

Flooded and forgotten

The ongoing crisis
threatening lives
and livelihoods
in Pakistan



Foreword



Last summer I saw for myself the devastating impact of the worst floods ever experienced in Pakistan. Over 18 million people were affected, 11 million of whom were forced from their homes. Houses were destroyed, livelihoods lost, hopes for the future shattered.

Islamic Relief first provided tents, food and other emergency aid, then moved into a major programme of reconstruction. Our work has so far reached 585 villages, benefiting 428,000 people. Our involvement is an expression of the sense of justice and compassion that our faith inspires in us. “If anyone saved a life,” says the Qur’an, “it would be as if he saved the life of the whole of mankind” (5: 32).

Our approach to reconstruction has been to avoid spreading ourselves too thinly so that we can make a lasting difference where we work. We are completely rebuilding 95 villages and other small settlements: training people to construct their own flood and earthquake-resistant houses; repairing health clinics and dispensing free medicines and treatment; restoring schools and farming; and providing new latrines, drainage systems and clean water supplies.

Despite the positive impact of this work, commended in a recent evaluation by the Disasters Emergency Committee (DEC), what we are now seeing on the ground is just as disturbing as what we witnessed last year. Millions of people in the flood-affected areas are still in need of health care, food and shelter. The floods have receded, but the sense of crisis has not. The monsoon season is now upon us, and people who were already poor have been made extremely vulnerable by the previous floods and the inadequate international response. The UN is warning that up to six million people could be affected by new floods.

We believe the international community is largely failing Pakistan’s flood victims. On a positive note the UK public contributed a remarkable £71 million to the DEC’s Pakistan floods appeal. Islamic Relief’s own supporters responded magnificently, their relentless commitment and conviction serving yet again as the collective conscience that feeds our passion and inspires everything we do. Some governments were generous too, including the UK’s, while UN agencies

delivered a large amount of aid. But not all governments contributed their fair share, as this report shows, and overall the aid has not been enough. The UN’s floods appeal remains US\$603 million underfunded. This means a lack of medicines, food and homes for already extremely poor people.

We endorse the view expressed in the recent report by the UK parliament’s International Development Committee, which said that the international response to the floods was “inadequate in the face of huge needs”.¹ We believe that Pakistan urgently needs more aid, both to tackle the unmet needs that remain following the floods and to bolster its people against the next major bout of monsoon flooding – a challenge that climate trends suggest is just around the corner.

We also believe that the time has come to establish a global contingency fund to tackle climate-related emergencies, protecting vulnerable countries from having to enter the lottery of fresh UN appeals and uncertain responses every time disaster strikes. Islamic Relief’s own strategic priorities – confirmed in our recent strategic review – include a significant shift in focus and resources away from disaster relief and into disaster risk reduction. We hope this report will be a wake-up call for the international community to shift its priorities in a similar way, investing seriously in disaster risk reduction in Pakistan and across the developing world.

Jehangir Malik
UK Director, Islamic Relief

Summary

One year ago devastating floods in Pakistan forced 11 million people from their homes and wiped out entire villages, destroying or damaging vast areas of farm land, schools and health centres. Millions of people, especially farmers, lost everything they owned. Twelve months on, a largely unnoticed humanitarian crisis is continuing in the flood-affected areas. At least eight million people remain in dire need of basic health care, food or shelter. The United Nations reports that up to six million could be affected by new floods during the coming monsoon season.

Islamic Relief believes the international community is failing to adequately address the basic needs of Pakistan's forgotten flood victims. Our research for this report has taken us into villages in Sindh and Khyber Pakhtunkhwa provinces where we are witnessing a vast unmet need, with a widespread climate of fear and uncertainty. It is this forgotten crisis that has compelled us to write this report.

The evidence on climate change suggests that Pakistan's next episode of severe flooding may be just around the corner. We predict that millions or even tens of millions of people in Pakistan will be affected by extreme weather events every year. Unless the international community really wakes up, a country seen in the west as a key to regional stability will be plunged into future crises with ever-greater human costs and the threat of growing unrest.

Millions in need

In response to the 2010 floods, millions of people were helped and the threat of major disease outbreaks was averted in a vast international aid effort. But Islamic Relief's view from the ground in Pakistan is that hundreds of thousands of people, perhaps millions, have received little or no aid. The World Health Organisation (WHO) is reporting rising incidences of diarrhoea and suspected malaria cases, and predicts that the mortality rate among under-fives is likely to rise by 10 per cent. Over five million cases of acute respiratory infections have been reported. Over 21 per cent of children under five in flood-affected areas of Sindh province are malnourished – beyond the WHO emergency threshold level of 15 per cent.²

The UN estimates that 827,000 houses were completely destroyed in the floods. Yet only 43 per cent of these have so far been replaced with alternative housing, such as transitional structures or one-room shelters. Adding insult to injury, many houses are being hastily reconstructed on the same lines as those washed away earlier.

The funding gap

The international community is failing to provide adequate resources for Pakistan to recover. Donors have provided US\$2.45 billion for the Pakistan floods, but the UN flood appeal has a shortfall of US\$603 million.

Some governments, and the public, stand out for their quick and generous response. Our research on the 34 OECD countries shows that Norway has given the most, measured as a proportion of its GDP, with the UK a respectable fifth. But some countries have given no aid at all, while traditional donors such as France and Italy have given tiny amounts compared to the size of their GDP. France has given nine times less aid than Sweden, even though its GDP is six times larger.

In terms of numbers affected, Pakistan's floods were more devastating than the Kashmir earthquake of 2005, the Haiti earthquake of 2010, the Indian Ocean tsunami (2004) and Hurricane Katrina (2005) *combined*. Yet the 18 million Pakistanis affected by the floods have received nearly eight times less per person than Haitians affected by the earthquake. Haiti's earthquake killed much greater numbers of people but Pakistan's floods damaged or destroyed nine times as many homes and ten times more health facilities than the Haitian earthquake.

The coming storms

Pakistan is a small contributor to global climate change but a big victim of it. The average person in Pakistan accounts for nine times fewer greenhouse gas emissions than the average Briton and 21 times less than Americans. Attributing any specific weather event such as the 2010 floods to climate



Built to last

Islamic Relief is providing new homes that are built to last, with steel-reinforced roofs to avoid collapse during earthquakes and brick walls on concrete foundations to protect against future floods. Each house is designed to meet local privacy standards and cultural preferences. This approach is helping people return to normal life with dignity and reduce their vulnerability to future disasters. Households headed by women and widows are given priority in shelter construction, and beneficiaries are identified through participatory processes that involve establishing village shelter committees to ensure transparency. The process of building increases awareness of disaster preparedness in the community, and the beneficiaries are also developing new skills in building their own flood-resistant homes. The projects empower community members to fully participate in reconstruction, accelerating the process of economic recovery.



change is problematic but most studies clearly point in this direction. And studies also suggest that Pakistan is likely to face even more frequent and calamitous 'natural' disasters. The number of flood disasters in Pakistan has risen from seven in the 1980s to 33 between 2000 and 2009.

The UN estimates that 40–60 per cent of Pakistan's population is vulnerable to external shocks such as droughts and floods. Yet ordinary Pakistanis' ability to withstand shocks is very low: more than one in five lives below the poverty line. Even before the floods, nearly one in four was undernourished. The majority of poor people in Pakistan live in rural areas and most of them are casual agricultural labourers or farmers who are either landless or near landless. Pakistan's vastly unequal land holdings – around 2 per cent of households control more than 45 per cent of the land area – mean that millions of farmers are just about surviving on small plots of land which they have no incentive, or cash, to improve. This is reinforcing their vulnerability to future shocks.

Prepared for the next crisis?

The international community and the government of Pakistan are not sufficiently prepared for the coming crises. Millions of people could now be hit by floods because infrastructure such as dykes and embankments is weak, and the lack of funds means that some communities have not been able to adequately reconstruct their homes or restore their livelihoods as farmers. Pakistan's National Disaster Management Authority (NDMA) still lacks adequate resources, and not enough contingency planning is being undertaken. Greater investment in disaster risk reduction is critical. The former Chair of the NDMA said that if Pakistan had invested only US\$40 million in flood protection structures, the losses from the floods would have been only one tenth of the actual US\$10 billion.

