August the figure grew to 15 million, and by the beginning of September 2010 the Government estimated over 18 million people had been impacted by the crisis.

One year on from this devastating crisis, this publication gives an overview of the floods, and of the response to the floods, also emphasizing the need to continue supporting the people of Pakistan to recover from a disaster that has pushed back development in Pakistan and forced millions of people to start to rebuild their lives.



“The scope and scale of the floods in Pakistan were unprecedented. The people of Pakistan continue to show resilience working every day to recover from the destruction which has had a significant and lasting impact on their lives.”

United Nations Under-Secretary-General and  
Emergency Relief Coordinator  
Valerie Amos







# AN OVERVIEW OF THE FLOODS

## Overview of the crisis

The 2010 floods in Pakistan were unprecedented, and the response to the flooding was one of the largest responses to a natural disaster in recorded history.

The scope and scale of the crisis was such that no single government could have managed alone, and at the request of the Government of Pakistan, the international community took action to support national response efforts.

The Government of Pakistan took the lead in responding to the floods, with the support of the international community. The UN supported the national authorities' efforts by mobilizing resources, raising global awareness of the crisis, and advocating to the international community to assist the response to the floods in accordance to the magnitude of the disaster.

Adopting a UN General Assembly resolution to extend full support and assistance to Pakistan in its efforts to mitigate the adverse impacts of the floods and to meet the medium- and long-term rehabilitation and reconstruction needs, the UN emphasized the critical need for donors to realize the amplitude of the crisis.

The heavy monsoon rains started on 22 July 2010 and continued to pour down, pounding homes, crops, and communities, creating landslides, and flooding rivers. The dimensions of the human catastrophe grew day by day as the floods surged south.

Within a matter of weeks the monsoon rains and floods had impacted an estimated 160,000 square kilometers of land, forcing millions of people to flee from their homes and affecting over 18 million Pakistanis across the country.

Visiting Pakistan in August 2010, to witness the floods for himself and garner further international support, the UN Secretary-General sent an early warning to the world, in which he described the floods as a "slow-motion tsunami."

"Pakistan is facing a slow-motion tsunami. Its destructive powers will accumulate and grow with time."

United Nations Secretary-General Ban Ki-moon

The Secretary-General's warning proved to be accurate, as the scope and scale of the floods relentlessly increased and its brutal impact devastated the lives of millions of people across Pakistan.

The floods impacted 78 of the 141 districts in Pakistan. The waters tore down bridges, destroyed roads, submerged markets, flattened public buildings, wiped out electricity stations, and devastated 2.4 million hectares of cultivatable land. Over 1.6 million homes, over 430 health facilities, and an estimated 10,000 schools were damaged or destroyed.

With millions of people displaced, the need for food, safe drinking water, sanitation facilities, healthcare, and shelter became acute, and the need for the humanitarian community to scale up to respond to the colossal task at hand was critical.

As the world witnessed the powerful force of such immense flooding, the people of Pakistan, the Government, the UN, and the humanitarian community as a whole strived to provide assistance to the millions of vulnerable flood-affected people across the country.

## The monsoon rains and the floods

The floods were extremely diverse in their nature. In the mountainous North and Balochistan, the type of flooding experienced was much more violent than in other provinces such as Sindh where the land is flat and level.

With record-breaking levels of rainfall in Khyber Pakhtunkhwa and Balochistan, where heavy monsoon rains beat down on the Suliaman Mountains, the mass and force of the rainfall created landslides and caused flashfloods to rip through the valleys, devastating communities.

Within days, the swollen waters of the Kabul, Kurram, and Tochi Rivers in the northwest of the country had flowed inland, converging with the Indus River and entering the province of Punjab. The sheer mass of water burst embankments, destroyed dykes, and obliterated link roads, water channels, and rural infrastructures.

In Punjab the first swell of floodwaters continued to flow south down the Indus, along the way continuing to absorb the billowing volume of waters from the Jhelum and Chenab Rivers from the north of the province. More swells were to follow in the coming weeks as the rivers from northern Pakistan channeled huge volumes of water to the low-lying south.

By 6 August 2010, with rains still persisting in the northern regions of the country and vast volumes of water still heading south, the floods entered Sindh. The province would prove to be the worst affected region of the country in terms of the scope and scale of the devastation and the prolonged emergency needs of flood affected people.

Throughout August the floodwaters increased in mass. Breaches along parts of the Indus meant vast areas of land west of the river had been submerged. The flat landscape and widespread arable lands of the Indus Basin, designed to retain water for farming, disappeared out of sight.

### The scope and scale of the needs

The magnitude of the floods and the land consumed within weeks of the onset of the monsoon rains was phenomenal and so too was the scope and scale of the destruction.

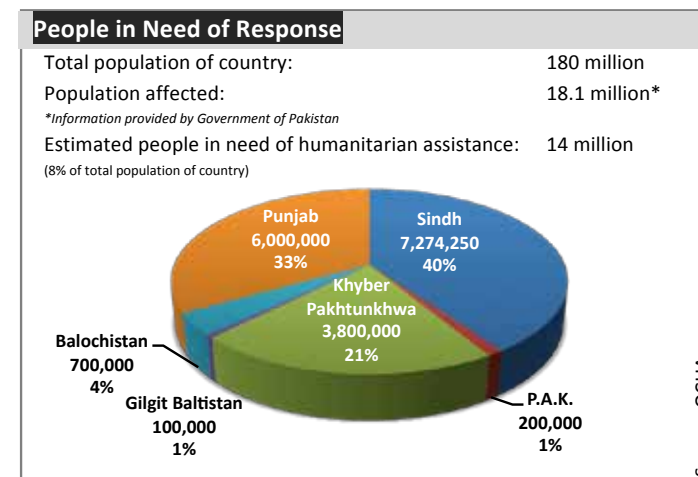
The overall number of flood-affected people grew rapidly. From 29 July 2010 to 5 August 2010, estimates of flood-affected people went from 400,000 to four million. By 10 August 2010, the Government estimated 14 million people had been affected.

By the beginning of September the floods has impacted the lives of over 18 million people, 14 million of whom were identified as in need of humanitarian assistance, approximately 8 percent of the population of Pakistan.

The early needs of the flood-affected people were identified by the Government as access to healthcare, food, shelter, non-food items, and water, hygiene, and sanitation (WASH) facilities.

An initial vulnerability assessment by WFP and partners in the four most affected provinces identified more than 10 million people as “extremely vulnerable” and in need of immediate assistance.

Overall the four worst affected provinces were Sindh, Punjab, Khyber Pakhtunkhwa, and Balochistan respectively, with Azad Jammu and Kashmir (AJK) and Gilgit Baltistan also facing major challenges with hundreds of thousands of people affected by the monsoon rains and floods.



Following a Multi-Cluster Rapid Assessment Mechanism, by mid-September a clearer picture of the vast extent and diversity of the relief and early recovery needs of flood-affected people became apparent.

Over 8 million people were identified as in urgent need of healthcare, with district authorities overstretched, an identified 236 health facilities damaged, 200 more destroyed, and tens of thousands of healthcare workers directly affected by the floods.

Damage to sanitation infrastructures and an increased reliance on unimproved water sources due to the non-availability of safe drinking water was causing serious health problems, including acute diarrhea and sickness, as well as skin problems and infections, particularly among women and children.

During assessments all families reported major concerns about the unavailability of food with markets being closed or inaccessible and limited food stocks. Many families were adopting coping strategies with seriously negative impacts, reducing meal sizes, skipping meals, going for days without eating, building up debts, and often women eating less than men.



Rizwan Tabassum/AFP

The floods exacerbated the deeply concerning nutritional situation, particularly for children and pregnant and lactating women in many of the flood-affected areas. Since the onset of the floods 15 percent of women reported they had stopped breastfeeding. According to global thresholds, severe acute malnutrition among children of 6-59 months was at 9 percent.

Damaging or destroying homes, the floods displaced at least 1.6 million families who sought refuge in schools, public buildings, camps, with host families, and in spontaneous settlements such as roadsides across Pakistan.

Protection issues increased drastically, with families in all provinces reporting the loss of documents such as identity cards, property documents, and birth or death certificates. Child- and gender-related issues were at the forefront of protection concerns with the floods exposing the most vulnerable to increased risks.

The floods devastated agriculture, the primary means of livelihood for most of the flood-affected people. Around 2.4 million hectares of cultivatable land including standing crops, rice, maize, sugarcane, cotton, and vegetables was seriously damaged or lost. In addition an estimated 400,000 small and large animals were killed and about 6 million poultry were washed away. Also of serious concern, over 50 percent of people engaged in non-agricultural livelihoods said their business or employment situation was “totally affected” by the floods.

### **The first responders**

Since the first days of the crisis the people of Pakistan have been the first to help themselves and each other overcome the floods. With millions of people forced to flee their homes due to the heavy monsoon rains and unprecedented flooding, many people sought refuge wherever they could find dry land and maybe shelter. Settled along roadsides, exposed to the elements, or sleeping on the concrete floors of a public building, individuals, families, and entire communities did what they could to survive.

Many families had to use coping mechanisms that will have long-term negative impacts, but in the early days of the response, many thousands of people, men, women, and children had no choice but to go without food or water, or to increase their debts so as to feed and protect their families.

The floods wreaked havoc and inflicted widespread human suffering. For hundreds of thousands of people the situation became desperate within days, though the people of





Pakistan showed strength and resilience and fought to overcome the floods.

The response to the disaster was not only reactive; in some instances, even before the severity of the heavy monsoon rains caused flashfloods and landslides, communities took pre-emptive action to help themselves mitigate the impact of the floods.

In Khyber Pakhtunkhwa and Balochistan, some communities familiar with responding to both man-made and natural disasters over recent years, and with a strong local knowledge of the monsoon rains and flood risks, were proactive in responding to the risk of floods. Combining this with the lessons learned by those who participated in community-based disaster preparedness initiatives, people had the know-how to identify risks and be proactive in protecting their families by moving from high-risk locations to safe areas. Where possible they also took measures to protect and secure valuable assets and take with them key documents, including national identity cards, which later proved to be critical for claiming compensation for damage from the floods.

However, such instances of pre-emptive action were the exception rather than the rule during the floods, and overall the vast majority of flood-affected communities were caught up in the midst of the crisis.

### **The initial national response**

The Government of Pakistan took the lead and mobilized Government departments and resources to respond to the disaster. On 30 July 2011, the Pakistan military was called upon to carry out search and rescue missions and provide emergency assistance to flood-affected people, working in collaboration with the NDMA under the direction of the now former NDMA Chairman, Lieutenant General (retired) Nadeem Ahmad.

In the first weeks of the floods, the military evacuated and relocated tens of thousands of people from the most vulnerable and flood-affected areas in Khyber Pakhtunkhwa, many of whom had already been forced from their homes due to ongoing insecurity in the province, were now having to flee once again, but this time as a result of the flooding.

In Punjab and Sindh the military had supported the evacuation and relocation of over 500,000 people in preparation for the floods' arrival in the South. Over the course of the crisis the military was reported to have rescued over 1.4 million people, deploying over 20,000 troops, and using around 60 helicopters and over 1,200 boats across the country.

The evacuations and relocations had a significant impact on reducing the number of fatalities from the floods, with helicopters circumnavigating and boats



spanning the mass of water to airlift and relocate the most vulnerable people, often from the most remote areas. The early military response also included the distribution of essential items such as food and water, and provided health services for a reported 4.7 million people.

Due to the extreme and exceptional circumstances, the military also took the early lead on setting up camps for displaced people, collaborating with national and local authorities including the NDMA and the PDMAs, which coordinated with the UN and humanitarian agencies in supporting people urgently in need of assistance.

### **Supporting national response efforts**

At the request of the Government of Pakistan the international community stepped in to support the national response efforts. Working together with the national authorities, donors, and international and national NGOs, the UN mobilized resources to assist flood-affected people and set about supporting the NDMA in coordinating the floods response.

Due to the ongoing internally displaced persons crisis in Khyber Pakhtunkhwa, the cluster system was already in place and working well in the province. Based on the national authorities' and humanitarian agencies' familiarity with the cluster system and the successes of the cluster system in Khyber

Pakhtunkhwa, by early August the UN started rolling out clusters in the main flood-affected provinces across Pakistan.

On 11 August 2010, the UN in coordination with the Government, launched an initial appeal requesting just under US\$ 460 million to support relief to flood-affected people. The initial appeal was followed by a revised appeal to support the relief and early recover response plan to assist flood-affected people over a 12-month period.

The revised appeal was based on the findings of the Multi-Cluster Rapid Assessment Mechanism, which integrated all the clusters in determining the overall needs of flood affected people. The appeal was jointly presented in country by the UN and Government of Pakistan on 5 November 2010. The final total of the revised appeal came to US\$ 1.96 billion, the single-largest UN appeal for a natural disaster. Through the appeals and advocating for international support, the UN played a crucial role in raising awareness and harnessing international assistance for the floods response, with the UN General Assembly passing a resolution urging governments to come forward in supporting the relief and early recovery efforts for the flood-affected people of Pakistan.

