IOM PAKISTAN FLOOD RESPONSE: SIX MONTHS ON
The International Organization for Migration (IOM) has worked in Pakistan for thirty years and the Government of Pakistan has been a member state of IOM since 1992. As an inter-governmental organization we are proud to have been a partner in this government-led humanitarian response. This partnership also includes the United Nations, other IASC members, and many local organizations. These strong relationships allow us to currently deliver large scale assistance as we have done before when the resilient people of Pakistan faced other hardships due to impact from natural disasters.

IOM teams are still discovering isolated pockets of flood-affected families in great need. One such example is Mrs Piyari Khatoon, a widow with seven children, who had moved to higher ground with her children when her village in Jacobabad district, Sindh, was flooded in September. She lost all her livestock and her house was completely destroyed. When contact was first made, her family was living in a hut made of grass and sticks, and trying to find mud to make bricks and rebuild their house. Her assets were lost but her determination was strong and spirit unbroken. She was given plastic tarpaulins, blankets and a kitchen set provided by multiple generous donors. The team is now helping her community build a safe and disaster-resistant shelter for the family.

IOM’s response to the floods crisis has included shelter cluster coordination services at the district, provincial and federal levels, emergency shelter and non food item (NFI) distributions, health services, mass communications, aid worker security training and support to the government’s disaster management authority. As many areas move into the early recovery period, IOM is supporting sustainable return with new longer-term programming.

This booklet is dedicated to the spirit and perseverance of the citizens of Pakistan who have been affected by the floods and the Government of Pakistan which is working tirelessly to address the needs of her people.

Sincerely,

Hassan Abdel Moneim Mostafa
Regional Representative, IOM
IOM was requested to lead the Shelter Cluster’s response to the floods by both the National Disaster Management Authority (NDMA) and the humanitarian community. Its extensive presence across Pakistan, experience leading the cluster following the 2005 earthquake and close relationships with government counterparts mean the organization is well positioned to provide this service.

IOM coordinates the shelter and non food item response both nationally and in three provinces affected by the floods—Punjab, Sindh and Pakistan-administered Kashmir (PAK). The support provided includes coordination, information management and technical expertise.

The Shelter Cluster has produced and disseminated a number of strategies and reports including the Shelter Strategy, Winterization Guidelines and Technical Guidelines for Early Recovery. The Cluster gathers information on who is doing what and where and uses this to produce maps of shelter cluster members’ areas of operation. Cluster members report planned and actual distributions of emergency shelter and non food items, as well as planned and completed early recovery shelters to the Cluster. The Cluster disseminates need and gap analyses, both as numerical data and as need and gap maps. All this information can be found on the Shelter Cluster website: www.shelterpakistan.org.

Six months after flooding began, emergency shelter has been provided to over 824,000 households, representing coverage of 47% of the estimated number of houses damaged or destroyed. Coverage is expected to increase to 62%. Also distributed are over 1.9 million blankets, 521,000 kitchen sets and 56,700 tool kits.

Over 127,000 early recovery shelters have been reported as committed by Shelter Cluster members and over 7,000 have been completed to date. These commitments represent coverage of 19% of the number of destroyed houses and increased funding is therefore urgently needed to meet the unprecedented need for more durable solutions.

Priorities for the Shelter Cluster in the early recovery period includes ongoing advocacy to address unmet needs; improving coordination and formalizing agreements with district coordination focal points; refining the Shelter Cluster strategy to ensure provincial ownership; improving targeting; engaging with the private sector; and devising an exit strategy.
IOM and its partners have distributed emergency shelter and non food items (NFIs) to over **265,500 households**, mostly in Punjab, Sindh and Khyber Pakhtunkhwa provinces. Once final distributions have been completed, IOM expects to have reached over 394,000 households. In line with Shelter Cluster guidelines, emergency shelter and NFI kits can include plastic sheets or a tent, as well as blankets, kitchen sets, ropes and poles. IOM has also distributed buckets, jerry cans and hygiene kits in support of the water and sanitation (WASH) cluster. Many of these items were received as in kind donations from donors including DFID, OFDA, ECHO and the Government of Japan. Others were directly procured, either locally or internationally, by IOM.