The inadequate international response to the floods is symptomatic of a global approach to emergencies that is little more than a lottery. The response to every major disaster is at the mercy of a UN appeal, with all the uncertainties of how donor countries will react in the face of other international demands and domestic economic pressures. The international

Summary

community has failed to commit to the insurance policy that a global crisis contingency fund would provide, dragged its feet on reforming how humanitarian aid emergencies are managed and failed to invest sufficiently in climate change protection measures and disaster risk reduction.

Recommendations

WE BELIEVE ALL DONOR GOVERNMENTS SHOULD:

- Ensure that the UN floods appeal for Pakistan is fully funded. ‘Laggard’ donors that have contributed little should increase their funding immediately.
- Review their aid policies for Pakistan to ensure that disaster risk reduction and the far-reaching implications of climate change are fully addressed.
- Establish a global contingency fund for disaster relief and risk reduction, removing the lottery of ad-hoc appeals.

WE BELIEVE THE UNITED NATIONS SHOULD:

- Vigorously publicise the ongoing emergency faced by its agencies in Pakistan’s flood-affected areas, and galvanise full funding for its appeal
- Conduct a comprehensive review of leadership in humanitarian interventions
- Ensure that Pakistan is recognised as a priority country to receive climate change finance and capacity-building support to address climate change
- Ensure that disaster risk reduction is ‘mainstreamed’ into all UN-supported development planning and adequately funded by donors
- Scale up and reinforce the ‘One UN DRM’ (disaster risk management) initiative.

WE BELIEVE THE UK GOVERNMENT SHOULD:

- Play a leading role in plugging the funding gap by immediately pressing its partners in the OECD to increase their reconstruction aid to Pakistan
- Champion a focus on disaster risk reduction in all aid policies and the establishment of a global contingency fund for disaster relief and risk reduction
- Press the UN to conduct a review of leadership in humanitarian interventions.

- Support reforestation and prevention of deforestation in watershed areas and close to rivers.

WE BELIEVE THE GOVERNMENT OF PAKISTAN AND THE PROVINCIAL GOVERNMENTS SHOULD:

- Increase funding for disaster risk management, the NDMA and provincial and district disaster management authorities
- Significantly increase disaster risk reduction activities
- Repair damaged infrastructure and demolish illegal structures that increase vulnerability
- Prevent further deforestation and implement an emergency programme of reforestation
- Increase the capacity of civil society organisations and communities at local level to push for the resources they need and promote disaster risk reduction
- Demonstrate how it is going to more seriously address poor people’s vulnerability in Pakistan’s rural areas, and especially promote widespread land reform.

Introduction

The impact of the 2010 flood⁵

Number of people affected
18 million

of whom 2.8 million are children under five

Number of deaths
1,984

Number displaced from their homes
11 million

Crops destroyed
2.2 million hectares

Livestock lost
450,000

Houses damaged or destroyed
1.7 million

Public service buildings and facilities destroyed
1,355

Hospitals/health facilities damaged or destroyed
544

Schools damaged or destroyed
10,400

of which 3,741 destroyed

Roads damaged
10%

Railways damaged
16%

One year ago in July, a moving body of water the size of England swept through Pakistan in floods that forced 11 million people from their homes. The worst floods in Pakistan’s history affected 18 million people (more than the population of Holland) and inundated a fifth of the country – an area the size of England. Entire villages were wiped out, vast areas of crop land inundated, and schools and health centres destroyed. Nearly 2,000 people were killed, and 1.7 million homes were damaged or destroyed.

Twelve months on, the world’s cameras have moved on as the floods have receded, but a largely unnoticed humanitarian crisis continues in the flood-affected areas. At least 8 million people remain in dire need of basic health care, food, shelter or schooling.³ Furthermore, the United Nations is now reporting that up to 6 million could be affected by more floods during the coming monsoon season.⁴

Islamic Relief believes the international community is failing to adequately address the basic needs of Pakistan’s forgotten flood victims. Our fieldwork for this report has taken us into villages in Sindh and Khyber Pakhtunkhwa provinces where we are witnessing at first hand this vast unmet need, and the fear of the future among ordinary people. It is this that has compelled us to write this report.

All the evidence on the future impacts of climate change suggests that Pakistan’s next crisis is just around the corner. In light of recent data, outlined further below, we predict that millions or even tens of millions of people in Pakistan will be affected by extreme weather events every year. Unless the international community really wakes up, a country seen in the west as a key to stability in the region will be plunged into future crises with ever-greater human costs.

The 2010 floods in Pakistan

Many people, especially farmers, lost everything they owned in the 2010 floods. Before the floods, half the population earned their livelihood from farming; after, only 10 per cent could still farm.⁶ The number of food-insecure people in Pakistan rose from an already high 83 million to 94 million.⁷ “The floods have

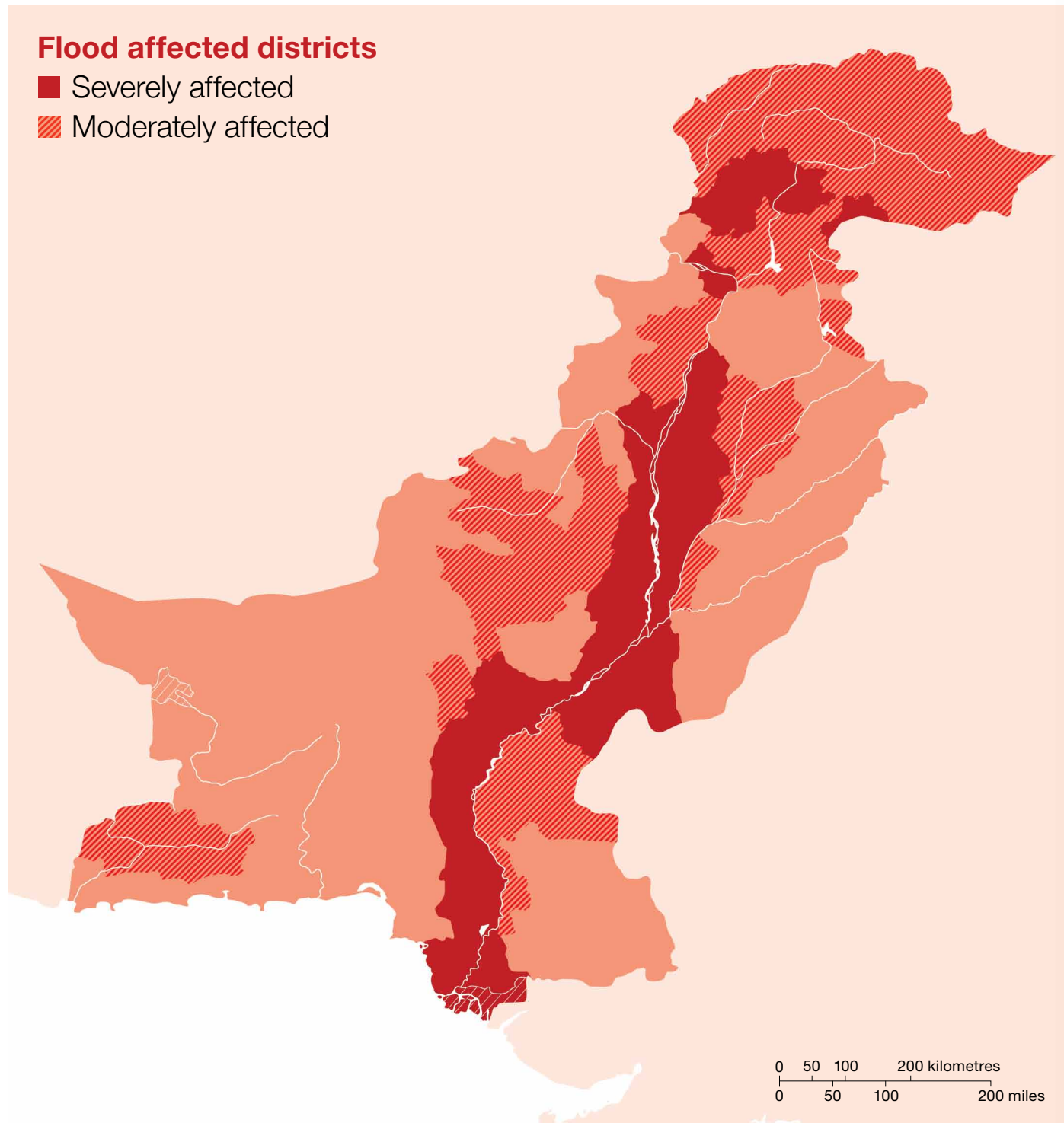
Introduction

'The whole village was badly affected; we had to flee to safer places. When we returned, after the water level was lowered, our homes were turned into debris. What could be more painful for a man than when his home is destroyed and all that he had earned and gathered is washed away in a few hours?'