On the ground, with many organizations having their humanitarian staff and activities concentrated in the North, most agencies readjusted programming





to respond to the floods, but in Khyber Pakhtunkhwa alone this proved to be a significant challenge, as the extent of the needs increased rapidly. By 2 August 2010, in only the four districts of Charsadda, Mardan, Nowshera, and Peshawar alone, an estimated 980,000 people were affected by the crisis.

By 29 July 2010, one week after the start of the heavy monsoon rains, the Government of Pakistan estimated the floods had affected 400,000 people. By 1 August 2010, the figure went up to 1 million people. Just five days later the estimate was 4 million people, and just five days after that the figure went up to 14 million people.

With response efforts initially focused in the North, and rapidly increasing needs in other provinces, the national and provincial authorities, supported by the OCHA, advocated for more assistance to Punjab and Sindh. But with the capacities already stretched, even the shared resources of the national authorities, the UN, and NGOs were not enough to keep up with the rapidly growing and widespread needs across the country. A massive scale-up would be needed for agencies to be able to respond meaningfully in the other provinces.

### **Scaling up to meet the needs**

Realizing the enormity of the crisis and the magnitude of the needs, UN agencies and NGOs called on surge capacities to scale up operations as quickly as they could. As the rains continued and the floodwaters kept flowing south, UN agencies and NGOs tried to keep pace in matching the capacity of the response to the increasing volume of the needs.

Due to the sheer enormity of the disaster, with multiple provinces heavily affected, scaling up in accordance to the needs was challenging for some organizations. The problem was magnified with many humanitarian organizations already implementing large-scale responses to the earthquake in Haiti, meaning resources were already engaged, including materials, finances, and human resources.

Crucially some UN agencies were able to scale up in minimal time, having a pre-flood presence in affected provinces across the country and a sizeable network of cooperating partners.









# RESPONDING TO THE FLOODS

## Relief and Early Recovery: the integrated approach

UN offices and agencies coordinated with the Government of Pakistan to support national efforts to respond to the floods. Coordinated by OCHA, the UN rolled out the cluster system aiming to strengthen the overall response capacity and effectiveness through promoting and enhancing partnerships and accountability, improving strategic field-level coordination and prioritization, and ensuring predictable leadership in terms of guidance, standards setting, and response coordination.

While the majority of people needed life-saving assistance for many months into the crisis, in locations where the floods had come and gone just weeks from the onset of the disaster, some communities were returning to their homes to rebuild or repair the damage, restore community infrastructures and recover their livelihoods. This meant the UN and other humanitarian actors had to ensure both relief and early recovery support was being provided in parallel and in accordance to the diverse needs of flood-affected people.

Adopting a two-track approach to relief and early recovery, implementing both activities at the same time and in accordance to the needs, the Government and the UN were able to adapt the response to the contrasted nature of the crisis.

Having planned this approach early, identifying objectives, outcomes, outputs, and indicators for all sectors for both relief and early recovery activities, the Government and the UN managed to establish a good link between relief and early recovery activities on the ground.

Six months into the response, with early recovery activities ongoing in the majority of flood-affected areas, on 4 February 2010, the Government of Pakistan announced the relief phase was over, and assumed joint coordination responsibility of the response with the United Nations Development Programme (UNDP) and the newly formed Early Recovery Working Group.

The cluster system was duly replaced by an early recovery focused system of sectoral working groups and thematic groups, with co-chairing between departments of the

Government of Pakistan, UN agencies, and other co-chairs.

One year on, with the emphasis of the response solely on recovery and repairing the damage inflicted by the floods, the UN remains committed to assisting the people of Pakistan, helping them rebuild their homes, recover their livelihoods, and restore community infrastructures.

## An overview of the UN response

### Agriculture

The Food and Agriculture Organization of the United Nations (FAO) estimated over 2.4 million hectares of cultivatable land including standing crops, rice, maize, sugarcane, cotton, and vegetables were damaged across the country. In addition, it is estimated that more than 400,000 small and large animals were killed and about 6 million poultry were washed away. This resulted in financial losses of over US\$ 5 billion.

With financial support from different donors, FAO provided the most critical and essential crops inputs like wheat, canola, lentils, oats, vegetables seeds, and fertilizer to catch the major Rabi (winter) season. The assistance was provided to over half a million households. Similarly, to save the livestock and maintain their productivity, support was provided in the form of animal compound feed, shelter, and medicines covering about 280,000 households.

Following the Rabi season, FAO also supported 62,000 flood-affected households with a Kharif (rainy season) package. This included provision of quality seed of rice, maize, sunflower, and vegetables along with fertilizer. Cash-for-work activities were also launched to rehabilitate the irrigation infrastructure, benefiting 70,000 families and enable them to grow vegetables and other crops. FAO also helped around 10,000 households with the vaccination and provision of feed to their livestock.

The supply of certified seeds has increased the crop yield by 30 percent over last year.





FAO spent US\$ 54 million of international donor funding for buying and distributing quality wheat seeds as part of its emergency intervention. It proved to have a positive impact on household food security and local livelihood. The wheat harvested is enough to provide food for beneficiary households for the next six months. This production has also supported farmers to store seeds for the next Rabi season.

With assistance from FAO, for the first time sunflower was planted in flood-affected areas of Sindh province. This provided the farmers with the immediate livelihood needs and cash for purchase of inputs for major paddy crops. This innovation has a positive impact in the form of an alternative cash crop and diversification of livelihood sources.

The livestock package distributed by FAO helped save the livestock and maintain their health and productivity, which is critical for the continuation of their livelihood and food security.

Restoration of watercourses was vital to ensure the immediate resumption of farming in flood-affected areas. FAO, through cash-for-work, rehabilitated more than 1,000 water courses and enabled the farmers to grow vegetables and other high-value crops, improving their livelihood and nutrition. Distribution of vegetable seeds improved the role of women in the household economy besides improving household nutrition needs.

The Agriculture Cluster led by FAO was activated to bring all the agriculture-related stakeholders to one platform to ensure their respective contribution for the revival of the agriculture sector. The mechanism included proper networking, coordination, identifying the needs, avoiding duplication, and promoting synergies. This cluster was subsequently replaced by the Agriculture and Food Security Working Group which is co-chaired by FAO and WFP, and the Government of Pakistan Ministry for Food and Agriculture.

Taking into consideration the Damage and Needs Assessment's key priority areas of intervention estimated at US\$ 736 million and the total response in the agriculture sector to date which is US\$ 262.7 million, there remains an overall funding gap of about US\$ 473.3 million to restore normalcy and address development constraints in the agriculture sector with special focus on support to the upcoming Rabi crop as a first priority.

### **Camp Coordination**

During the initial phase of the disaster, UNHCR took the lead on camp coordination and camp management, so as to support the national and local authorities in coping with the vast numbers of displaced people as a result of the floods.



At the height of the emergency, some 1.1 million displaced people were staying in almost 5,000 spontaneous and Government-run camps in Sindh province. The massive number of people fleeing floodwaters posed significant challenges for the Camp Coordination and Camp Management Cluster agencies striving to improve conditions in thousands of organized and spontaneous camps.

An important part of camp coordination and camp management was the profiling of camps and sharing of information with cluster partners, highlighting gaps and vulnerabilities. As is the pattern of displacement generally and particularly in Pakistan, it is the most vulnerable who live in camps, those who have no other option. Sixty percent of the million people living in camps at the height of the crisis were children, with 21 percent under five years old. Poor water and sanitation facilities remained one of the key concerns.

The sheer scale of the emergency put strain on the humanitarian community as a whole and meant that thousands of people were late receiving even basic assistance, and camp conditions were not ideal.

As winter fell, there was an increasing demand for more blankets and quilts for those families who were returning home to rebuild as well as those who stayed in camps.

UNHCR took the initiative to conduct camp management training for Government and non-Government agencies in an effort to improve the coordination of assistance and foster the participation of displaced people themselves in management of camps. The agency also facilitated the formation of mobile teams to improve spontaneous sites that sprung up across the provinces, and camp coordination and camp management agencies installed sanitation, water supply, and health facilities in camps.

As floodwaters receded, those displaced in camps generally took the opportunity to return home, or nearer to home, with their tents in order to rebuild or restart livelihoods. There was a pattern of secondary displacement for people who found their homes still inundated, and in the drive to vacate schools and public buildings.

By late 2010, only 50 camps were operational in Sindh hosting around 102,000 people, another 15 spontaneous camps continued in Khyber Pakhtunkhwa hosting 12,000 people, and 44 camps remained in Balochistan sheltering some 24,000 people. At this time, even though floodwaters had receded, large tracts of Sindh and Balochistan remained under 3-4 feet of floodwaters.

One year on, there are no more official camps but a few unofficial camps do remain. The residents say they cannot return home to rebuild due to land disputes. Elsewhere people





are still living in tents near to their homes while their rebuild.

### Community Physical Infrastructure

With the floods having caused major infrastructural damage to Pakistan, there is a great deal of work to be done in rebuilding the community's physical infrastructure. Due to the vast destruction from the floodwaters with roads, drains, irrigation systems, and other community assets destroyed, people are facing serious challenges. Farmers cannot transport items to and from the market. People and recovery agencies cannot access locations with materials to rebuild homes. People cannot move freely due to open pollution from damaged drainage or sewerage systems.

The NDMA and UNDP as co-chairs for the working group on community physical infrastructure, are coordinating the work on community physical infrastructure. To date around US\$ 85 million has been mobilized for projects in the four provinces of Balochistan, Khyber Pakhtunkhwa, Sindh, and Punjab. Projects for the group include the repair of link roads, restoration of culverts, repairing and cleaning street pavements, and the recovery of drains and water channels. The group estimated around 5.86 million flood-affected people. UNDP has also supported 170,000 direct beneficiaries through cash-for-work in 700 villages.

Coordinating with the community physical infrastructure group, and in collaboration with district and provincial governments, the International Organization for Migration (IOM) has identified key community infrastructure damaged or destroyed by the floods in need of revitalization. With inputs from all stakeholders at various levels, IOM staff undertake

effective consultations with the communities and concerned Government departments to elicit the views of the people and understand their needs and priorities. This is followed by examining the technical feasibility of the proposed interventions so as to design projects appropriate to the situation as part of the overall recovery and transition development strategy.

Projects include rebuilding schools and health facilities, road reconstruction and repair, reconstruction of dairy or poultry farms, repair of drinking water supply schemes or irrigation channels and flood protection walls. Infrastructure projects are implemented through local contractors, using a labor-intensive cash-for-work approach designed to inject much needed income into local economies. Currently 90 infrastructure projects are planned for priority flood-affected Union Councils in Sindh, Punjab, and Khyber Pakhtunkhwa.

In addition, a small grants fund will revitalize livelihoods and community organizations, with an emphasis on providing funds to female artisans, businesswomen, and community organizations targeting women's needs. Toolkits for community clean-up and agriculture are being distributed to support livelihood restoration, shelter construction and de-silting of water courses.

### Coordination

From the outset of the floods OCHA collaborated with the NDMA to support the coordination of the floods response.

At the federal level, the overall leadership and coordination of the humanitarian response was with the NDMA, acting with the support of the



Humanitarian Coordinator and the Humanitarian Country Team (HCT). At the provincial level the humanitarian community worked through the PDMAs.

Operational coordination functioned at the district levels where the local authorities, District Coordination Offices, were supported through OCHA sub-offices.

Having rolled out the cluster system, early in the crisis OCHA identified the need for a strengthening of coordination at district level in order to achieve a number of objectives, including:

- ensuring complementary humanitarian action,
- improving accountability and transparency of humanitarian activities,
- improving mainstreaming of cross-cutting issues, such as gender, protection, and disaster risk reduction (DRR) in all sectors of the response,
- and strengthening the holistic, integrated approach to principled humanitarian action.

With accurate and timely needs assessments critical to ensuring a timely and relevant response, OCHA facilitated the Multi-Cluster Rapid Assessment Mechanism, a system already used in Pakistan, and the finding of which laid the platform for the revised floods response appeal.

Taking the lead on inter-cluster coordination at a national and local level, OCHA sought to bring together sectors, UN agencies, and cluster members in order to capitalize on the benefits of an integrated approach to the response. With the scope and scale of the crisis, the sheer volume of needs, and the number and diversity of humanitarian actors,

the challenge of supporting the national and local authorities to coordinate the response was a colossal task.

IOM took the lead on managing mass communications in order to keep flood-affected communities informed of assistance activities and pass on other important information on staying safe and healthy.

Coordinating with national and local authorities, the United Nations Department for Security and Safety (UNDSS) supported the implementation of common safety and security services for humanitarian workers as well as beneficiaries. It is of note that no major attacks or critical incidents directed at NGOs have halted the floods response efforts in the course of the entire year.

Also working to improve information management, OCHA played a critical role in ensuring clear, timely, and accurate information was available so as to enhance the response. Working too to consolidate information, OCHA took responsibility to establish a common reporting system through the implementation of the Single Reporting Format, handed over to the NDMA at the end of the relief phase.