**Items issued for distribution by implementing partners (Jan 2011):**

<table>
<thead>
<tr>
<th></th>
<th>Emergency shelter</th>
<th>Blankets</th>
<th>Kitchen sets</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khyber Pakhtunkhwa</td>
<td>12782</td>
<td>84,025</td>
<td>1,650</td>
</tr>
<tr>
<td>Punjab</td>
<td>96,600</td>
<td>235,505</td>
<td>68,108</td>
</tr>
<tr>
<td>Northern Sindh</td>
<td>70,970</td>
<td>220,718</td>
<td>65,658</td>
</tr>
<tr>
<td>Southern Sindh</td>
<td>85,077</td>
<td>186,233</td>
<td>59,515</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>265,500</strong></td>
<td><strong>726,481</strong></td>
<td><strong>194,931</strong></td>
</tr>
</tbody>
</table>

IOM works through a **network of implementing partners** in each provincial sub-office. These 150 international and national non profit organizations (NGOs) are responsible for carrying out need assessments and organizing distributions. Their local knowledge and experience is invaluable to IOM’s effectiveness in the provinces. A few of the partners currently working with IOM as implementing partners include Acted, Save the Children, Goal, Indus Rural Development Organization (IRDO), Muslim Hands, Youth Front Pakistan and Sanjh.

**Way Forward**

IOM is distributing large numbers of blankets in response to the Shelter Cluster’s **winterization strategy**. Over 70,000 blankets are being distributed in northern Khyber Pakhtunkhwa including districts Shangla, Kohistan and Swat. Quilts and raised bedding are being distributed in Punjab and Sindh.

The National Disaster Management Authority (NDMA) has declared that emergency distributions should end on 31st January 2011, except in certain areas of Sindh province which are still flooded. IOM will continue to distribute emergency shelter and non food items in these areas.
The Shelter Cluster devised an early recovery strategy that focuses on providing flexible and cost-effective shelter support to communities’ self-help capabilities. The strategy has been approved by the National Disaster Management Authority (NDMA) and aims to support flood victims whose homes have been destroyed or heavily damaged to construct a one room or transitional shelter. Traditional and locally available building materials are used wherever possible, enhanced with appropriate technical assistance and support for revitalizing the supply chain for key construction materials.

Different scenarios require different implementation strategies for the shelter response. For families who are able to return to their place of origin the recommended shelter response is to support the beneficiaries in (re) building one habitable room, the one room shelter. When return is not possible, the recommended solution is a transitional shelter using local materials and indigenous techniques to the extent possible.

Shelter support is prioritized to the most vulnerable flood victims, including women-headed households, elderly, disabled and those whose houses were completely destroyed, with no salvaged materials and with no means to provide construction materials.

IOM conducted a pilot project assisting flood victims in the construction of about 500 one room shelters in the worst affected districts of Punjab and Sindh provinces. One lesson learnt during the pilot was the extensive variety of people’s needs. Some flood victims needed roofing material to supplement salvaged materials, while others needed bricks, doors and windows and yet others needed to employ skilled labor to assist in the construction. Many of the most vulnerable had nothing at all.

In the rollout of the one room shelter program, IOM will provide cash transfers and technical assistance in place of specific material assistance. This will allow individual, needs-based support, monitored by mobile IOM technical teams and monitors who will assist beneficiaries to prioritize the use of the assistance funding.

Construction techniques differ from one area to another and advocacy is needed to mobilize communities to begin construction themselves. IOM is now preparing to roll out the one room shelter project and aims to build an initial 25,000 one room shelters in Punjab, Sindh and Khyber Pakhtunkhwa (KP). The project will be implemented with support from local implementing partners from January to December 2011.
IOM’s teams in southern Punjab and southern Sindh have provided life-saving medical treatment to over **66,000 patients** in fixed clinics and over 2,500 patients in mobile outreach clinics. In September 2010, IOM set up two clinics in Punjab, Rural Health Center (RHC) Shehr Sultan in district Muzzaffargarh and RHC Kot Mithan in district Rajanpur. Four clinics were established in Sindh: RHC Gharo and RHC Chohar in district Thatta and RHC Jharrac and IOM Clinic Juhi in district Dadu.

IOM provides **transport to refer seriously ill patients to tertiary health care centers**. This referral assistance has been provided to 829 patients in Punjab and Sindh to date. IOM’s medical teams have been raising awareness of this service and the health services available at the tertiary health care facilities.