Mohammad Gul, Lunda village, Khyber Pakhtunkhwa province

Flood affected districts

- Severely affected
- ▨ Moderately affected

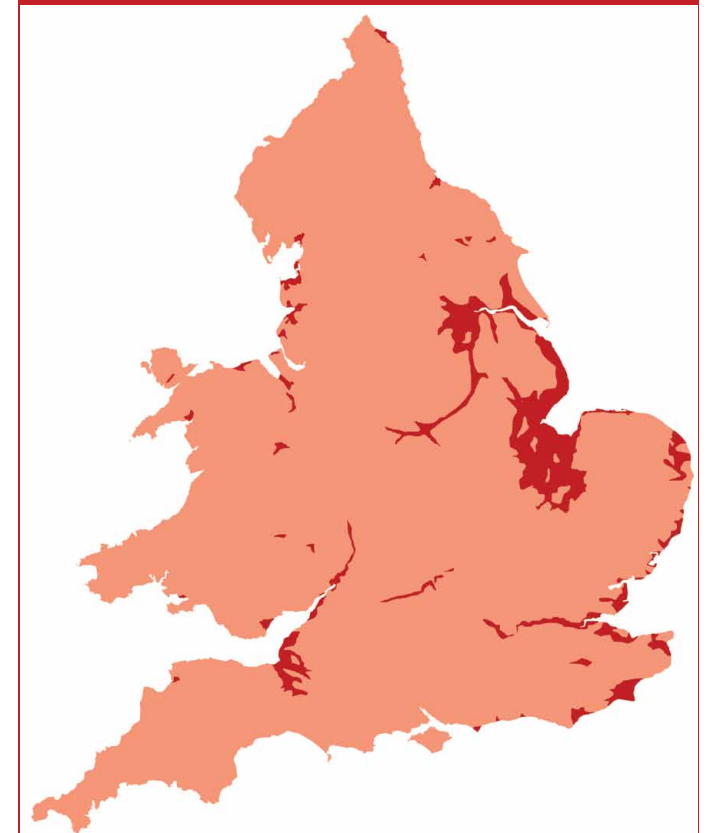


increased pre-existing chronic vulnerabilities," a UN report concluded; before, over 20 per cent of Pakistanis already lived in poverty and nearly 40 per cent of children were underweight.⁸ The destruction of hundreds of health centres denied millions of people access to basic medicines while the displacement of 11 million people left a vast population homeless and destitute. In the north-eastern province of Khyber Pakhtunkhwa, many people already displaced from their homes by conflict were displaced all over again by the floods.

And if the floods had hit the UK

In June and July 2007 – the wettest UK summer since records began in 1914 – major floods affected parts of Northern Ireland, south Wales and 23 English counties. One day, 20 July, saw rainfall of 50 millimetres an hour, five times more than is normally considered heavy.⁹ The floods killed 13 people, submerged parts of numerous villages and forced 17,000 people into temporary accommodation. Damage claims paid by insurers came to nearly £3 billion.¹⁰

The floods were serious for some people but only 0.03 per cent of the population were temporarily displaced from their homes – compared to 6 per cent of Pakistan's population during the 2010 flood. The damage amounted to only 0.2 per cent of Britain's GDP compared to 7 per cent for Pakistan. If the UK had experienced floods on the scale of Pakistan's, over 6 million people would have been affected, 3.7 million would have been pushed out of their homes and the economic damage would have amounted to £93 billion – enough to wipe out the entire education budget.



No defence

The above map shows the areas of England and Wales that would be likely to flood from rivers or the sea if there were no defences in place.

Information © Environment Agency

The ongoing crisis

In response to the 2010 flood, essential medicines have been provided to nine million people, food has gone to six million people on a monthly basis, drinking water has been provided to more than four million and over a million households have received emergency shelters.¹¹ But despite this considerable effort – in the face of a crisis so huge that any government would have struggled to cope with it – millions of people remain in need.

Millions still in need

The latest UN figures (May 2011) showed that of the 18 million people affected by the floods:

- 8 million still needed access to health care
- 5.6 million were 'food insecure'
- 800,000 were in need of water and sanitation
- 60 per cent of households were without their main source of livelihoods.¹²

Most people displaced by the floods have returned to their home areas or have gone to live with relatives, but as recently as May around 53,000 people displaced by the floods were still living in 60 relief camps in Sindh and Balochistan.¹³ The schooling of hundreds of thousands of children remains disrupted or has ended: there are around 700,000 girls and boys in schools that have not been helped since being damaged or destroyed, according to the UN.¹⁴ Over a quarter of a million children are enrolled in 'temporary learning centres', quickly constructed to enable some basic schooling to continue.¹⁵

Islamic Relief's view from the ground in Pakistan is that hundreds of thousands of people, perhaps millions, have received no aid at all. They include large numbers of women, many of whom are among the most vulnerable people in the community in remote rural areas. The assistance programme with the widest coverage has been the government's *Watan* scheme, which provides households affected by the flood with an initial payment of 20,000 Pakistani rupees (\$230). Yet recent research shows that numerous women displaced by the floods have not received any cash support.¹⁸

The UN children's agency, UNICEF, reported in May 2011 that 'basic health, nutrition, education and other social services are still disrupted in flood affected villages and people need continued support in restoring their livelihoods'¹⁶

Malnutrition rising

The World Health Organisation is reporting rising incidences of diarrhoea, acute respiratory infections and suspected malaria cases. It predicts that the mortality rate for under-fives is likely to rise by 10 per cent.¹⁹

- By March, 5.3 million cases of acute respiratory infections, 1.8 million cases of acute diarrhoea and 2.3 million cases of skin disease had been reported in flood-affected areas²⁰
- In one week in March alone medical personnel in flood-affected areas reported 918,000 consultations with patients. A quarter of these were for acute respiratory infections.²¹

Children are being hardest hit. Over 21 per cent of children under five in flood-affected areas of Sindh province – amounting to around 90,000 – are malnourished. This is above the WHO emergency threshold level of 15 per cent.²² In Punjab the figure is lower, but still an alarmingly high 13.9 per cent.²³ Over half of all children under five in the provinces of Sindh, Punjab and Balochistan are stunted (meaning that their height is low for their age).²⁴ This will permanently affect their mental and physical development. The situation has been exacerbated by flood damage to nearly 500 health facilities in the two provinces.²⁵

Shelter: not enough, not good enough

Around 1.7 million homes were damaged or destroyed in the floods. The UN estimates that 827,000 houses were completely destroyed.²⁶ Yet by May 2011 just 351,980 housing units – representing 43 per cent of destroyed houses – had been replaced with alternative housing, such as completed transitional structures or one-room shelters.*²⁷

*Households with destroyed houses are being supported with a one-room shelter approximately 20 metres square as a first early recovery core room, which will later be extended towards a house. (Jean-Luc Stalon, 'Strategic Early Recovery Action Plan – At a glance', 4 May 2011, www.pakresponse.info)

OCHA reported at the end of March that one third of the flood-affected population in Punjab – which produces most of the country's staple food, wheat – did not have enough to eat¹⁷

Still waiting for help

"We are still helpless despite a year going by since the floods," says Gulmeena Bibi, a 60-year-old mother of eight children. She is one of the 500 villagers of Khat Kale, near the city of Peshawar in Khyber Pakhtunkhwa province, which has not been officially declared a flood-hit district and has received no relief. Yet the village was deluged by water eight to ten feet deep. The 500 villagers were forced to take shelter in a school in a nearby village during the floods.