By the end of January and early February, with early recovery activities well underway in all but five districts in Punjab and Sindh, the Government of Pakistan decided that OCHA was to hand over coordination responsibilities for the floods early recovery response to the national authorities, including the NDMA and UNDP.

With Early Recovery Working Groups being established with a focus on early recovery sectoral and thematic programing, the full transition from



relief and early recovery activities to exclusively early recovery activities was completed by March 2011.

Following the Government's decision to end the relief phase, the NDMA in collaboration with the UN and other development partners prepared a strategy plan. The plan set out the guiding principles to be implemented in early recovery activities, including:

- addressing the needs of the most vulnerable and socially disadvantaged groups,
- developing and restoring capacities,
- securing human development gains,
- reducing crisis risk,
- promoting independence and self-sufficiency/community participation,
- including national NGO participation,
- supporting self-sufficiency,
- establishing transparency and accountability,
- localizing support,
- and mainstreaming gender sensitivity.

The plan identified significant gaps in funding for early recovery. As of 19 July 2011, the gaps for early recovery are still very significant.

Supporting national response efforts for early recovery, the UN is working to ensure the continued needs of the people in Pakistan are met, through supporting the coordination of the sectoral and thematic working groups, promoting an integrated approach to the response and advocating for international support for early recovery.

As well as supporting the coordination of the Early Recovery Working Groups, UNDP is also itself a co-chair on both sectoral working groups and thematic groups for governance, community infrastructure, environment, and DRR.

## Culture

UN World Heritage experts stood ready to assist national authorities. Soon after the floods Experts mission from World Heritage Center visited Pakistan to assess the damage to the affected World Heritage Sites in Pakistan. The experts visited Ruins of Moenjodaro, Graveyard of Makli-Thatta and Ruins of Taxila. Experts met the provincial and federal authorities to discuss the assessment findings and briefed them on mid and long-term measures to be developed to mitigate the risks in future.



Stacey Winston/OCHA



The mission particularly concerned about the historic monuments at Makli, Thatta, as thousands of people sought refuge there from the floodwaters. The United Nations Educational, Scientific and Cultural Organization (UNESCO) is a mandated agency to protect heritage and ancient remains of civilization, and after the floods the ancient site of Moenjodaro appeared to be close to secure, despite risks, it was in large measure the direct result of the large-scale international campaign that was completed in 1997. It notably comprised of groundwater control through the installation of tube wells, and the conservation of structural remains, in close cooperation with local communities. The latest satellite images showed that the last flash tide was too close to the height of mud embankment and we were and are closely monitoring and assessing threats to protect one of humanity's most ancient cities.

### Disaster Risk Reduction (DRR)

DRR plays a critical role in saving lives, prior to or during the onset of a crisis. Particularly in a disaster-prone country like Pakistan, successful DRR projects can be the difference between life and death, between getting out of the route of a flashflood or getting caught up in one.

Receiving a handover from OCHA in taking responsibility for DRR in the flood response, the Thematic Group for DRR has been set up, playing an important role in working with all other sectors to ensure DRR is always being considered and mainstreamed.

The group is co-chaired by the NDMA and UNDP who work closely together to share skills and experience in DRR and in Pakistan, so to be able to identify relevant and strong DRR actions and projects.

In early recovery it is important to ensure not to exacerbate existing forms of vulnerabilities or create new forms of vulnerability. It is also important that DRR can actively reduce the vulnerability of future hazards, anticipating and mitigating the risk of disasters.

One year on from the floods, the NDMA and UNDP co-chair the Thematic Working Group for DRR, and are working to ensure DRR programming can help support people affected by flooding and who may be at risk of future hazards. The thematic group coordinates with other early recovery thematic groups and sectoral groups in order to mainstream DRR as much as possible into programming.

The group is supporting projects to enhance the capacity of the provincial and district administrations as well as communities in early warning and initial response. The thrust of the activity is toward community preparedness through establishment of community-based



UNHCR



UNDP





early warning systems in the most vulnerable areas while training them in community-based disaster risk management (CBDRM) to enable them to survive the initial critical hours in case of a disaster. However, to ensure sustainability over the long term, this has also been linked to the district administrations where records of the trainees will be kept along with their contact details to enable their services to be utilized if the need arises.

At the provincial level, the PDMA's have been provided with the resources to establish fully equipped control rooms to enable them to coordinate operations in case of a disaster. Similar assistance has been provided to the district administrations of the 29 worst affected districts along with emergency communication equipment to improve response coordination, which has appeared as a need in the aftermath of the 2010 floods. Where needed, some basic rescue equipment such as boats and life jackets has also been provided to improve response capacity of the PDMA's.

A two-pronged approach has been adopted to building communities' capacities in disaster response. First, selected community members in the vulnerable localities are being provided Training of Trainers to create a corps of master trainers who would further train community members in CBDRM. Second, Government officials in these districts dealing with DRR are also being provided the Training of Trainers so that they can further train the communities in their respective areas.

In addition the thematic group is working to provide CBDRM training to the NGOs working in the affected areas and to make CBDRM a part of their community mobilization program, which would increase the outreach to thousands of community organizations across the country. Current plans are to train at least 1,000 master trainers in CBDRM under the program.

Working in support of and in close coordination with the Government of Pakistan, the NDMA, the humanitarian community, and other stakeholders, IOM is working on DRR issues, in support of the technical group. Programs include:

- Procurement of family ration packs and tents for distribution among flood-affected people.
- Logistics support: IOM acts as the consignee to relief goods flown into the country for the NDMA and arranges transport to flood-affected areas across Pakistan.
- NDMA capacity enhancement through hiring of Programme Managers and support staff dedicated to flood response.
- NDMA directed procurement as a disaster mitigation measure.

Also, under the One UN Joint Programme Component for Disaster Risk Management (DRM), IOM is working 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. District Disaster Management Authorities (DDMA's) in prioritized vulnerable districts across Pakistan are being strengthened in collaboration with the NDMA. After the successful completion of a pilot project in district Jhang, Punjab province, planning is underway to strengthen DDMA's in other prioritized districts aiming to:

- Establish Community-Based Disaster Assessment and Response Volunteer teams and community networks at Union Council level to collectively plan and respond to disasters.
- Train and equip the volunteer teams in coordination with local NGOs, DDMA Coordinators, and district administration with disaster response, basic life saving, first aid, fire fighting, and river rescue skills.
- Assist DDMA's in development and implementation of DRM Contingency and Response Plan.
- Contribute to institutionalization, operationalization, and strengthening of DDMA's.
- Strengthen early-warning systems in close coordination with the district authorities and community leaders.

## Education

As with other sectors, education actors had a significant task in facing the enormity of such a major crisis. In the initial response, the Education Cluster co-led by the United Nations Children's Fund (UNICEF) and the NGO Save the Children was activated to undertake a comprehensive coordination system to support national leadership of the response effort at both national and provincial levels.

For the first month of the disaster education activities were limited with attention focused on survival sectors such as health, WASH, shelter, and food. However, more than 1.8 million children were in danger of not being able to go back to school, with 16,400 schools damaged or being used as temporary shelters. The floods dealt a particularly heavy blow to girls who are expected to look after their brothers and help with household chores, rather than go to school.

Restoring access to education scaled up quickly, from there being 98 UNICEF supported Temporary Learning Centers in September to 722 in October, 1,550 in November and over 2,600 as of January, providing education to a around 199,400 children.



UNICEF had also used its technical expertise to support training for 1,300 teachers in November, rising to 3,600 teachers by January.

Following the decision to end the relief phase the Education Cluster, already active with early recovery activities, transitioned to become the Education Working Group continuing the good work of the cluster. As of 1 July 2011, the Education Working Group has provided access to quality education by reaching out to 56 percent out of 1.3 million target beneficiaries including 286,000 girls and women to date across Pakistan, including:

- 277,232 children (38 percent girls) are enrolled in 1,896 repaired schools, including 530 girl schools in Khyber Pakhtunkhwa, Balochistan, Sindh, and Punjab. Approximately 4,988 teachers including 1,608 female teachers are teaching in these schools.
- 227 Temporary School Structures for severely damaged schools have been built that have provided access to 22,474 children including 6,252 girls and 240 teachers to carry on their teaching and learning processes in a child-friendly environment in Punjab, Sindh, and Khyber Pakhtunkhwa.
- 4,704 Temporary Learning Centers set up in the initial response and recovery stage had a total enrolment of 349,801 children with (39 percent of girl learners).
- 13,815 teachers, including 3,681 females, have received training on DRR, Inter-Agency Network for Education in Emergencies, and pedagogical teaching to ensure the improvement of their skills in managing their learning environment.
- A total number of 7,986 Parent Teacher School Management Committee (PTSMC) members (including 2,037 females) have benefited from capacity building activities for enhancing their roles and responsibilities. Community participation in managing school activities through reactivation of PTSMC contributes to the improvement of enrollment and retention rates.

But with much more still to be done, in September 2010 the Education Working Group produced district scaling up response plans that outlined the needs and gaps of the most severely flood-affected and based on this helped the members to fund raise and plan for their respective districts.

In April 2011 the plans were updated by doing early recovery need and gap analysis of the same districts which have shown a need of an additional US\$ 38 million for educational facilities.



Shehzad Noorani/UNICEF

There have been challenges. Education actors have had to overcome and continue to battle, one of the biggest challenges being funding. As education is considered a non-life-saving sector, it has been overlooked from the initial phase of the emergency. But education has a frontline role in the initial phase of emergency and during the 2010 floods more than 6,000 schools were used as shelters by the flood-affected families. Most of the schools used as shelters were abused and when finally vacated they are often not fit to be used. Significant funding is needed to refurbish these schools so that children can access them again and get back to school.

A gap analysis of early recovery has identified serious gaps in funding, but before going to the donors the Education Working Group is analyzing the utilization of funds that it has received so far to ensure that the funds that have been received are being spent with the best possible efficiency and with effectiveness for the children and adults affected by the floods.

Additionally, in context of education very few organizations have the knowledge of education in emergencies, the Inter-Agency Network for Education in Emergencies' minimum standards, and operating of child-friendly centers. Recognizing this problem, the Education Working Group has planned series of capacity building initiatives and has rolled out various training programs to develop groups of master trainers who can help in

building the capacities at the field level of education stakeholders in managing educational interventions at the time of the emergency.

Also contributing to the flood response efforts for education, UNESCO worked closely with the national authorities and the Education Cluster members to ensure an integrated education response. It was crucial to work at all levels of the education system, hand in hand with the Government as UNESCO did after the 2005 earthquake in Muzaffargarh, to ensure the provision of quality education, in this emergency phase and well into the recovery.

Building on programmes that were already in operation in more than a dozen of the most affected districts, the coverage of Non-formal Education Learning Centers, was expanded, offering training in literacy and different aspects of public health and hygiene. Materials and support was also provided for psychosocial rehabilitation, helping children in camps to emotionally adjust and cope with loss and trauma, and supporting health education with health and hygiene teaching.



Shehzad Noorani/UNICEF

Children in the small village of Mullan Walla, in flood-affected Muzaffargarh District, were all smiles when they started class in a recently-opened school.

The new three-classroom primary school in the province of Southern Punjab is bright, modern and airy – quite a difference from their old school, which was destroyed in last summer’s devastating floods. Each classroom is well-equipped with desks, chairs and a blackboard, along with learning materials like books, notebooks and learning games.

“We have been provided with a wonderful school, furniture and teaching materials,” says Headmaster Mukhtar Ahmad, who cannot speak highly enough of the new school.

The school is one of six prototype Transitional School Structures, built to varying designs that have been set up in Punjab, Sindh and Balochistan provinces. The UN is working with the Government of Pakistan, authorities and partners to select the most appropriate models, which will then be rolled out in larger numbers.

The floods damaged more than 10,000 schools in Pakistan. Temporary Learning Centres, or tent classrooms, enabled more than 260,000 children to continue their education, and in many cases attend school for the first time. In addition, the UN and partners have distributed school supplies to more than half a million children.

by David Youngmeyer,  
UNICEF





## Environment

The floods changed the environment of many regions of Pakistan as the floodwaters moved with them silt, rock, pollution, and debris. This changed the landscape of some areas of Pakistan and has impacted how people live and whether or not they can sustain their pre-flood lives in the same place they were before, with the changes the flood has brought.

Chaired by the NDMA and UNDP, the Thematic Group for Environment initially went unfunded with environment mainstreaming its only input to the floods response. Now, however, the group has received support and is providing solar streetlights to remote rural communities. Interventions are also underway in debris clearing, waste management, and access to energy through environmentally friendly means.

The strategy for the group is to continue integrating activities with other groups as necessary, advocate that partners pool resources so to address environmental issues, and to develop stand-alone projects partnering with organizations with relevant capacities and skills, and support the flood-affected communities with regard to environmental goods and services.