IOM’s medical team is focusing particularly on providing **primary health care services to women and children**, both in fixed clinics as well as in mobile outreach clinics. Patients are treated for a range of diseases, including diarrhea, suspected malaria and eye, skin and respiratory infections.

In addition, teams **disseminate information about disease prevention**. Hygiene kits are distributed by the teams in the fixed clinics and mobile outreach clinics. In October, IOM’s team celebrated Global Hand Washing Day with a large campaign to teach adults and children about the importance of clean hands in preventing diseases. The team distributed mosquito nets to affectees in Sindh and Punjab in response to an outbreak in Dengue fever.

IOM medical teams will continue to provide health services to flood-affected communities in southern Punjab and southern Sindh through the early recovery period.

In addition, a **pre-existing innovative telemedicine and teleradiology service** will be extended to new clinics in southern Punjab to allow for remote specialist consultations. This service allows specialist doctors to diagnose and treat patients at a remote location, allowing patients access to a wide range of services which

IOM’s teams are working closely with district health officers in Rajanpur, Muzaffargarh, Thatta and Dadu to discuss needs for **infrastructure repair** and upgrade. Many of the health facilities were badly damaged by the floods and are in need of infrastructure repair and provision of equipment to meet the needs of the flood-affected population.
IOM’s mass communications team provide key message development and dissemination services to all humanitarian clusters and government officials at national and provincial levels involved in the flood response. Active in Pakistan since early 2009 in response to the conflict and internal displacement crisis, the mass communications team plays a key role in providing affectees with access to potentially life-saving information regarding available humanitarian services and their access procedures. The team also focuses on disseminating information to frontline aid workers who are in daily contact with affectees, so they are equipped to provide information and advice to the affected population.

Messages are disseminated through a variety of both formal and informal channels. For example, the mass communications team has compiled Service Handbooks, a “Yellow Pages” directory of available humanitarian services in the province. Produced in English, the Handbooks have been translated into Urdu and Sindhi to ensure they can be used by frontline aid workers, government officials and community focal points. To date, 3,500 Service Handbooks have been distributed. In addition, lists of Frequently Asked Questions have been compiled, some focusing on particular provinces, and others on priority topics such as shelter support and watan cards. 7,600 have been distributed to date - to District Coordination Offices, not for profit organizations and front line aid workers.

A Humanitarian Call Center was established to send out informational messages and receive calls from flood affectees. Over 560 humanitarian text messages have been sent out to date on a range of topics including disease prevention, sanitation, food distributions and return schedules. Almost 300 calls are received daily and approximately 35,000 calls have been received by the Call Center since the beginning of the floods.

Over 35,400 Public Service Announcements (PSAs) have been aired on the radio, with an estimated audience of over 2.3 million people. Radios were distributed to provide vulnerable groups access to information. Information is also published in local newspapers, on banners at distribution sites and in leaflets. Information is also spread through a ‘human network of information’ of volunteer information focal points in each flood affected village. Volunteers receive information from the mass communications district focal point and are responsible for communicating the message to their community. To date, over 3,500 volunteers have been identified in camps and return areas.
Over the last decade, Pakistan has become an increasingly hostile environment to work in. The Pakistan military operations under the US-led war on terrorism have increased the prospects of reprisals by the militants against soft targets. In addition, the current floods crisis has caused additional security risks, including violence during distributions and looting of relief transport vehicles.

Pakistan Security Awareness Induction Training (PSAIT) is a security training provided by IOM for humanitarian aid workers working in Pakistan. PSAIT is based on a similar course provided in Jordan for UN staff deployed in Iraq.

The Pakistan version is tailored to meet the specific needs of local and international non-governmental organizations (NGOs) operating in high risk areas.

The current floods crisis has caused a large influx of local and international humanitarian aid workers into areas where many do not have experience of working and living.

Increasingly, reports are being received of robberies and looting, violence at distribution points and towards NGO vehicles, crowd control problems and threats of targeted violence including kidnapping. A course has therefore been designed specifically for humanitarian workers in flood-affected areas.

SAIT provides staff with a mission specific security training including a comprehensive understanding of the security environment. Participants learn criteria with which to assess their abilities and limitations to react when their own safety and/or that of their colleagues may be at risk. The training aims to instill in staff a greater degree of confidence in managing serious and potentially life threatening situations.