Gulmeena says that women were the primary victims. Many suffered complications during their pregnancies, such as miscarriages, probably the result of malnutrition and having to move from one place to another to find safety from the water.

Forgotten by the aid effort, Gulmeena says that increasing numbers of villagers are suffering from hepatitis but there is no basic health dispensary in the village and people have to travel to Peshawar or Charsadda for medical treatment. The biggest problem in the village is contaminated water, which is contributing to increasing diarrhoea. Gulmeena says they urgently need water pumps to be able to drink clean water. In addition, she calls on the aid community to provide seeds for farming, health facilities, new houses and a drainage system.

A similar story is told in Old Charsadda, a village of 1,500 families near Charsadda city, also in Khyber Pakhtunkhwa province, where around 200 homes were damaged or destroyed. The villagers were initially helped, but then the aid stopped. "Only the World Food Programme and a few other NGOs provided us utility items like flour, ghee, edible oil and pulses for an initial three months but thereafter no one came to heal us," says Ghulam Sarwar, chief imam of the mosque. When the floods submerged the village, local water sources became contaminated. Ghulam says the villagers – all 10,000 of them – now have no clean drinking water and have no choice but to use contaminated sources. The village's roads and its drainage and sanitation systems have also become dilapidated as a result of the floods.

Shehryar Khan, 33, saw two of his rickshaws – his only source of income – washed away in the floods, making him jobless. "Now I don't have money or any financial resource to purchase a new rickshaw and feed my family," he says. Shehryar wants the government to provide small loans for flood victims so that they can restore their livelihoods. Many people are now fleeing Old Charsadda in a desperate search for work in other nearby towns and cities.



The ongoing crisis

OCHA reported in late March that in Punjab just 1 per cent of one-room shelters had been completed – 2,808 out of 301,211 targeted. It stated that “69 per cent of the people [in Punjab] were forced to return home though they had nothing to return with in terms of shelter”.²⁸ Indeed, as of March, even emergency and transitional shelter needs still persisted in the provinces of Sindh – where more homes were destroyed than in any other province – and Balochistan.²⁹

The failure to address immediate needs has long-term implications. Many in the next generation of Pakistanis will grow up less healthy and less educated than they should be. Farmers will not be able to produce as much wheat and other crops as they once did. The World Health Organisation has reported that the floods are likely to reduce the proportion of people using contraceptives from 30 to 27 per cent, adding to population pressures on scarce resources.³⁴

Wide-ranging programmes are continuing to provide water, housing, livelihood assistance, health and schooling, led by the UN, NGOs and the Pakistan government. But as they stand these programmes are simply not enough to meet everyone’s needs – mainly because they are woefully under-funded.

Building back worse...

The international community is in principle committed to ‘building back better’ – providing housing for victims of disasters that is better than their previous homes, able to withstand future shocks. Yet this aspiration is being ignored in many flood-affected areas. Several media reports suggest that many houses are being hastily reconstructed on the same lines as those washed away earlier.³⁰ A UN evaluation of the international response to the floods concludes scathingly that some houses are being rebuilt that are “not sufficiently considering risks from future events”. Houses are still being constructed in riverbank areas while “some villages have received transitional shelter materials which do not cater to long-term needs”.³¹



Housing and land reform

In Pakistan many of those affected by the floods are landless and do not own the land on which their homes are situated. The land is the property of the landlord, who allows tenants to work as day labourers or as share-croppers – meaning that they return a proportion of the crop produced to the landowner. Lack of land ownership and insecure access to arable land are two of the major causes of rural poverty in Pakistan.

This lack of land rights is also a big problem in rebuilding houses. While temporary shelters can often be erected on public property or on land rented from private owners, transitional or permanent housing cannot. Building homes for people who have uncertain tenure over their land runs the risk of stirring up local conflicts.³³ Islamic Relief believes it is imperative for any comprehensive recovery and reconstruction plan that aims to ‘build back better’ to address land reform. Otherwise, millions of Pakistanis will remain trapped in deepening poverty, undermining the country’s recovery.

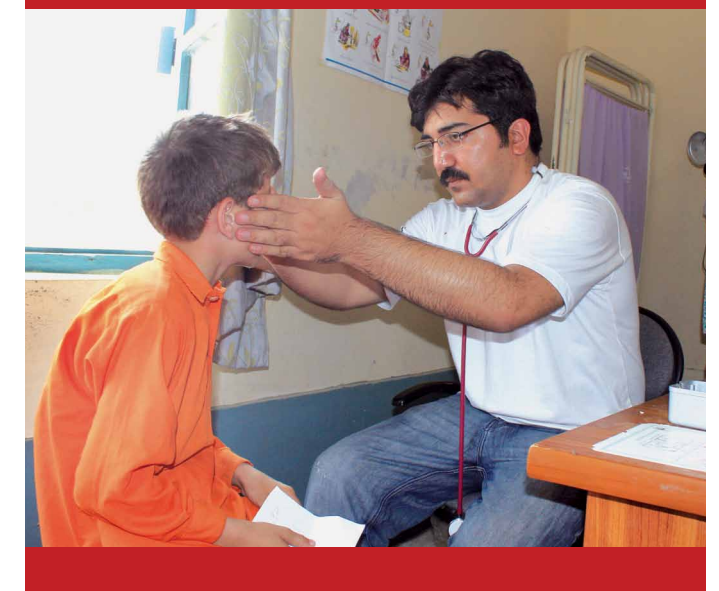
One year on from the floods Islamic Relief’s work with the communities demonstrates a long-term and sustained commitment

...and better

Islamic Relief’s approach is different. Virtually none of the houses previously built in the flood-affected areas were designed to resist floods. Compounding the problem is that some of the affected areas lie in areas of high seismic activity, vulnerable to earthquakes.³² In response, Islamic Relief is providing shelters that are resistant both to earthquakes and floods and that also meet local privacy standards and cultural preferences. This is helping people return to normal life with dignity and reduce their vulnerability to future disasters.

In one village, for example – Ajab Bagh in the Nowshera district of Khyber Pakhtunkhwa, which is home to 140 families – Islamic Relief has built 86 houses. Before the floods no homes in the village had bathrooms or toilets, and villagers were forced to practise open defecation, a common requirement in poor Pakistani villages. Now, 70 per cent homes have separate bathrooms. One villager, Akram Khan, a 35-year-old father of six, says: “The floods deprived us of our home and our women and children were forced to live in tents and makeshift homes that had no boundary walls. I never imagined that I would be having a roof or shelter room so quickly after the floods, as all that I possessed washed away in the waters. I am personally grateful to Islamic Relief and its staff because they helped us in difficult times and provided us with a shelter room and bathroom.”

Akram’s experience is testimony to Islamic Relief’s sustained commitment to communities, part of its long-term approach. Akram says that even one year on from the floods, a team of Islamic Relief doctors and nurses visits the village every Wednesday, diagnosing the patients and providing them with medicines. Islamic Relief is also providing villagers with hybrid wheat seeds for farming. Akram says: “Eid is a big festival for Muslims. After the floods we did not even have enough food to fill our stomachs, so celebrating the festival by giving sacrifices of animals was beyond our thinking. But Islamic Relief provided us with 12 goats and the whole village celebrated the Eid.”



Communities revitalised

A restored village school and health clinic show how Islamic Relief is helping re-establish community life and infrastructure as well as rebuilding homes.

The ongoing crisis

Islamic Relief's shelter project design is flexible, cost-effective and easily replicable. Women-headed households and widows are given priority in shelter construction, and beneficiaries are identified through participatory processes that involve establishing village shelter committees to ensure transparency. The process of building increases awareness of disaster preparedness in the community, while many beneficiaries develop skills through constructing their homes. The projects empower community members to take charge of their own recovery, accelerating the process of economic recovery. The provision of shelters has promoted community resilience and ensured better hygiene. A combination of new housing and support for restoring families' livelihoods has also prompted children to go back to school.