Baseera Union Council in Punjab has a huge population with many villages scattered around. Agriculture and livestock produce are the main sources of income. These two sectors suffered the most during the monsoon rains last summer. People living in prosperity were pushed into despair. Many people had to move into camps having lost everything. The story of 55-year-old Irshad Bibi is not so different from the others. She is a mother of nine children. Her husband, Ghulam Hussain, was a small shopkeeper in her village. His average earning was 100 rupees, just over \$1 per day. Now he searches for labor work in the surrounding areas, while Irshad takes care of the livestock at home.

The UN has provided training for Irshad to help her recover what she and her family have lost. "We used to feed our animals with raw wheat and salt. But we learned new methods from the training. I will be able to feed the livestock well. The feed I prepare now is equal to a complete green fodder feed and provides all the required proteins. The training was a need of the time," said Irshad. "After learning new techniques of storage and production our income will now hopefully increase," she added.

by Zeeshan Ali Tahir/UNDP

floods story







# floods story

Dilbar and Sakina have spent most of their lives in river boats on the Indus, desperately needing assistance, but unable to access Pakistan Government support programmes.

Last year's devastating floods exacerbated their powerlessness of their small community of 100 families in southern Punjab and many now want to adapt their riverine way of life, construction proper homes and receive aid to help them rebuild their lives.

It was very hard spending the cold evenings living on the boats getting a home to start a normal life is a dream for people like us who were born and grew up on the boats.' Said Dilbar

"We drink river water, we have no proper shelter, no proper health facilities, no education, no mosque and no identity," said Sakina.

The flood affected community with winter aid since coming across them the first time during the flood relief efforts last year.

They hope to be formally registered as Pakistani citizens and claim national ID cards so they can gain access to their basic, legal, social economic, civil and political rights and benefit from Government support programmes for flood victims.

The Jam communities have lived in Punjab for decades surviving through fishing basket weaving and agriculture. In recent years they have built shelter on the riverbank to accommodate their growing population but they never registered. Their lives have been threatened by two devastating floods in the last two years which has affected their livelihoods.

The UN is carrying out advocacy for the protection of their rights.

by Duniya Khan  
UNHCR





After the floods of 2010, Mai Amiran and her family lost their home and farm and wait for the chance to rebuild. They're among nearly 350,000 people in the southern Sindh province surviving on food aid and unable to return home.

Six months on, Mai Amiran still has trouble believing that a flood could have destroyed her home. "There has never been flooding in our area for as long as anyone can remember," she says.

Amiran and her children are among over 350,000 people in Sindh who are still living in tents. Unable to rebuild and without the means to provide for themselves, their only means of survival come from food rations provided by the UN.

In addition to wheat flour, oil and pulses, Amiran's daughters receive a nutritionally charged chick-pea paste called "Wawa Mum." A play on the expression in Pashto meaning "yum!", locally-produced Wawa Mum packs all the vitamins and nutrients that young children need to grow and be healthy.

Despite the persistently harsh living conditions for many people in Sindh, the situation there, as in the rest of Pakistan, is starting to look up. Most farmers were able to return to their land in time to plant the wheat crop and the harvest this year is expected to be just 25 per cent smaller than in 2010.

Many villages have begun rebuilding and early recovery activities like "cash and food for work" schemes that provide for people's basic necessities while they clear roads and repair bridges are starting to get under way.

In the meantime, Amiran's children have returned to school where warm meals provided through a school feeding programme await them.

Amiran too says she's hopeful that the worst is behind them.

by Amjad Jamal  
WFP









Amjad Jamal/WFP

## Food

In the immediate aftermath of the heaviest rains, WFP began a series of Initial Vulnerability Assessments across affected areas, engaging more than 1,100 staff from 88 local NGOs to help complete the field-work in minimal time. Together, these exercises helped to inform the response planning of a range of respondents, identifying an estimated 10.1 million people in KPK, Sindh, Punjab, Balochistan, AJK, and Gilgit-Baltistan as in need of immediate humanitarian assistance. The floods had limited access to markets, and the majority of families indicated they either had no food stocks or food stocks that would run out within a week due to significant losses at household level. Flood-affected people were resorting to a range of coping mechanisms with negative long-term effects, including incurring debts, borrowing, reducing meal sizes, skipping meals, and women eating less than men.

Food was clearly a key priority. By virtue of its existing presence across affected areas and wide network of partners, WFP commenced the provision of emergency food assistance within 24 hours of the disaster's onset, thereafter scaling-up its response in accordance with the unfolding crisis. During the first month of operation in August 2010, WFP reached 3 million victims with more than 34,000 tons of life-saving relief food assistance, increasing to 6.3 million in September, and peaking at 7 million beneficiaries in a single monthly distribution cycle in October. More than 8.7 million people across 62 affected districts in KPK, Punjab, Sindh, Balochistan, AJK, and Gilgit-Baltistan were supplied with at least one round of WFP food assistance by the end of 2010.

Specialized nutritionally-fortified foods targeting the most vulnerable – young children – were included in the food basket from day one of the response. These reached close to 3 million children, helping to prevent malnutrition at a critical time.

The WFP-led Food Cluster mechanism was successfully used to divide the response, in order to ensure that all needs were addressed while mitigating the incidence of overlaps. 70 percent of the total caseload was routinely serviced by WFP, and the balance supported by other actors including the Government, military and NGOs. Within the first six months of the disaster, the Food Cluster distributed over a staggering 500,000 metric tons of food.

WFP began the introduction of early recovery activities alongside the retreat of floodwaters and return home of many of those displaced by the disaster: as early as November 2010 in affected areas of Khyber-Pakhtunkhwa, and thereafter expanded to other areas as conditions became similarly permissible. In April 2011 WFP completed the transition to purely early recovery support in the worst affected areas, following the conclusion of life saving-relief food assistance to residually displaced groups in some areas of Sindh and Balochistan in March.



The scope and nature of this transition was informed by another extensive WFP-led survey, the Flood Recovery Assessment, conducted in collaboration with FAO and supported by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and Oxfam. This assessment found that affected districts in Sindh had become home to the highest number of food-insecure at more than 2.4 million people, followed by Punjab (1.8 million), Khyber Pakhtunkhwa (1.2 million), and Balochistan (more than 300,000 people). An estimated 3 million of these had been rendered food-insecure as a direct result of the floods, of which the vast majority were farming households. A significant shift in livelihoods had also occurred following the floods, with a high proportion of farmers turning to unskilled labor to earn an income. As nearly 50 percent of cropland in Sindh was still flooded at the time of the survey, roughly one in four farmers were relying on unskilled work to support their families. Unconditional food transfers were found to be the most common form of assistance provided to flood-affected communities, with almost 90 percent of the worst-affected population across all four provinces surveyed (Khyber Pakhtunkhwa, Punjab, Sindh, and Balochistan) receiving some food ration since the floods hit.

With no known possibilities to recovery from the disaster without support, some 3.6 million people across the country were deemed to be the most vulnerable.



Marta Ramoneda/UNDP

WFP's relief assistance meeting basic food requirements on a regular and systematic basis had helped to create an environment into which recovery activities could feasibly be introduced. Through the conduct of emergency distributions, beneficiaries were free to engage in recovery planning in the relative security that basic household consumption needs were being met. This was most pertinent in cases where a joint package of assistance was provided to returnees, consisting of WFP relief food rations and seeds from FAO and relevant Government departments. Furthermore, as loans were taken by beneficiaries to invest in agricultural inputs and rebuild damaged houses, in addition to purchasing food requirements, WFP's provision of food in-kind helped to prevent a higher debt burden amongst recipient communities.

As of the end of June early recovery activities have reached more than 3.5 million beneficiaries through livelihood-support activities providing food or cash in exchange for labor inputs on projects restoring community infrastructure benefiting 2.5 million people. The agency has also provided food assistance to around 600,000 children returning to school and targeted nutritional support for an estimated 360,000 malnourished children and nursing mothers. Initial results from an analysis of the latter are highly encouraging with around 99 percent of moderately acute malnourished children who complete the planned 12-week intervention having fully recovered.

Commencing in November 2010, innovative cash-based programming has also continued to expand across areas where markets resumed sufficient functionality. To date, more than 340,000 individuals have benefited from cash transfers in lieu of the relief food ration, and participation in cash-for-work activities in Punjab's RY Khan district, as well as Nowshera and Charsadda in Khyber Pakhtunkhwa.

Working in partnership has been a hallmark of the food sector response. As Food Cluster lead, WFP coordinated a broad network of operational relationships, working with more than 60 humanitarian partners, including the World Health Organization (WHO) and UNICEF, under the innovative "Survival Strategy" approach aimed at strengthening the coordinated delivery of life-saving assistance across several sectors. Now, under the livelihood support component of its recovery portfolio, WFP has instituted partnership arrangements with UNDP (supplying material costs) and FAO (providing seeds and technical expertise) for the implementation of community restoration activities in Khyber Pakhtunkhwa, providing a holistic package of support for post-flood agricultural and infrastructural rehabilitation.

WFP's assistance has proven to be critical in helping to maintain adequate food consumption and protecting the lives of people in distress. The Flood Recovery Assessment concluded that the proportion of flood-affected families showing poor food consumption had reduced to 2.4 percent by the end of 2010, from a baseline level recorded in 2009, and significantly from the 26 percent found in an August 2010 assessment in the immediate aftermath of the floods.



At the peak of the disaster, WFP also introduced a dedicated beneficiary feedback desk aimed at strengthening operational transparency and accountability. Comments have focused primarily on issues of alleged preferential treatment, targeting and registration, and the quality and quantity of transferred commodities. WFP follows up on each and every comment received, with the vast majority taking less than 15 days to resolve.

The ongoing work of WFP coordinating the early recovery Food and Agriculture Working Group with FAO will continue to have a massive impact on the lives of people affected by the floods, supporting them in getting back their livelihoods and having food security.

## Gender

In Pakistan there has been steady progress in raising awareness to ensure the programs and projects of the partners taking part in humanitarian action pay appropriate attention to and address adequately the distinct needs and perspectives of women, men, boys, and girls. There is, however, a long way to go before this analysis forms an integral part of the working methods and mechanisms of organizations and accountability mechanisms are in place to ensure implementation.

In light of this, efforts to promote gender equality based coordination appear as a vital strategy; however, it requires greater attention of the policy and decision makers and the implementers. The level of awareness about gender issues within organizations working in Pakistan remains uneven and the capacity for gender analysis is weak.

Disaster situations underscore the need for providing social services and economic assistance and also the need to address differentiated needs, concerns, priorities, and capacities as well as the contributions of women, girls, men, and boys in the response efforts cannot remain unacknowledged.

A gender mechanism for engaging and coordinating with humanitarian partners became functional in 2009, first supported by the United Nations Development Fund for Women (UNIFEM) and the United Nations Population Fund (UNFPA) and now by UN Women.

During the 2010 floods, it played an important role in fostering vertical and horizontal linkages and networking on gender concerns among the organizations engaged in the response in the affected areas as well as promoted gender related concrete actions across relevant coordination mechanisms.

An established Gender Task Force, housed by OCHA, was very active in the revision of the Response Plan and participated actively in cluster coordination meetings, advised clusters on including important gender issues in cluster response plans and projects, and distributed a gender marker toolkit. Analysis shows that almost 40 percent projects in



revised appeal were designed to contribute to gender equality in a significant manner.

The importance of overarching gender mechanism for coordination was further strengthened when relief transitioned to the recovery phase and the Gender Task Force to the Thematic Group on Gender.

Currently co-chaired by UN Women and NDMA, the Thematic Group on Gender endeavors to ensure that gender considerations are duly acknowledged and reflected as an integral part of early recovery strategic action plan and mainstreamed into project implementation.

## Governance

The floods impacted public service buildings and facilities in all four provinces of Khyber Pakhtunkhwa, Punjab, Balochistan, and Sindh. An estimated 1,355 critical public buildings have either been damaged or destroyed, local government infrastructure and post offices being hit the hardest.

As a critical part of recovery, in such a situation, the UN has a role to support the public sector get back to a position where it is capable of supporting the overall recovery from the floods for the general public, with continued UN assistance. Early recovery of public sector infrastructures will also hold the key to the full-scale resumption of social service

delivery.

The priority for the Governance Working Group, chaired by UNDP, is to repair and rehabilitate public office buildings and union council level, followed by Tehsil level and then at District level, also enhancing the capacities of the public sector in the rehabilitation of office equipment and logistics, and building institutional strength to effectively deal with issues and risks associated with restoring lost documents and identity cards and helping flood victims maintain their legal rights and land entitlements in a timely and effective manner.

The strategy for the sector is based on the premise of restoring and improving the system of governance post the floods in the affected districts, through restoration of damaged Government buildings and other support mechanisms which will help support local government and enable it to be in a position to be effective in supporting the local communities.

As of June 2011, the Governance Working Group had launched more than 1,000 one window operations across 29 districts. The intervention is designed to quickly process proposals or applications for support so to enhance the opportunity for local businesses to get back on their feet rapidly. The intervention is spread over 29 districts.

Subsequent to assessments, the United Nations Office for Drugs and Crime (UNODC) together with the provincial governments, developed a flood recovery program aimed at rapidly re-establishing and strengthening law enforcement capacity in Khyber Pakhtunkhwa and Balochistan, including a procurement plan and an implementation plan prioritizing interventions and ensuring rapid delivery of equipment and infrastructure to the hardest-hit areas.