The practical training involves simulations of realistic situations an aid worker might encounter, in which participants must work as a team and put their theoretical knowledge into practice. Participants also review basic first aid skills and learn techniques for dealing with stress when working in intense and risky environments.

Women are particularly encouraged to participate in the training. Training for NGOs is subsidized to allow staff who are often on the frontline of humanitarian assistance activities to participate.
The National Disaster Management Authority (NDMA) was established in 2007 and is mandated by the Government of Pakistan to oversee and coordinate all disaster response activities. IOM is providing support to build NDMA’s capacity to respond to the floods. NDMA identified gaps including experts for strategic planning; food and tent procurement; and transport of relief supplies to operational hubs in the provinces.

IOM is providing direct support targeting priority gaps identified by NDMA. To date, this assistance has been used to recruit experts to bolster capacity; procure food packages and tents for flood-affected families; and provide support to the NDMA pipeline.

NDMA is being supported to establish a Strategic Planning Unit (SPU) in Islamabad. Sixty four staff have been seconded by IOM to NDMA. The SPU’s mandate includes developing disaster management guidelines and principles; spearheading resource mobilization for disaster management; and developing national response plans and monitoring and evaluation systems.

45,000 food packages including wheat flour, lentils and oil were procured from Utility Stores, a local food supplier. In addition, 7,125 tents have been procured and sent to Multan for distribution to vulnerable families in Punjab.

IOM acted as consignee for in-kind donations of emergency supplies to NDMA. To date, 39 flights and one overland shipment from various donors have been received and processed. In addition, IOM provides logistics support to transport NDMA’s relief goods. To date, 412 truckloads of relief goods have been sent to various locations including Peshawar, Multan, Sukkur, Swat, Kohistan and Gilgit.

Way forward

The human resource support component of the program has significantly enhanced NDMA’s capacity due to the creation of the SPU, logistics cell, IT cell (including a call center) and a media cell. This human resource capacity will enable NDMA to effectively implement and monitor early recovery initiatives during 2011.

As NDMA is the federal lead agency with the mandate of conducting disaster management in Pakistan, it has requested IOM to extend its support to the program until 31st December 2011.
A series of community restoration and rehabilitation activities will support the recovery process in sixty priority areas in Punjab and Sindh provinces. These activities will restore livelihoods, with a focus on small businesses, agriculture and restoration of productive assets; and restore basic community services.

Access to essential services will be restored through labor-intensive rehabilitation of basic and critical infrastructure of flood-affected communities and households at risk. In implementing these activities, IOM aims to reduce environmental hazards and disaster risk exacerbated by or resulted from the floods.

IOM’s community restoration activities aim to catalyze the recovery process with debris removal, restoration of community infrastructure and livelihoods that enables or supports the return of flood victims. IOM will support populations with restoration and repair to key community infrastructure damaged or destroyed during the flooding, such as water and sanitation systems, public administration buildings, link roads, flood protection walls, irrigation and harvest storage systems.

In addition to directly working through local contractors, IOM will also engage local Non Governmental Organizations (NGOs) to rehabilitate community infrastructure, with a view to augmenting the capacity of local organizations in the flood affected area.

Households will be engaged in repair and restoration activities through labour-intensive cash-for-work initiatives that will assist them to meet their post-return basic survival needs. All purpose agricultural and house repair tool kits will be distributed to flood affectees. Additionally, a grant mechanism for restoration of assets for small businesses will be administered to revitalize these key sectors of the economic and social environment.

Finally, female community groups (such as school teachers, craftswomen and garden farmers) will be provided grants to address some of their priority needs in the recovery process. The financial support will aim to advance beneficiaries’ economic and social well-being, privacy, protection and dignity. Community advisory boards will be established with participation from representatives of different interest groups and local leaders. These boards will provide input into the selection of beneficiaries for the grants programs and infrastructure restoration activities.
Established in 1951, IOM is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners.

With 132 member states, a further 17 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all.

In addition to migration programs, IOM also implements and advises on medical and public health programs, carries out post-emergency relief, rehabilitation and claims programs and conducts applied research.
The achievements detailed in this booklet have been made possible through the generous support of Americares, AusAid, CERF, CIDA, Czech Republic, DFID, ERF, ECHO, Finland, Japan, OFDA, SAS, SIDA, USAID and USAIM

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