One beneficiary of Islamic Relief's approach is Rasheed Mallah, a previously unskilled labourer who lives in Badomal village in Sindh. In September 2010 Rasheed and his family fled their village after hearing that a massive flood was on its way. After spending one month in a camp for flood victims, Rasheed returned home to find his and other villagers' homes washed away, with the only access to the village through a 'mud-way', two feet deep.

Islamic Relief's first act of assistance was to provide a three-foot-high pathway, one kilometre long, to provide access to the village. It then provided materials and skilled masons for rebuilding thatched and mud houses for 348 families in the village. Initially, Rasheed worked alongside the masons to rebuild first his own house, and then other families' homes. He quickly acquired the skills needed and is now able to build one-room houses independently – homes that provide protection against floods and cyclones. This is critical, as Badomal village has been hit many times by cyclones during the past 15 years. The most devastating was in 2004, when 250 people died. Rasheed says: "Now, I am proud to be a skilled mason."

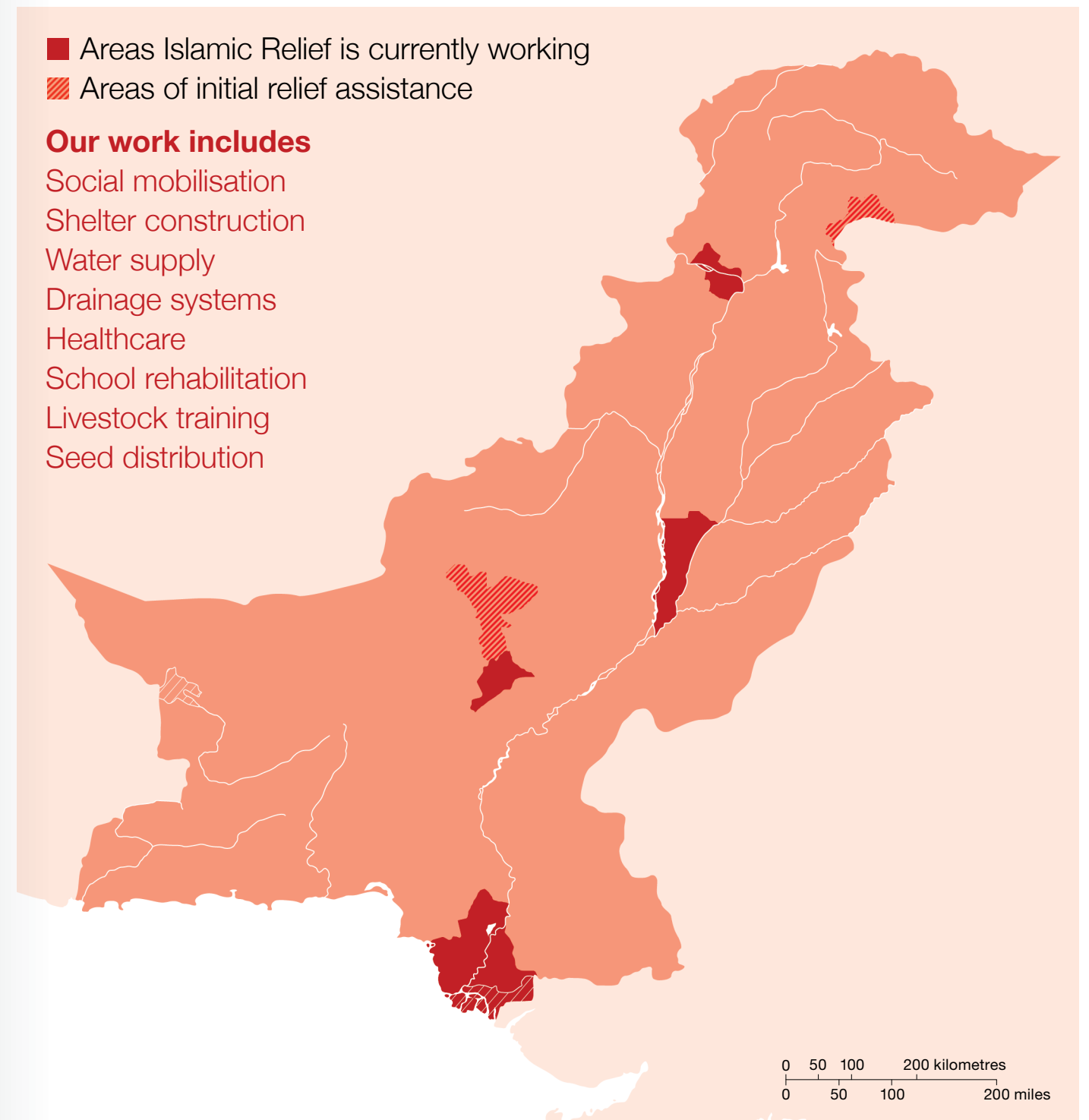


Rebuilding lives with an integrated approach

A project will start long before the foundations for the first shelter are set and will run beyond the completion of the basics – supporting families with food and other household items until their livelihoods are restored and they are able to support themselves.

- 1 Islamic Relief intervenes and social mobilisation begins
- 2 Shelter construction is started with villagers taking part in the build through a cash for work programme
- 3 Rehabilitation of hand pumps, construction of borehole walls and underground piping
- 4 Construction of latrines and a drainage system
- 5 Hygiene promotion and health care provision for all villagers throughout the project lifeline
- 6 School rehabilitation work undertaken and child friendly space provided
- 7 Poultry and livestock management training
- 8 Distribution of toolkits and seeds for all farmers in the village

The projects empower community members to take charge of their own recovery, accelerating the process of economic recovery. A combination of new housing and support for restoring families' livelihoods has also prompted children to go back to school



The funding gap

The international community is failing to provide the resources Pakistan needs to fully recover. Donors have so far provided \$2.45 billion for the Pakistan floods. However, \$1.1 billion of this amount has been provided for projects related to the floods but outside the UN appeal.⁹ The appeal asked for \$1.9 billion, of which \$1.3 billion has been provided by donors.³⁷ Thus there is now a funding gap of \$603 million, with the shortfall highest for housing and for agriculture and food security. UNICEF reports that its water and sanitation programmes are underfunded by 29 per cent, which it says is “especially acute”.³⁸

Current funding gap³⁹

TOTAL	\$603 million
Areas of greatest funding deficit:	
1. HOUSING	
2. AGRICULTURE AND FOOD SECURITY	
3. WATER AND SANITATION	
4. HEALTH AND NUTRITION	
5. EDUCATION	
6. COMMUNITY INFRASTRUCTURE	
7. NON-FARM LIVELIHOODS	
8. PROTECTION	
9. GOVERNANCE	
10. DISASTER RISK REDUCTION	
11. ENVIRONMENT	
12. GENDER	

The funding gap is especially serious for Sindh and Punjab.

Generous and laggard donors

Some governments, and the public, stand out for their quick and generous response. Yet many government donors are failing to contribute their fair share, and are mainly responsible for the failure to meet the unmet needs of those affected by the floods.

‘In comparison to other major recent disasters, funding was generally slow and incommensurate with needs’

UN evaluation of the international response to the floods¹⁶

The aid donors who were quickest off the mark in providing large donations were the European Commission, the UK, the US and Australia.⁴⁰ Our research on the 34 OECD countries’ contribution to the floods crisis (both inside and outside the UN appeal) reveals that Norway stands out as having given most, measured as a proportion of its GDP. It is followed by Luxembourg, Denmark, Sweden, with the UK coming a respectable fifth. The US, Japan and the UK are the largest government donors in terms of amounts provided.

Our research also found that although the most generous 11 donors have given \$1.6 billion, the least generous 15 countries have contributed just \$33 million. Some OECD countries have given no aid at all. One of those countries – Portugal – has a GDP bigger than Denmark’s, yet the latter has found \$23 million for the floods. Traditional donors such as France and Italy have given tiny amounts compared to the size of their GDP. France has given a miniscule \$4.2 million – nine times less than Sweden, even though its GDP is six times larger.