## Health

The 2010 floods destroyed much of the healthcare infrastructure in the worst affected areas of the country, leaving inhabitants especially vulnerable to disease. Over 430 health facilities have been identified as damaged or destroyed. Management capacity of the local health systems in the flood-affected districts had virtually collapsed, and the health workforce were also affected. It is estimated that at least 35,000 Lady Health Workers were displaced. Skilled health workers were needed, both in temporary health facilities established for the camps and in health facilities.

Public health risks were exacerbated by inadequate sanitation, very limited and compromised safe water supply, food shortages, malnutrition, and low levels of immunity.





With the high rate of chronic malnutrition among children, 30-35 percent of children are stunted; in a context of possible food insecurity there was a serious concern of increasing acute malnutrition.

Reports from the Disease Early Warning System in affected areas showed an increasing number of cases of water borne diseases, especially diarrhea from contamination of drinking water with polluted waters; vector-borne disease, due to increase in populations of mosquitoes and sand-flies; and skin diseases, due to poor domestic and environmental hygiene. Increased numbers of acute respiratory infections were also being reported and will continue. WHO used the Disease Early Warning System (DEWS) throughout the response to keep track of disease trends and to identify threats of epidemic-prone diseases in order to coordinate the interventions and support the national authorities.

The Ministry of Health requested support to respond to the crisis as it was crucial that the Government provide effective immediate aid and assistance to the millions of displaced and to mitigate the long-term humanitarian catastrophe.

WHO initiated a large-scale humanitarian response to save lives by preventing excess mortality and controlling morbidity.

During the crisis, WHO co-chaired the Health Cluster with the Government, not only providing technical support and guidance, but also joining with partners to provide support as an operational agency in itself, to effectively and efficiently implement humanitarian health response interventions and to lead, monitor and coordinate the activities of Health Cluster partners.

WHO's essential medicines department from the start of this crisis was already committed to supplying essential medicines to the target population of disaster-affected areas of Khyber Pakhtunkhwa. It has kept its vision of providing timely relief in the form customized kits, monitoring rational use of medicines, forecasting medicine requirement, preparation of contingency plans, technical support in managing drug warehouses and training Ministry of Health and other health partners in strengthening of drug supply chains and other activities.

During the flood response, the focus was on filling gaps in essential medicines and supplies in coordination with all stakeholders and to avoid duplication in supplies and to promote rational utilization of medicines.

Since the beginning of the floods last year, WHO through the health sector partners has provided essential medicine cover to 14 million affected people, including 323,500 diarrheal interventions by 647 diarrheal disease kit, 1,486 primary healthcare packages,

42 interagency emergency health kits, 311 acute respiratory infection kits, 138 mobile health kits, 101 basic health kits and five trauma kits. Additionally 930 anti-snake venom, 459 anti-rabies vaccines, and 168 diphtheria antiserum and malaria medicines, RDT and primaquine were provided in timely response of alerts and outbreaks.

Since the flood emergency, the Disease Early Warning System reported daily and weekly on over 10 million consultations and responded within 24 hours to over 400 alerts, especially for cholera, malaria, and measles. As an example, over 1 million consultations were reported for acute diarrhea, 210 alerts were received for acute watery diarrhea/suspected cholera, 105 cases tested positive for cholera, about 69,000 patients were treated for acute watery diarrhea in outbreak areas at Diarrhea Treatment Centers established in collaboration with partners; only 64 deaths from acute watery diarrhea were reported.

The immunization response efforts contributed in part to prevention of excess mortality, a major achievement of the response. After an early decision was taken to vaccinate all children in flood-affected districts to prevent disease spread, through the WHO-led health and UNICEF-led Nutrition Early Recovery Working Group, UNICEF and its partners have provided more than 50 million vaccines for comprehensive, phased campaigns conducted by the Departments of Health in 70 flood-affected districts.





With UNICEF and WHO support, nearly 12 million children between 6-59 months of age also received Vitamin A supplementation during November National Immunization Days. Utilizing relief efforts as an opportunity to re-establish routine immunization in flood-affected districts, to date nearly 400,000 children up to 23 months of age have received tuberculosis vaccinations (BCG), 470,000 have received pentavalent vaccines, and 602,000 pregnant women have received tetanus toxoid vaccination. As part of the drive to eradicate polio, during the routine polio immunization campaign in May 2011, an estimated 30.5 million children between 0-59 months were vaccinated across Pakistan, including in flood-affected areas, out of a target of 31 million people.

UNFPA estimated that nearly 500,000 women were pregnant among the flood-affected people. Under the Health Cluster, and working with the Ministry of Health, UNFPA mobilized mobile service units, provided reproductive health and hygiene kits and imparted minimum initial service package for reproductive health in crisis situation to provincial and district health managers. The relief efforts rapidly transformed into recovery of devastated health care structures and services. Where there were no emergency obstetric services in the past, the flood relief efforts provided an opportunity for the disadvantaged population to get access to health care by health professionals.

IOM medical staff working in clinics in Punjab and Sindh have provided primary healthcare services in both fixed and mobile clinics to over 100,000 patients since September 2010.



Maryam Yunus/WHO

In addition to providing health services, IOM staff provided referral assistance to transport complicated cases requiring specialist attention to tertiary healthcare facilities. Staff also carried out awareness-raising and health promotion activities in schools and other public buildings, teaching communities about the importance of personal hygiene and vaccinations.

During the 2010 floods emergency, WHO revitalized its Health Promotion Program. Social Mobilizers and Health Promoters from various humanitarian organizations were trained on major health risks and on ways of improving communication skills at the community base level. The participatory methodology PHAST (Participatory Hygiene and Sanitation Transformation) was utilized to train 17 health environmental engineers in Islamabad to promoting hygiene, sanitation, and community management of water and sanitation facilities in four provinces. WHO, in collaboration with other humanitarian actors (IOM and InterNews) and Government health authorities (DOH, Sindh) carried out interventions at the community level to increase awareness on ad hoc major health risks (such as cholera outbreaks) and responses pertaining to healthy life practices and healthcare access.

Healthcare providers at first level, secondary level, and terrain level were capacitated to provide quality basic and emergency healthcare to population, where 848 care providers were trained in emergency obstetric care, 663 received training on essential newborn care and 3,705 were trained to provide integrated care to under-five attending first-level facilities. 125 trainers were also trained to roll on these interventions. Essential equipment and supplies were placed where gaps were identified.

Under Refugee Affected and Housing Areas, WHO ensured restoration of emergency primary healthcare relief services including Maternal and Child Health, deliveries and Epidemiology through the establishment of medical camps for two months in the flood-affected areas of Nowshera and Peshawar through its implementing partners (HHRD and Johanniter International). A total of 38,948 OPD consultations were conducted, 27 live births (deliveries), 613 antenatal consultations, 1,559 under-one children vaccinated against major diseases, 888 women were vaccinated against tetanus toxoid, and 18,196 beneficiaries participated in health education and promotion services in all four camps combined.

In the immediate aftermath of the floods, WHO stressed the risks of contaminated water supplies, inadequate sanitation, and poor hygienic conditions causing diseases such as cholera and diarrhea, and emergency and relief programs were prioritized accordingly. WHO distributed 10,354,300 Aqua tabs, 3,000,000 sachets, 60,000 soaps, and 100 water quality testing kits to Tehsil Management Authorities/Public Health Engineering Department; carried out water quality monitoring and surveillance, water and sanitation

interventions in IDP camps, testing 5,485 water sources for microbial quality; rehabilitated WASH services at 15 healthcare facilities and installed three water treatment plants to improve water quality; promoted safe collection and disposal of healthcare waste, ensuring infection control and hygiene improvement measures; and carried out health and hygiene promotion workshops and trainings in all of the above areas as required for capacity building.

Identifying an opportunity to adopt a holistic approach to supporting flood-affected people, members of the Health, Nutrition, WASH, and Food Clusters came together to develop a joint strategy to ensure a more integrated, effective, and timely survival response in priority flood affected districts. Under the Survival Strategy (Health, WASH, Nutrition, and Food clusters), WHO assured the provision of services to preserve and restore access to basic healthcare, eliminate financial barriers and ensure rehabilitation and re-establishment of primary and secondary health services, treatment of acute infectious and communicable diseases, injuries and critical chronic illnesses. WHO as leading agency in health coordinated the Health Cluster response together with the Ministry of Health at the federal and provincial levels. The other UN partners in the health sector have been IOM, UNFPA, UNICEF, and UNHCR.

Support was provided to local partners for active case finding of diarrhea cases, screening of acute malnutrition, delivery of life-saving integrated interventions at community level, including mobile clinics, oral rehydration points, outpatient treatments, hygiene kits, chlorination tablets, and jerry cans. Supplies and the logistics of the operations were supported by the Cluster lead agencies and partners of the Health, WASH, Nutrition, and Food clusters.

As part of the continued recovery from the floods, WHO is working on a transition and recovery strategy for the health sector to outline and prioritize goals, activities, functions, partners, and guidelines for the mobilization of resources. The idea is to build a resilient health sector to best cope with any hazards and emergencies in the emerging era of devolution in service delivery institutions in Pakistan.

## Housing

The floods wreaked havoc across Pakistan, with violent landslides and flashfloods in the North and a drowning of vast areas of land in the South. An estimated 1.6 million homes were damaged or destroyed across 65 districts of the country, with millions of people forced to seek refuge across the country. The housing sector caseload focuses on 827,380, mainly from the four provinces of Sindh, Punjab, Khyber Pakhtunkhwa, and Balochistan.



One year on and the UN is continuing to help people continue to rebuild their lives and to adopt a build back better approach.

The NDMA and the United Nations Human Settlements Programme (UN-HABITAT) are co-chairing the Early Recovery Working Group for housing leading efforts to continue the support for people affected by the floods in repairing and rebuilding their homes. At this time early recovery needs have been calculated taking into consideration only completely destroyed houses and with a minimum assistance being a one-room shelter.

The working group has taken on a enormous task, with major objectives to be achieved, just some of which include ensuring flood-affected people still displaced have the possibility to return home should they so wish, and ensuring the commitment made by partners are actualized.

Early recovery strategic planning shows, up until the end of March 2011, 43 percent of destroyed homes had been covered. 200 registered agencies are committed to constructing 63,705 transitional shelters, of which 25,975 have been completed, and 173,664 one-room shelters, of which 14,575 have been completed.

An additional 23,200 one-room shelters can be added as support provided by local philanthropists and traditional or bilateral agencies not yet registered.



Up until the end of the year, UN-HABITAT will be providing more than 36,770 shelters to flood-affected people as well as WASH activities to prevent the outbreak of water-borne diseases.

In line with the Shelter Cluster strategy, endorsed by the Government and continued by the Housing Early Recovery Working Group, IOM is supporting vulnerable flood-affected households whose houses were completely destroyed in the floods to rebuild a durable, flood-resistant one-room shelter. IOM is targeting 35,000 of the most vulnerable households in Khyber Pakhtunkhwa, Sindh and Punjab provinces.

Subject to change the housing sector early recovery strategy entails the following:

- The priority is to shelter the remaining Internally Displaced Persons in the up-coming monsoon season and to support them to return to their place of origin.
- Only completely destroyed houses are being targeted to provide support to people without permanent shelter.
- The minimum early recovery response is a one-room shelter for each destroyed house (i.e., where over 60 percent of the house is damaged), while acknowledging that in

many areas one destroyed house accommodated more than one household.

- A household (up to eight persons) with a destroyed house will be supported with an approximately 20m<sup>2</sup> large one-room shelter as a first early recovery core room, which will be later extended into a house with the support of Watan cards.
- Transitional shelters that do not comply with DRR will not be promoted or supported.
- Early recovery will be cost efficient by applying well known construction methods and using local materials, taking into account their social and environmental impact. To promote ownership and to lower costs, beneficiaries will participate according to their capacity. However, for extremely vulnerable households who do not have the capacity to participate, all material and labor will be provided.
- Criteria will be introduced to ensure that the vulnerable can access housing support.
- One-room shelters and site preparation will comply with the DRR requirements for each location (mainly flood, seismic zone), promoted through awareness building, knowledge sharing, technical guidance, and trainings.
- In coordination with the Sectoral Working Group on Water and Sanitation, or through direct implementation, adequate services for water and sanitation will be included.
- Preliminary community works like debris removal, salvation of material, and rehabilitation of sites will be coordinated with the Community Infrastructure Working Group.
- Housing implementation agencies will collaborate with the authorities and coordinate with District Focal Points, and with the NDMA, PDMA and donors, through the Housing Working Group.
- In order to complete the additional 227,050 housing units, resources need to be ensured for implementation capacity, human resources (engineering staff and skilled and unskilled labor) and local materials.

### Logistics

Due to the nature and widespread extent of the 2010 floods disaster there were obvious challenges to the logistics of responding to the massive volume of needs across Pakistan. With roads damaged or destroyed, bridges devastated, and limited access to huge numbers of flood-affected people, there were major concerns for the well being of the most vulnerable flood-affected people, such as under-nourished young children.