Funding compared to other disasters

Aid for the victims of the Pakistan floods is low compared to what the international community provided in the wake of other recent disasters:

- The 18 million Pakistanis affected by the floods have received around \$122 per person. In contrast, Haitians received an average of \$948 following the earthquake in January 2010 – nearly eight times more. People affected by the 2004 Indian Ocean tsunami received an average of \$7,100 – 58 times more.⁴¹
- Haiti’s earthquake was devastating to the poorest country in the Americas, killing 316,000 people – far more than died in Pakistan’s floods. Yet six times more people were affected by the floods than by Haiti’s earthquake, and the floods damaged or destroyed nine times as many homes and ten times more health facilities than the earthquake.

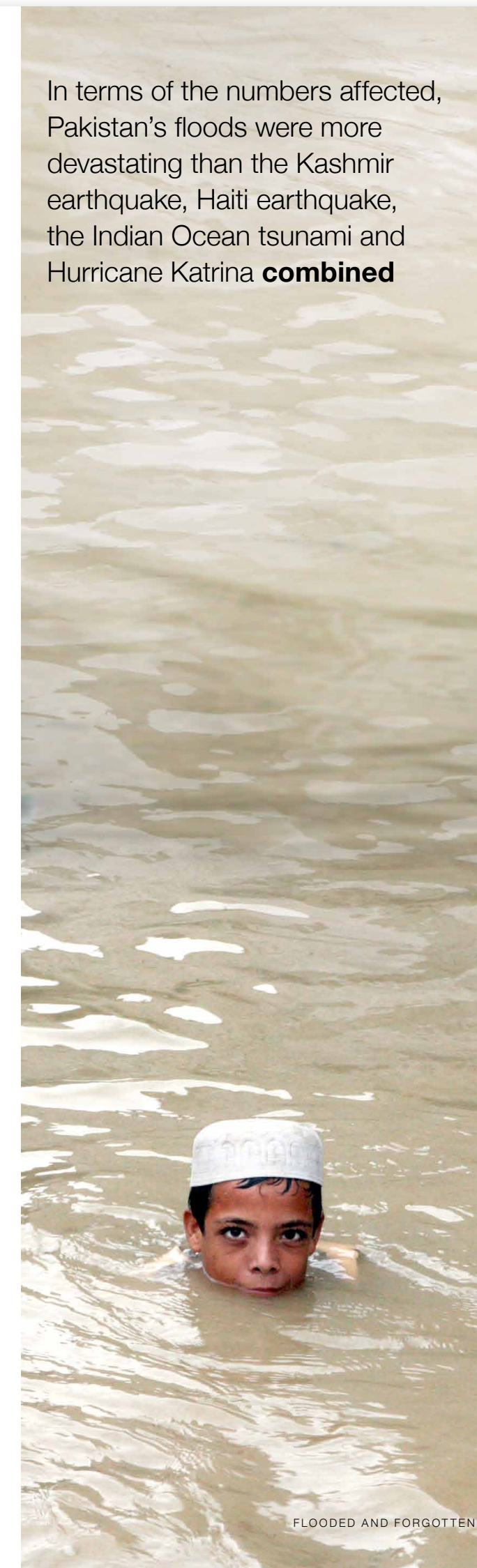
COMPARING PAKISTAN’S FLOODS (JULY–SEPTEMBER 2010) AND THE HAITIAN EARTHQUAKE (JANUARY 2010)⁴²

	Pakistan	Haiti
AID PROVIDED	\$2.45 billion	\$3.51 billion
AID PER PERSON AFFECTED	\$122	\$948
NUMBER OF DEATHS	1,984	316,000
NUMBER OF PEOPLE AFFECTED	18 million	3.7 million
HOUSES DAMAGED/DESTROYED	1.7 million	188,000
HOSPITALS/HEALTH FACILITIES DAMAGED/DESTROYED	544	50
ECONOMIC DAMAGE	*\$8.7–\$10.9 billion	\$7.8 billion

*According to the World Bank/Asian Development Bank); or nearly \$12 billion according to UK government

As the above table shows, the economic damage inflicted on Pakistan by the floods has been greater in absolute terms than the impact of the earthquake on Haiti, and amounts to nearly 40 per cent of Pakistan’s entire government budget (using the UK’s damage estimate of \$12 billion).⁴⁵ Such outlays will put massive strains on the Pakistani economy. The aid currently provided for the floods amounts to only around a quarter of these costs.

In terms of the numbers affected, Pakistan’s floods were more devastating than the Kashmir earthquake, Haiti earthquake, the Indian Ocean tsunami and Hurricane Katrina **combined**



The coming storms

In the light of recent data, outlined further below, we can predict that increasing numbers of people in Pakistan – involving millions or even tens of millions – will very soon be affected by extreme weather events every year. These events will cause billions, or even tens of billions of dollars' worth of damage. The Pakistan floods are clearly a wake-up call to the world about the impact of climate change in Pakistan and globally.

Climate change confronts Pakistan

Pakistan is already among the countries most affected by climate change. The evidence suggests that it is likely to face even more frequent and calamitous 'natural' disasters.

Attributing any specific weather event such as the 2010 floods to climate change is problematic but most studies clearly point in this direction.⁴⁸ The hot summer of 2010 – with high temperatures in the US, Europe and Central Asia that produced a higher-than-normal surface temperature in the Atlantic Ocean – led to more water vapour entering the atmosphere. This set in train a stronger-than-usual monsoon season in South Asia. In addition, an abnormal airflow caused by La Nina created a ridge of pressure that blocked the warm, saturated air from moving west to east as would normally be the case.⁴⁹ In one week in late July 2010, at the beginning of the floods, Khyber Pakhtunkhwa province received 9,000 millimetres of rainfall – ten times as much as the province normally receives in an entire year.⁵⁰

Deforestation may also be contributing to the impacts of climate change and to severe flooding in Pakistan. A recent study by researchers at universities in Australia and Singapore, looking at data in 56 developing countries, suggests that a 10 per cent loss in forest cover can increase flood frequency by 4–28 per cent.⁵² Pakistan is losing 2.2 per cent of its forest cover – amounting to 43,000 hectares⁵³ – every year of which 2,300 hectares is riverine forest.⁵⁴ Riverine forests not only retard the momentum of floods but also stabilise the river banks. A recent academic study of the 2010 floods notes that “deforestation and sparse undergrowth would exacerbate run-off through the steep valleys of the heavy rains that occurred



Victim of disasters

Pakistan is a small contributor to global climate change but a big victim of it. Pakistanis account for an average of 0.9 tonnes of greenhouse gas emissions each year – nine times less than the average Briton and 21 times less than the average American.⁴⁷

Recent disasters that have hit Pakistan⁵⁷

- 2008: A 6.4 magnitude earthquake hits south-west Pakistan's Balochistan province, killing at least 160 people.
- 2007: Floods caused by heavy rainfall due to Cyclone Yemyin leave around one million people homeless and 250 dead, mainly in Balochistan and Sindh.
- 2005: A 7.6 magnitude earthquake kills more than 73,000 people and leaves up to 3.5 million homeless in Pakistan's Kashmir and Khyber Pakhtunkhwa provinces.

The UN advises that, “The next disaster is just around the corner as the next monsoon season will soon start. The risk for a new emergency situation is high due to the concentration of poor people living in hazardous areas along river shores”.⁴⁸

during the month of July and early August”.⁵⁵ Illegal logging by timber smugglers has contributed to deforestation, itself a result of poor land management and a lack of enforcement of environmental laws in Pakistan.⁵⁶

Future impacts of climate change

Academic studies show that extreme weather events are on the rise in Pakistan and south Asia, including increasing intensity of rainfall during monsoons.⁵⁸ According to the UN:

“Research work based on long-term climate change data points towards a scenario of future occurrences of heavy rainfall events during the monsoon season over north-west rather than north-east Pakistan. As a result, areas along the western rivers of the country (Indus and Kabul) will be more vulnerable to flood episodes similar to those experienced during the 2010 season.”⁵⁹

The Pakistan government's Task Force on Climate Change concludes that climate change is posing a “direct threat to water security, food security and energy security” and that “the country's vulnerability to such adverse impacts is likely to increase considerably in the coming decades”, as global temperatures rise. Over the past century the average temperature in Pakistan has risen by 0.6 degrees C and precipitation by around 25 per cent. Temperatures are projected to increase by 2.5–2.8 degrees by 2050 and 3.9–4.4 degrees by 2080.⁶⁰ The data reveals a vastly increasing frequency of floods in Pakistan, which are virtually doubling every decade.