The Logistics Cluster, chaired by WFP, supported the response through a wide variety of challenging situations and often with creative solutions. In a lessons learned review from January 2011 the cluster had already managed to:

- process over 50,000 metric tons of relief cargo,
- airlift over 11,900 metric tons of relief cargo,
- provide over 23,000 square meters of storage space,
- utilize more than 60 aircraft,
- deploy 15 international cluster staff, establish eight coordination centers,
- and manage a budget of over USD\$ 64 million.

The cluster filled many of the logistics gaps and needs for UN agencies and NGOs alike, providing airlift support, coordinating with the Government to facilitate the use of military assets, handling and organizing cargo, coordinating and sharing logistics information among responders, and mapping areas of interventions marking access route, and key features such as launching pads for boats or helicopters.

Following the end of the relief phase of the response the Cluster is working with the Government of Pakistan to help improve emergency response capacity for disasters.

### **Non-farm livelihoods**

The floods have had a major impact on livelihoods for people across all sectors of business. The vast swathes of floodwaters not only destroyed crops and killed livestock, but it also washed away shops, taxis, trucks, offices, and markets.

Recent assessment findings show that 60 percent of households affected by the disaster describe themselves as without a main source of livelihood after the floods, and 53 percent of households report a 76-100 percent decline in household incomes.

Chaired by the International Labour Organization (ILO) and the Ministry of Labour and Manpower, the Non-Farm Livelihoods Working Group is in place to help support non-agricultural livelihoods recovery.

Activities include vocational training, short-term employment, the replacement of tools or professional assets, support for micro enterprise, support for micro finance for loan restructuring or repayment, and supporting identification of new outlets for employment.









## Nutrition

The nutrition situation in Pakistan was a major concern from the early days of the flooding crisis. With child malnutrition rates in Pakistan remaining consistently high, at an overall Global Acute Malnutrition rate of 13 percent and a Severe Acute Malnutrition rate of 3 percent, the floods presented a very high risk to people already suffering from malnutrition.

UNICEF was requested by the Humanitarian Country Team (HCT) and the NDMA to chair the Nutrition Cluster. As cluster lead, UNICEF worked with a range of partners including the Government, NGOs, and other UN agencies such as WFP and WHO.

Responding to the nutrition situation up until June, 86,893 severely malnourished, and 224,706 moderately malnourished children along with 13,626 pregnant and lactating women have been supported and served in feeding centers.

WFP, in cooperation with UNICEF, through the Community Management of Acute Malnutrition (MAM) program had been targeting moderately acute malnourished children and pregnant/lactating women. While the original target caseload was approximately 230,000 beneficiaries, WFP has thus far reached some 400,000 MAM children/women under the program.

From day one WFP included specialized nutritionally-fortified foods in the general food basket, targeting the most vulnerable, reaching almost 3 million young children.

For many the floods unearthed the acute vulnerability of huge numbers of people across the country as a result of the nutrition situation in Pakistan. One year on the UN is committed to taking on malnutrition with UN agencies working together on an integrated approach to responding to the nutrition situation overall with the Pakistan Integrated Nutrition Strategy. The strategy is designed to respond to the short-, mid-, and long-term challenges of malnutrition in Pakistan from June 2011 to December 2012, and is perhaps one of the main positive lasting legacies of the floods to support the people of Pakistan into a better future.

## Protection

From the early days of the floods, the Protection Cluster played a prevalent role in advocating for equal access to assistance trying to ensure that the most vulnerable, including female-headed households, single women, women observing purdah (the practice of screening women from men or strangers), children, especially child-headed households, minority groups, persons in remote communities, undocumented persons, persons with disabilities, older persons, and members of other minorities, had safe, accessible



(bearing in mind cultural, security, and physical barriers), and non discriminatory access to assistance. The aim was to ensure aid was accessible to all and based on need.

With protection as such a broad and diverse sector, the Cluster system accommodates for sub-clusters within protection. UNHCR co-chaired the Protection Cluster with its NGO co-lead, the International Rescue Committee (IRC).

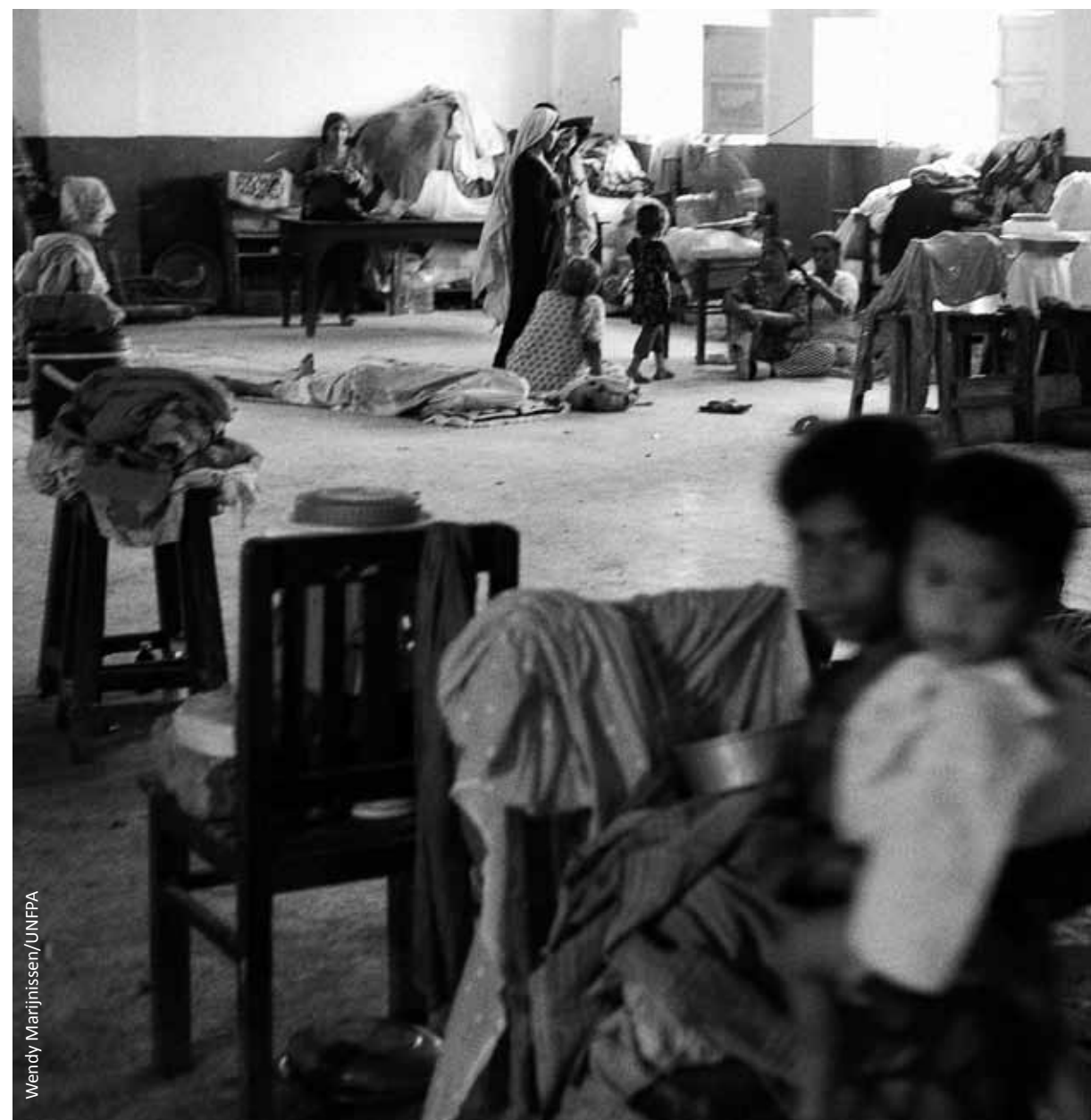
UNICEF chaired the Child Protection sub-Cluster, and UNFPA chaired the Gender-Based Violence (GBV) sub-Cluster.

UN-HABITAT chaired the Land, Housing and Property sub-Cluster. Additionally an Age and Disability Task Force was set up to ensure ageing and disability issues were considered in the response.

Early on in during the floods, overarching protection concerns in the affected provinces were assessed through four Rapid Protection Assessments covering 25 districts and an estimated 56,000 persons through approximately 2,970 focus group discussions.

The main protection concerns highlighted in the midst of the emergency were as follows:

- Lack of access to and discrimination in distribution of relief and early recovery assistance toward flood-affected vulnerable people including minorities, women, children, landless, non ID-card holders, Afghan refugees, older persons, and persons with disabilities. Some groups were also not receiving culturally or otherwise appropriate assistance targeting their specific needs.
- Risk of prolonged displacement and lack of alternatives for return or resettlement for vulnerable people due to massive loss of assets (land, documents, livelihoods, non-food items, and other belongings as well as social support networks), as well as floodwaters not receding in many areas.
- Forced return or re-location.
- Lack of objective, reliable, and accessible information to the affected populations at all levels.
- Inter-communal tension and violence, as well as land and property disputes combined with lack of access to legal redress mechanisms and legal assistance to aid document recovery and durable solutions.
- Increased risk of sexual and physical abuse, child abuse, child labor, bonded labor, trafficking, honor killings, early marriage, and forced marriage among the affected populations.





- Lack of physical security in places of displacement and areas of return.
- Family separation, separated and unaccompanied children.
- Politicization of assistance by district officials hampering relief distributions.
- Absence of law and order, police forces and law enforcement equally affected to the floods.

Noting specific concerns with regard to gender, because much of the assistance to flood-affected people did not adequately address the socio-economic situation of women and girls, it created a more desperate situation for survival for them. Increased cases of sexual exploitation, prostitution, forced marriages, and exposure to risks of trafficking were noted.

Aid distribution was often linked to national identity cards, which most women could not access without a male relative. Distribution points were not separated for women and men, making it challenging for women observing purdah to access aid. There were also reported cases of harassment during distributions. Additionally, at the onset of the emergency, families were marrying off girls as a protection measure, later linked to economic incentives, to reduce burden on the family and to enable them to receive Watan cards.

The GBV sub-Cluster established and consolidated referral systems, and supported and cases provided with direct assistance such as medical, legal, and psychosocial support.

With regard to child protection, the floods and subsequent displacement increased the opportunities for abuse and exploitation and increased children's vulnerability to threats, disrupted community protective networks, and reduced family and individual abilities to cope. Drastically reduced livelihood assets and opportunities have meant children were more likely to be sent out to work or to beg, or to be married off at an early age. Children suffered through the loss of family members or separation from parents or regular caregivers during displacement, and have been more exposed to increased physical and

sexual abuse in camp settings or temporary living arrangements including child trafficking, abduction, and drug abuse.

In response a total of 1,799 static and mobile Child Friendly Spaces were established and working group members provided assistance to 575,322 children in flood-affected areas. These safe spaces are providing education, recreational, and psychosocial support to children and women. A total of 169 safe spaces established for women and 11,663 women were accessed and involved in different activities. Working group members also distributed 727,355 non-food items to children and families. A total of 21,041 Child Protection Committees were formed.



Additionally the Cluster worked to ensure protection was mainstreamed into response activities to ensure the humanitarian principle of "do no harm" was respected and to prevent exclusion from assistance and to uphold the principle of non-discrimination. Further, the Protection Cluster and information, education and communication campaigns, including radio broadcasts, explaining how to access Government assistance through the Watan card scheme (a Government registration scheme for flood-affected people to receive compensation), how to access civil documentation, and addressing gender discrimination and access to justice. Additionally protection centers were set up to address beneficiary concerns.

With protection as a constant cross-cutting theme, the Cluster transitioned to a thematic group as the relief phase ended. Ensuring continuity the Thematic Group for Protection has been integrated

in all sectors as a cross-cutting theme and promoted through stand-alone activities.

The Thematic Group for Protection is working to create a shared definition of vulnerability and developing beneficiary targeting guidelines to support other working groups in early recovery and in the event of another natural disaster to ensure that targeting of beneficiaries follows humanitarian principles and includes the most vulnerable.

Further, the Housing, Land, and Property Sub-Thematic Group will continue to address land and property issues in early recovery, including advocacy for landless persons, tenants, and those without land documentation. In particular, it will focus on raising awareness among shelter and housing actors on the risk of dispossession and giving technical advice on protecting and strengthening the rights of tenants and the landless.

The expansion of legal advice and documentation support to the flood-affected communities aim to ensure that they have access to civil documents for accessing state assistance and services, and legal advice and assistance to address, among other things, key priorities like inheritance and land disputes that have arisen as a consequence of the floods, and community-based protection through strengthening community networks and committees to identify and respond to protection concerns. Alongside this, there is training and capacity building of the Thematic Group for Protection members, government counterparts, and other sectoral working groups on protection, including child protection, GBV and ageing and disability to support organizations to mainstream protection and respond to identified concerns.