NUMBER OF FLOODS IN PAKISTAN⁶²

	Deaths	*People affected	†Damage	
2010–11	4	2,113	20.35 million	\$9.5 billion
2000–09	33	2,265	9.56 million	\$0.7 billion
1990–99	14	4,180	15.18 million	\$1.09 billion
1980–89	7	519	302,900	0
1970–79	5	2,066	13.38 million	\$1.17 billion
1960–69	2	32	224,427	\$3.3 million
1950–59	6	3,691	n/a	n/a

‘It is projected that climate change will increase the variability of monsoon rains and enhance the frequency and severity of extreme events such as floods and droughts’

Pakistan's Task Force on Climate Change⁶¹

If we consider all natural disasters,[‡] the pattern is worryingly similar.

NUMBER OF NATURAL DISASTERS IN PAKISTAN⁶³

	deaths	*People affected	†Damage	
2010–11	8	2,138	20.36 million	\$9.58 billion
2000–09	68	77,282	14.57 million	\$7.78 billion
1990–99	44	6,654	17.9 million	\$1.36 billion
1980–89	20	1,074	0.31 million	\$5 million
1970–79	8	6,850	13.4 million	\$1.17 billion
1960–69	5	10,519	0.62 million	\$7.4 million
1950–59	8	3,850	n/a	n/a

*i.e. those requiring immediate assistance during a period of emergency

†Estimated

‡Drought; earthquake (seismic activity); epidemic; extreme temperature; flood; insect infestation; mass movement dry; mass movement wet; storm; volcano; wildfire

Vulnerability in Pakistan

According to the UN's Global Assessment Report on Disaster Risk Reduction, people in Pakistan are the fourth most exposed population in the world to drought, and the ninth most exposed to both floods and earthquakes.⁶⁴ The United Nations Development Programme estimates that 40–60 per cent of Pakistan's population is vulnerable to external shocks such as droughts and floods. Agricultural production is especially exposed to bad weather shocks, and also high food prices, while most areas affected by flooding in Pakistan are already economically vulnerable.

Ordinary Pakistanis' ability to withstand shocks is very low. More than one in five lives below the poverty line. Even before the floods, nearly one in four was undernourished.⁶⁶ Over a third of children are stunted (low height for age) and underweight. A third of all child deaths are associated with malnutrition and 45 per cent of women and 67 per cent of children are anaemic. The literacy rate is just 57 per cent.⁶⁷

The majority of poor people in Pakistan live in rural areas.

The coming storms

As already noted, most are casual agricultural labourers or farmers who are either landless or near landless. What makes them even more vulnerable is that much of their work is seasonal, depending on the crop.⁶⁸ Moreover, in many areas landowners run vast estates where farmers are enslaved through debt bondage, often for generations. Although bonded labour is illegal, some estimates put the number of such labourers at 17 million.⁶⁹ Pakistan's vastly unequal land holdings – around 2 per cent of Pakistani households control more than 45 per cent of the land area⁷⁰ – mean that millions of farmers are eking out a meagre living on small plots of land which they often have no incentive, or cash, to improve. This is reinforcing their vulnerability to future shocks.



Islamic Relief, the environment and climate change

Islamic Relief's environment policy highlights the organisation's concern about the impact of climate change and environmental degradation on its core work in poverty alleviation. "The impact of climate change, and of more direct man-made environmental destruction such as unsustainable logging and unregulated dumping, falls disproportionately upon developing countries," it says.

"Within these countries, the poor are affected most severely, as they tend to live in ecologically vulnerable environments. They are the ones who tend to depend on rain-fed agriculture, and thus the ones most affected by variations in precipitation levels and an increased frequency of extreme weather conditions. As rain falls, farm lands are eroded, deserts advance and forests disappear, with each new generation finding it harder to ensure a livelihood. This exacerbates inequities in health status and access to adequate food, clean water and other resources."

Islamic Relief's concern about environmental issues also reflects a Muslim faith perspective, a belief that human beings have a responsibility under God to care for the environment. This sense of responsibility is based upon several Qur'anic principles – especially the unity of God and creation, the role of human beings as appointed guardians of the earth, the imperative not to waste resources and the principles of balance and justice.

Prepared for the next crisis?

Are the international community and the government of Pakistan sufficiently prepared for the coming crises? The evidence suggests they are not.

The head of OCHA's office in Pakistan, Manuel Bessler, says that millions of people could now be hit by floods because infrastructure such as dykes and embankments is weak. People are also more susceptible this year because the lack of funds means that some communities have not been able to adequately reconstruct their homes or restore their livelihoods as farmers.⁷²

Compounding this is the failure of the international community to reform humanitarian aid and invest sufficiently in supporting Pakistan's efforts to address climate change and disaster risk reduction.

An inadequate response in 2010

The quick response to the 2010 floods prevented a high death toll and a major disease outbreak. The Pakistani military deployed over 20,000 troops to be the first to provide relief and rescue to the affected population. Some government donors quickly provided money to help the victims while various UN agencies began extensive emergency operations, coordinated by Pakistan's National Disaster Management Authority.

But after this positive initial response, the aid effort was generally poor and slow. Millions of people waited weeks or months to receive assistance after the floods first hit last July. Transitional and permanent shelters and basic infrastructure for water and sanitation were slow to arrive and insufficient. By the time the UN arrived in Punjab, for example, to provide relief to the displaced, most had already left the camps.⁷³ Six months after the floods began, in late January 2011, the BBC reported that countless numbers of people in Sindh province still did not even have access to tents or blankets.⁷⁴

The UN evaluation of the response concluded that although it achieved some positive results, "the overall results are considered to be both 'scattered' and 'patchy'". The response was too focused on more easily accessible areas, whereas

smaller communities or entire areas in less accessible locations received little or no attention.⁷⁶ The UN evaluation also criticised the UN Humanitarian Coordinator's "insufficient leadership over the UN agencies".⁷⁷ The UN lacked sufficient staff in key positions, while its 'cluster system' – whereby relief agencies coordinate efforts in certain sectors such as agriculture, health, food and shelter – could not respond effectively due to insufficient staff, resources and leadership.⁷⁸

Any government would have been severely challenged by the scale of such a disaster. The response in this case was complicated by poor communications and transport facilities within Pakistan, low levels of education, ongoing conflict in some areas, and the relatively recent devolution of power from the central government to new and inexperienced provincial and district Disaster Management Agencies.

Pakistan's response was also hampered by a lack of resources in the National Disaster Management Authority (NDMA).⁸⁰ The NDMA's operational budget was only \$0.7 million at the time of the floods and it had only 21 officers to manage the entire disaster.⁸¹ With the exception of Khyber Pakhtunkhwa, which had recent experience with humanitarian catastrophes, there was insufficient capacity and staff for providing relief at provincial level.⁸² A joint Asian Development Bank/World Bank damage assessment concluded that there was only "partial implementation" of national contingency plans and that affected communities 'lacked disaster preparedness awareness, sensitisation and education' on local flood risks.⁸³

But have the lessons been learned in 2011?

Since the floods, a number of reviews have been produced by the UN, the government of Pakistan and the UK parliament, among others, offering lessons learned from the response.⁸⁵ The UN's OCHA says that it is responding to the UN evaluation and implementing changes in key areas.⁸⁶ Its Emergency Relief Coordinator, Valerie Amos, has said that the UN is already changing the way it delivers aid.⁸⁷ However, these changes are not going far or fast enough.

Prepared for the next crisis?