Identifying and responding to the issues of those that remain in displacement and supporting them to find a durable solution is also a key concern of the Thematic Group for Protection.

Furthermore, members are implementing an Inter-Agency Project on Developing Capacity on GBV in Humanitarian Settings with UNFPA, UNHCR, and UNICEF. The project has trained 11 Capacity Promoters from Punjab, Sindh, KPK, Balochistan, and AJK representing National NGOs, UN and NDMA, on the different tools for GBV in Emergencies, including Standard Operating Procedures, WHO Guidelines, GBV Coordination Handbook, GBV Information Management System, and Caring for Survivors Manual.

## Science

UNESCO's multidisciplinary team immediately responded to the disaster. As a result of their mission to Pakistan an integrated nationally owned scientific plan was developed for short- and long- term enhancement of the country's capacity to manage floods and related geohazards. These actions included integrated flood and watershed management; groundwater resources for emergency situations, land slides, and ground instability; and education and capacity building. UNESCO worked closely with Pakistan institutions to put this scientific plan into action. Four priority early action areas were identified:

- A study of the current floods to try to explain scientific reasons why they became the

"I know how to make a safe house", says Hafiz Jalil, a beneficiary of the one room shelter program implemented.

Hafiz Jalil is living in village Ghaus Bux in district Jacobabad, Sindh province with his family. He lost his house when it was destroyed by floods in 2010. He and his family were displaced by flooding and were unable to rebuild their home once flooding had subsided. He was scared to reconstruct his one room shelter since he thought that, "there will be a flood again and the flood will destroy my house again".

He was demotivated and preferred to live in a makeshift temporary house with his family. However, following an orientation to the One Room Shelter program. Hafiz Jalil was inspired and motivated to build a one room shelter. A village council was formed in the village, who helped identify the most vulnerable beneficiaries according to the vulnerability criteria. When the village committee produced the beneficiary list, Hafiz Jalil was overjoyed to find his name on the list. He was happy that the village committee selected the beneficiaries according to proper criteria.

A focal point was nominated by the village council and the beneficiaries to act as their representative. A technical expert conducted a technical training on constructing one room shelters. He explained the construction of different models including the kacha shelter, kacha brick shelter and fired brick shelter with the help of technical banners. These banners were displayed in the village for use as references by both beneficiaries and masons during the construction process. Jalil decided to construct a kacha shelter as he has limited resources but he decided to follow the cost-effective disaster risk reduction techniques shared by the technical expert.

Jalil says, "I used the reinforcement technique in walls and corners of the house. I never use bamboos in walls and it was not common practice. I also tried to rebuild my shelter on safe place. I compact the foundation and used steel bar in foundation and lintel. Now I hope there will be little damage to my shelter if the flood occurred again and even if again flood completely damage my house I can rebuild my house as I learned how to make safer house".

His sister Hurmat Bibi is also happy that his brother and elder parents have again shelter which will save them from the hottest weather.

by Safia Bano  
IOM

floods story



worst in living memory and to identify ways in which such a disaster may be averted or minimized in the future.

- Restoring degraded early warning systems especially for forecasting flash floods.
- Identifying locations for safe groundwater extraction in flood-affected regions.
- Identification of landslide risks in relief camp areas to guide community recovery.

Based on this research, UNESCO is now setting up “Early Warning Systems” in Pakistan.

### **Shelter and Non-Food Items**

In the wake of the unprecedented flooding, shelter, and basic non-food items, including blankets, kitchen sets, buckets and jerry cans, were identified by the Government and the humanitarian community as priority needs of flood-affected people. With over 18 million people estimated to have been affected by the floods, over 10 million of the flood-affected people had their homes damaged or destroyed.

In the initial phase of the disaster, this meant widespread and massive displacement with people seeking refuge along roadsides, in public buildings, in camps, and with host communities.

IOM was requested by HCT and the NDMA, to lead the Shelter and Non-Food Items Cluster for the emergency phase of the flood response. Amongst the members of the Cluster were UN agencies such as UNHCR and UN-HABITAT, who along with IOM contributed significantly to the overall shelter and non-food items response from day one in both Khyber Pakhtunkhwa and Balochistan.

Dedicated coordination teams, including coordinators, shelter specialists, information management, and mapping experts, supported a network of around 360 cluster members. Together with the NDMA, IOM co-chaired the Cluster nationally and in Sindh, Punjab, and AJK.

IOM’s Emergency Support and Stabilization Unit procured and received as in-kind donations emergency shelter and non-food items for 394,000 households, benefiting an estimated 2.75 million individuals. Items were dispatched to operational hubs and distribution points across Pakistan, with an emphasis on Sindh and Punjab, the two provinces most affected by the floods. Shelter and non-food items were distributed with support from a network of around 200 implementing partners.







At the official end of the relief phase of the response, Shelter Cluster members had reported distributions of emergency shelter to over 1 million households, over 7 million individuals, 66 percent of the estimated need.

The Cluster team developed the one-room shelter strategy that was endorsed by the Cluster members and the NDMA, together with supporting documentation including technical guidelines, sample bills of quantities, winterization guidelines, and shelter-specific vulnerability criteria. IOM then successfully completed its handover to UN-HABITAT, co-chair of the new Housing Early Recovery Working Group (HERWG) on 31 March 2011. IOM continued to support coordination efforts through the appointment and funding of full-time district shelter coordination focal points in severely flood-affected districts.

Currently IOM is implementing a one-room shelter program, focusing on the worst affected provinces Sindh and Punjab. The program aims to support over 35,000 of the most vulnerable households to build a durable, flood-resistant one-room shelter.

### **Water, Sanitation and Hygiene**

Before the 2010 floods many regions in Pakistan already faced significant WASH issues, with an estimated 42 percent of the population without access to toilets. With landslides and flashfloods across large parts of the north, the disaster wiped out what few facilities people had available to them. In the South, the massive expanses of floodwaters submerged, polluted, damaged, or leveled WASH structures.

With millions of people displaced and exposed to magnified threats in terms of unsafe drinking water from polluted water sources, open defecation in densely populated areas such as camps or spontaneous settlements, and a lack of hygiene materials such as soap, the risks of serious health problems for vast numbers of people was high.

As chair of the WASH Cluster, UNICEF advocated prioritizing the access to safe, clean drinking water, the construction of emergency latrines, defecation trenches, and the provision of bathing cubicles.

From the early days of the crisis, UNICEF immediately mobilized water tankering and began distributing jerry cans, aqua tabs, and hygiene kits.

By the end of August, UNICEF was ensuring that more than 2 million people received at least five liters of clean water every single day, through restoration and rehabilitation of 926 water supply schemes and through daily deliveries done by 510 water tank trucks to strategically placed bladders and tanks.

Nearly a year ago, Zakia, 33, a teacher, her husband and seven year old son were forced to flee their home when floodwaters raced through their hometown in northern Pakistan. After returning from the mountaintop where Zakia and her family sought refuge for the night, her son and other children in her extended family fell very ill with diarrhea. Even though Zakia boiled the water before drinking, the five sick children had to be rushed to a nearby diarrhea treatment centre where they received oral rehydration salts and immediate medical treatment which helped save their lives. Five days after the first symptoms appeared, the children gradually got well and subsequently fully recovered.

Today, Zakia's son, Mohammed Abdullah goes to pre-school, likes to play football and wants to become a pilot. The two diarrhea treatment centers where Zakia's family received help - treated over 5,000 patients during the two months immediately following the floods and are well prepared if needed to reopen Diarrhea Treatment Centers for any future flooding.

Dr. Assia Jazairy  
WHO

In addition, Lady Health Workers and NGO partners had distributed more than 1.15 million water purifying tablets and sachets, each tablet to purify up to 5 liters of water. UNICEF collaborated with the Pakistan Council for Research on Water Resources to test and chlorinate all water sources functioning in flood-affected areas of all provinces.

Around 2,000 latrines were set up, and UNICEF supported Municipal Administrations for restoration of sanitation services, cleaning of roads and streets, as well as burial of dead cattle and animals. Additionally, 59,000 hygiene kits have been distributed benefiting over 400,000 people.

More than 64,000 hygiene promotion sessions were conducted for over 450,000 people. By the end of September, 3.7 million people had been reached with safe, clean water every day, by the UNICEF-led WASH Cluster, of which 2.4 million were supplied directly by UNICEF and partners.

In September, the risk of a second wave of disaster caused by disease and hunger propelled UNICEF, WHO, and WFP to combine forces and implementing partners through a synergistic Survival Strategy. At field level, UN, Government and NGO partners from the WASH, Health, Nutrition, and Food clusters began working in inter-sectoral teams to respond to “hotspots” where hunger and disease were reported. The integrated approach for the Survival Strategy was supported and facilitated by OCHA.

As of May 2011, UNICEF and partners in both relief and early recovery mechanisms have supplied safe, clean drinking water to 11.3 million people, of which UNICEF and partners have reached over 4.7 million everyday, with tank trucks, rehabilitation of water sources, water filtration plants, mass chlorination, and distribution of household purification kits.

It is of significant note that the Army, local charities, friends, and neighbors supplied many people with safe drinking water throughout the floods, particularly during the worst weeks of the crisis.

One year on with continuing momentum from relief and early recovery WASH activities must continue, integrating approaches with health and nutrition, so to track indicators, continue working on contingency planning in the event of water-related illnesses and to build back better WASH facilities, supporting those affected by the floods.





# STAKEHOLDERS

## The People of Pakistan

The breathtaking resilience of the people of Pakistan has been and continues to be a source of inspiration. Those affected by the floods have demonstrated a striking courage and strength to survive and rebuild their lives, in the face of extraordinary adversity.

The people affected by the floods were the first responders to the disaster, helping themselves and each other to overcome the largest natural disaster to hit Pakistan in recent history.

Communities supported each other as they could, providing shelter, water, and food, regardless of their own difficulties and challenges.

It is the people of Pakistan who mitigated the impacts of the crisis with most effect and the flood-affected people throughout the country to whom the UN remains committed to continue supporting and assisting in recovery from the trauma of the floods.

In addition, the role of civil society and local foundations across the country was a major part of the flood response, supporting communities in relief and early recovery, and continuing to assist flood affected people in rebuilding their lives.

## The Government of Pakistan

The Government of Pakistan was instrumental in leading the flooding response and the military mobilized in the early stages of the floods and limiting the loss of lives.

The NDMA acted quickly to respond to the floods and worked in coordination with the UN and other humanitarian actors so to capitalize on the support being offered by the international community.

The early initiatives from the Government facilitated a coordinated approach to the

response, with shared goals to assist the people affected the floods and shared resources being used to deliver assistance and address primary needs.

The Government decision to grant visas on arrival for international persons responding to the floods was a huge support and assisted in enabling the international humanitarian organizations working in Pakistan to scale up technical human resources capacities more rapidly.

The Economic Affairs Department, the Ministry of the Interior, and the Ministry of Foreign Affairs along with other Government departments played a crucial role in the floods response, facilitating the international community so to be able to support the national response efforts.

## Donors

The international community showed the willingness to support the people of Pakistan with great generosity, particularly when huge international support had already been given to other crises such as the earthquake in Haiti, and during a global financial crisis.

The determination and compassion shown by the response of the international community to the 2010 floods in Pakistan, through both their support for the appeal which has thus far totaled just under US \$1.37 billion, and support provided through bi-lateral funding totaling over US \$1.1 billion, made the response possible giving implementing partners the resources to assist millions of flood affected people across Pakistan.

The UN appeal for the floods was the single-largest, one-country natural disaster appeal in history and the response from donors has been outstanding.

The international community demonstrated human solidarity in suffering, and sent a clear message to the people of Pakistan that the international community is, in very tangible terms, willing and ready to support them in adversity.

## The United Nations

At the behest of the Government of Pakistan, the UN supports national development efforts and responds to emergencies and crises as and when required.

Following a request from the Government of Pakistan for support in responding to the flooding disaster in 2010 the UN has acted to support the Government in assisting the millions of people affected by the floods across the country.

Playing the role of advisor, advocate, convener, and service deliverer in all sectors and at the request of the Government of Pakistan, the UN has sought to respond to the floods keeping impartiality and adhering to humanitarian principles in accordance with its mandate.

The UN in Pakistan is committed to increasing efficiency and efficacy in a transparent and accountable manner for better service delivery to the people of Pakistan for human development and humanitarian assistance when necessary.

## Non-Governmental Organizations

NGOs are seen by the United Nations as important partners and valuable links to civil society. Consulted regularly on matters of mutual concern in policy and programs, many NGOs collaborate with the UN community to help achieve mutual objectives.

NGOs in Pakistan are a valued part of the humanitarian community, often acting as implementing partners in projects with the UN.

NGOs make up a large part of the Cluster system and make huge contributions to the success of a cluster, having influence on decision making, project implementation, operational methodology, and defining interventions.





## LEARNING LESSONS FROM THE FLOODS

### Capacity

The 2010 Pakistan flood was one of the largest natural disasters in recent history and it prompted one of the largest humanitarian responses in living memory. One year on from the onset of the 2010 floods there are many lessons to learn.

The scope and scale of the floods was repeatedly cited as the major challenge in responding the crisis. The magnitude of the disaster required a parallel response, and no single stakeholder was in a position to be able to respond without making significant organizational, system or institutional changes. In short the individual capacities of stakeholders were not sufficient to immediately respond to the floods.

The lack of capacity of stakeholders posed considerable challenges for Government departments, the UN, and other humanitarian actors. Humanitarian organizations were forced to quickly scale up and broaden their reach in order to stand a chance of having a significant impact on a humanitarian catastrophe of the nature of the floods.

With over 18 million people affected over vast geographical areas, scattered in hugely varied locations and varying densities, the capacity of the UN or any other humanitarian organization was severely tested.

This impacted the timeliness of responses, and meant that some flood-affected people did not receive support until months after the floods, or by the time people received support, it may not have been relevant. It is of note that people affected by the flood, who gathered together in locations where humanitarian actors could gain access and do so with non-food items, water tankers, and food, were almost certainly receiving assistance.

There is also the problem of recruitment in scaling up. Though necessary due to enormity of the disaster, recruiting great numbers of experienced and qualified personnel quickly is a significant challenge for any organization.

The expanse and extent of the crisis also created complex coordination issues. The multiple provincial nature of the floods meant the need for far-reaching coordination both in

geographical terms and in systemic terms, requiring experience and strong communicators located across the country.

The magnitude of the floods and the massive humanitarian response caused complications with clusters, not only in terms of the difficulties of a cluster rollout in terms of recruitment, setting up hubs, and intervening in unfamiliar areas, but also with over 70 or more cluster members in one location, the numbers are simply not manageable for efficient and effective decision making and cluster coordination. This is especially the case when many of the cluster members are not familiar with cluster systems.

The Clusters are inclusive which is a very strong point about them, but when cluster sizes become too great, the cluster suffers in decision-making, coordination, and management.

The humanitarian community as a whole has to continue to learn how to be more organizationally, institutionally, and systemically flexible in order to be able to adapt to the context of a disaster and the needs of the people we are working to support. In doing so, the development and implementation of mechanisms to allow rapid scaling up and scaling down of capacities is invaluable.

### A lasting legacy

The floods unearthed engrained vulnerabilities in regard to nutrition and sanitation conditions in Pakistan, raising the awareness of many humanitarian organizations that there are areas of Pakistan in need of support other than in the North.

If there can be one positive outcome from the floods for the people of Pakistan, it is that the Government of Pakistan and the international community have the responsibility to make the lasting legacy of the floods a commitment to the people of Pakistan to put an end to malnutrition and vastly improve sanitation conditions in some of the poorest regions of the country. The Pakistan Integrated Nutrition Strategy combines the relevant agencies to take on nutrition and is a strong initiative.



## Disaster Risk Management

The benefits of DRM are clear from the floods of 2010. In Khyber Pakhtunkhwa communities were prepared to respond to the heavy monsoon rains and flash flooding because they had benefited from Community Based Disaster Risk Management (CBDRM).

The implementation of CBDRM projects across Pakistan, particularly focusing on disaster-prone locations will reap long-term benefits in the event of another disaster.

The UN in Pakistan may wish to consider setting up an Inter-Agency Disaster Management Team in order to be better prepared to respond to disasters with an integrated approach from the outset of a disaster. It may be beneficial to explore the concept through the One UN Disaster Risk Management program.

The team could comprise a focal point representative from each UN agency, and building on the good contingency planning for disaster work by OCHA, the team would be responsible for updating inter-agency contingency plans, creating a rapid assessment toolbox, monitoring disaster risks, and updating disaster risk mapping.

In the event of a disaster, the team would be positioned to assess the damage and needs with formats designed and agreed by consensus, and to quickly give an accurate and integrated overview of the crisis.

OCHA is well positioned to facilitate the coordination of the team, utilizing its information management, coordination, communications and mapping capacities.

## Holistic Action

During the early stages of the crisis, with the enormous scope and scale of the floods, UN agencies, other humanitarian actors, and Government institutions tended to focus first on their own activities and second engaging in coordination, with quick and effective action the priority.

However, the floods have shown some strong examples of the inter-agency approach in to responding to disasters, such as the Survival Strategy and latterly the Pakistan Integrated Nutrition Strategy (PINS).

Responding to emergencies both quickly and effectively, and also holistically and more efficiently by acting with an integrated approach from the outset of a crisis will ensure early coverage for people needing support across multiple sectors.



## Commitment to Support Early Recovery

With early recovery moving forward with momentum, it is essential to receive the support of the international and national donor organizations. With the relief phase of the response behind us, the people affected by the floods, people who fled from their homes to return to find them washed away, destroyed, or seriously damaged, need support.

Learning from experience, the international community should be aware that financial gaps in early recovery support mean people will not be able to recover and start to rebuild their lives, making themselves more vulnerable to further disasters with a lower capacity to mitigate the effects of another crisis.

Early recovery is a critical part of a response and it is crucial it is supported.

If early recovery is under-supported, recovery overall will be delayed and development goals will be heavily impacted in the long term.









# THE FLOODS IMPACT ON DEVELOPMENT

## A SNAPSHOT

In the longer term, the 2010 floods have had a serious impact on development in Pakistan. Prior to the floods the country faced considerable development challenges that have only been exacerbated by the crisis.

In the 2010 United Nations Human Development Index, Pakistan ranks 125 out of 169 countries. It is estimated that one-third of the population lives on less than US\$ 1 a day and almost one-quarter of the population is malnourished, 38 percent of which are children.

Prior to the floods the UN had identified that globally the most vulnerable, the poorest people in the world, are the ones being left behind in regard to the Millennium Development Goals, a trend reflected clearly in Pakistan, where some of the most vulnerable people across the country face extreme poverty on a daily basis.

As a result of the floods, the situation has only worsened as the most vulnerable groups in Pakistan have suffered the greatest losses. Women, children, and the poorest in society were the hardest impacted by the crisis, as people had to use negative coping mechanisms to see themselves through the immediate impacts of the floods.

Agriculture, education, community infrastructures, local governance, health, nutrition, and housing are but some of the areas to have been shocked by the floods, and full recovery is likely to take 3-5 years according to early Government forecasting.

At the request of the Government of Pakistan, the World Bank and the Asian Development Bank carried out a Preliminary Damage and Needs Assessment in November 2010 and estimated the cost of the damage and needs as a result of the floods as being between US\$ 6.799 billion to US\$ 8.915 billion.

With progress on the Millennium Development Goals already slow in Pakistan, the impact from the devastation of the floods will further hinder progress.

For the foreseeable future, it is likely there will be increased poverty and destitution, and fewer boys and girls will have the opportunity to attend school with families not being able

to afford it or needing children to work to support the household. There is likely to be an increase in the spread of diseases such as malaria, increased morbidity rates as a result of childbirth and pregnancy complications, and seriously concerning reversals in the progress made with gender equality.

The health status of children in the affected areas has been gravely compromised, with potential long-term consequences for their physical and mental development. In particular, an increase in diarrhea, acute respiratory infections, and acute malnutrition, coupled with a reduction in access to health services, will increase child mortality and morbidity rates, with long-term implications for learning ability and livelihoods generation.

These are among the human costs of the flooding crisis that will exist long after early recovery is over.

The One UN in Pakistan is committed to supporting national goals in human development, working together to support the authorities to assistance the to the People of Pakistan, providing relief in times of crisis, support in recovery and assistance in development.





One year on from the 2010 floods in Pakistan, there is so much on which to reflect: the extraordinary resilience of the people of Pakistan; the sheer magnitude of the seemingly endless expanses of floodwaters; the awesome power of the flashfloods in the North; the unrelenting monsoon rains; the vast numbers of people affected by the floods.

The floods in Pakistan were unprecedented. From the heavy monsoon rains in the north, the floods had traveled the length of the country, washing away entire communities and causing a mass of widespread displacements.

The floods submerged almost the entire Indus basin, one of the largest agricultural landmasses in the world.

It was a disaster of phenomenal dominance. The floods disaster was without question, a mega-disaster. A crisis of such a scope and scale, of such epic proportions, that it needed to be seen first hand to be believed.

The tragic loss of a confirmed 1,980 people who perished in the floods are remembered as we strive to improve our capacities to prepared for disasters, mitigate loss of life, and reduce the impact of crises.

And though the response to the floods reduced the risks of further mortalities, not only through evacuations and relocations but also through the support of host communities and the tireless work of humanitarian actors, still more can be done.

The response was complicated and challenging, and

though it was imperfect it was also a feat of cooperation, collaboration, and coordination.

With the mass and diversity of organizations and individuals reacting to the needs of flood-affected people, the Government with the support of the UN managed to support millions of people.

The assistance effort, attempting to mirror the floodwaters, worked to cover vast landmasses across Pakistan, attempting to locate the most vulnerable flood-affected people, which often proved to be a brutal struggle.

Facing significant logistics challenges in unfamiliar territories, the UN and other humanitarian agencies led the way in accessing some of the most vulnerable populations in remote locations, providing much needed support including the distribution of food, water, shelter, medicines, and non-food items.

Scaling up operations to match the enormity of the floods was demanding, and for all it was an imperfect but very necessary process.

There is much to learn from the challenges and achievements of the response, and to learn from our experiences is crucial to being prepared for future crises.

One of the lessons we have learned from the floods is that working together as One UN, adopting an integrated approach, and coordinating with the Government of Pakistan and other humanitarian agencies, the UN can provide a pivotal response to such a crisis.

One year ago, no one was prepared for such a disaster, but today the UN is in a far stronger position of preparedness to respond should another flood occur in Pakistan.

With an increased knowledge of the country, having experience in provinces previously overlooked, strengthened relations with the local, regional and national authorities, and taken heed of the lessons learned from experience, the UN will continue to build its disaster response capacity.

In the immediate future however, the UN needs to continue to demonstrate its commitment to the people of Pakistan, to their recovery from the floods, and to advocate to the international community to have solidarity with the millions of people who are still battling to regain their livelihoods and get back to life before the floods. The One UN is committed to supporting the national goals of human development in Pakistan, also working together to support the national authorities to assist the People of Pakistan, providing relief in times of crisis, support in recovery and assistance in development.

During the emergency the people of Pakistan were sent a clear message that the international community, their neighbors in the world around them, care for them and are willing and ready to support them in times of adversity.

Now as the people of Pakistan struggle to rebuild their lives, the international community must once again show them there is the willingness to see the response through, and to continue helping them make a full recovery.





## BY THE UNITED NATIONS RESIDENT COORDINATOR AND HUMANITARIAN COORDINATOR

One year on from the unprecedented floods of 2010, the floodwaters may have gone, but the devastation remains.

The extent of the damage is extraordinary, spanning the length of the entire country. The floods had both an immediate and lasting impact on the people of Pakistan, washing away entire community infrastructures and livelihoods, and wiping out years of development.

From relief to recovery, it is our duty to continue supporting the people whose lives have been so heavily impacted, to help communities rebuild their homes and schools. And from recovery we must keep supporting efforts to achieve national development goals.

It is also our responsibility to continue moving forward in providing assistance to communities so they are better prepared at a local level when disasters strike, protecting themselves and their

families from the risks that surround them. The UN will continue to support communities and the Government of Pakistan to increase its disaster strategies and further develop contingency plans. The floods response has clearly showed disaster preparedness save lives.

The international community has shown its support to Pakistan throughout the floods. The United Nations reaffirms its commitment to the people of Pakistan, standing in support of the courageous families and resilient communities who continue to recover and rebuild their lives, looking forward with hope for the future.

**Timo Pakkala**

## acronym index

AJK – Azad Jammu and Kashmir  
CBDRM – community-based disaster risk management  
DDMA – District Disaster Management Authority  
DRM – disaster risk management  
DRR – disaster risk reduction  
FAO – Food and Agriculture Organization of the United Nations  
GBV – gender-based violence  
HCT – Humanitarian Country Team  
ILO – International Labour Organization  
IOM – International Organization for Migration  
IRC – International Rescue Committee  
MAM – Management of Acute Malnutrition  
NDMA – National Disaster Management Authority  
NGO – non-governmental organization  
OCHA – United Nations Office for the Coordination of Humanitarian Affairs  
PDMA – Provincial Disaster Management Authority  
PHAST – Participatory Hygiene and Sanitation Transformation

PTSMC – Parent Teacher School Management Committee  
UN – United Nations  
UNDP – United Nations Development Programme  
UNDSS - United Nations Department for Security and Safety  
UNESCO – United Nations Educational Scientific and Cultural Organization  
UNFPA – United Nations Population Fund  
UN-HABITAT – United Nations Human Settlements Programme  
UNHCR – United Nations High Commissioner for Refugees  
UNICEF – United Nations Children’s Fund  
UNIFEM – United Nations Development Fund for Women  
UNODC – United Nations Office for Drugs and Crime  
UN Women – United Nations Entity for Gender Equality and the Empowerment of Women  
WASH – water, hygiene, and sanitation  
WFP – United Nations World Food Programme  
WHO – World Health Organization





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