An independent review of international humanitarian response sponsored by the UK's Department for International Development, and chaired by Lord Ashdown, outlines seven challenges for the international community. The key challenge is "a complete overhaul of strategic and operational leadership in the UN" and for the UN to invest in "a leadership cadre to ensure its best people are deployed quickly to the most complex disasters". The report notes that the UN lacks strategic vision in emergencies, people with the right skills and support structures, and good coordination among the different agencies.⁸⁸ NGOs have similarly called for an independent evaluation of how humanitarian responses are led, and the need to strengthen the performance of the UN's Humanitarian Coordinators.⁸⁹ OCHA has, however, rejected the call for a review of the leadership pillar of humanitarian reforms, arguing that this would weaken the consensus recently built up to make improvements in this area.⁹⁰

Improving Pakistan's response

In Pakistan a national disaster management strategy has been developed. The UN is providing technical support to the NDMA to help build capacity in mainstreaming disaster risk reduction (DRR) planning in key ministries. DRR checklists have been adopted by the Planning Commission to ensure that this issue is given more attention in future.⁹¹ A National Disaster Management Commission – established after the Kashmir earthquake of 2005 and chaired by the Prime Minister – is the highest policy-making body to oversee disaster management, and mandates the NDMA to coordinate disaster strategies. Although Pakistan is taking some steps to promote disaster risk reduction,⁹² on a visit to Pakistan in February 2011, the UN Secretary-General's Special Representative for Disaster Risk Reduction, Margareta Wahlström, said that Pakistan needs to invest more in DRR and that it "cannot afford to risk its future and lives of its people by being ill-prepared".⁹³

The NDMA also produced a report on lessons learned from the 2010 floods. This outlines as many as 26 recommendations to the government, itself and stakeholders for improvements in performance – indicating the scale of the challenge that the

'The vulnerabilities are higher this year than last year. This is because of poor timing and a lack of funding which has meant that perhaps things were not done to the level they could have been'

Manuel Bessler, head of OCHA's office in Pakistan⁷¹

NDMA itself faces. Its key request is for 'proper resourcing' through increased funding, especially to strengthen provincial disaster management authorities in Punjab, Sindh and Balochistan and to have dedicated personnel and equipment in the district-level disaster management authorities. The NDMA hopes that donors will assist in strengthening these capacities⁹⁴ but the key is whether they, and the government, will.

The same question hangs over the response to climate change. In late 2008 the Pakistan government established a Task Force on Climate Change to formulate a policy to address the risks, which delivered its final report in February 2010. The report outlines a range of mitigation and adaptation measures for the government to take but concludes that "being a developing country, Pakistan lacks technical capacity and financial resources to address climate change-related issues". It requests international cooperation, and aid, for a variety of mitigation and adaptation technologies and to support capacity building.⁹⁵

Despite the inevitability of future crises in Pakistan, not enough contingency planning is being undertaken.⁹⁶ The UN evaluation concludes that "insufficient work" is being done in Pakistan to invest seriously in DRR and move away from a reactive, emergency response to disasters.⁹⁷ NGOs have pointed out a lack of political will to turn plans into reality, inadequate involvement of vulnerable communities in disaster planning and the failure to scale-up successful DRR work.⁹⁸

Given the extreme vulnerability of Pakistan's population, investing in disaster risk reduction is critical. This means establishing and maintaining better irrigation systems, improved flood defences and watershed management and updated water supply and sewerage systems. Training and awareness-raising activities for local people through workshops are critical, as is improved planning for evacuation. Like other developing countries, Pakistan needs to integrate climate change and DRR into development work by better planning and through strong policies that relate to a clear long-term vision.⁹⁹

A general problem is that, presently, DRR figures little in



Disaster risk reduction saves lives and money

"We are spending \$3 billion in relief and recovery and we've suffered over \$10 billion in terms of losses without even including the trauma that people went through... Had we spent only \$40 million in making sure our flood protection structures are maintained, these losses would've been reduced to one tenth. We would have been able to save a lot of lives, properties and the trauma the affected population went through"

General Nadeem Ahmed, former chairman of Pakistan's National Disaster Management Agency¹⁰¹

The World Bank and the Asian Development Bank have said that an investment of only \$27 million in disaster risk reduction mechanisms in Pakistan could greatly reduce losses from future disasters.¹⁰² DRR saves lives in south Asia as elsewhere:

- During the 2001 earthquake in Bhuj, India, most government buildings that conformed to construction codes suffered only limited damage whereas schools and hospitals that did not follow the codes collapsed
- When Cyclone Sidr struck Bangladesh in November 2007, millions of Bangladeshis were already in special shelters or had been evacuated from coastal areas: around 4,000 died compared to 140,000 during a similar cyclone in 1991¹⁰³ and 138,000 who died in Myanmar during Cyclone Nargis (which was a lower category cyclone than Sidr)

Yet many governments still do not get it: when Mozambique asked the international community for £2 million in 2006 to help prepare for floods, this was not provided; after the floods the international community spent £60 million responding.¹⁰⁴

'Many people from ethnic and tribal minorities and most vulnerable individuals and groups, such as widows or other female-headed households, were not prioritised and therefore deprived of any assistance at all'

UN evaluation of the response to the floods⁷⁹

the development strategies of governments and donors worldwide. Disasters are not mentioned, for example, in the Millennium Development Goals. As the UK's government's review of humanitarian response notes, "this approach is no longer defensible".¹⁰⁰

The international community needs to support both the government of Pakistan and the provinces – which now carry a lot of delegated authority – to upgrade the capacity of the country's provincial and district disaster management agencies. Much more investment is also needed in disaster risk reduction which commands only 1% of the already meagre disaster management budget in Pakistan.

The provincial governments also need international help to tackle deforestation* and repair damaged infrastructure such as dykes that have not yet been repaired. Some deaths and considerable damage have already occurred at the start of the July 2011 monsoon season because of inadequate dykes. Illegal dykes need to be dealt with too, as these disturb the flow of the river – sometimes to devastating effect.

A loser in the disaster funding lottery

Pakistan also needs to be granted greater access to climate change funds. One problem is that there is still no international mechanism for providing adequate, predictable finance to developing countries affected by climate change-related disasters. As in the 2010 floods, help is determined solely by charity, at the whim of donors.¹⁰⁵ Developing countries are pushing for a new Multilateral Climate Fund and have asked developed countries to provide 1.5 per cent of their GNP, amounting to \$600 billion.¹⁰⁶ Another problem is that Pakistan is not recognised as a 'most vulnerable' country under the 2009 Copenhagen Accord, which commits rich countries to provide additional funding to tackle climate change.¹⁰⁷

*Pakistan is losing 43,000 hectares of forest annually, and 2,300ha of this is tree cover close to rivers that is vital for stabilising riverbanks and slowing the momentum of floods

Prepared for the next crisis?

'For too long the performance of the international humanitarian system has been inconsistent, failing those most in need... Now is the time for a step change in the approach to humanitarian reform'

Review of international humanitarian response published by the UK's Department for International Development⁶⁴

Pakistan faces multiple challenges – poverty, climate change, terrorism and governance to name only a few. In the UK and other western countries, terrorism tends to dominate the headlines when it comes to Pakistan. But for the overwhelming majority of ordinary Pakistanis, the bigger challenge is simply survival. The coming storms from climate change will increase this vulnerability and make millions of poor people even poorer. This will do nothing to improve either livelihoods or political stability in the country and could herald much greater social instability. The world needs to step up its aid to help ensure that Pakistan is able to seriously address poverty and climate change.

WE BELIEVE ALL DONOR GOVERNMENTS SHOULD:

- Ensure that the UN floods appeal for Pakistan is fully funded. 'Laggard' donors that have contributed little should increase their funding immediately.
- Review their aid policies for Pakistan to ensure that disaster risk reduction and the far-reaching implications of climate change are fully addressed.
- Establish a global contingency fund for disaster relief and risk reduction, removing the lottery of ad-hoc appeals.

WE BELIEVE THE UNITED NATIONS SHOULD:

- Vigorously publicise the ongoing emergency faced by its agencies in Pakistan's flood-affected areas, and galvanise full funding for its appeal
- Conduct a comprehensive review of leadership in humanitarian interventions
- Ensure that Pakistan is recognised as a priority country to receive climate change finance and capacity-building support to address climate change
- Ensure that disaster risk reduction is 'mainstreamed' into all UN-supported development planning and adequately funded by donors
- Scale up and reinforce the 'One UN DRM' (disaster risk management) initiative.

WE BELIEVE THE UK GOVERNMENT SHOULD:

- Play a leading role in plugging the funding gap by immediately pressing its partners in the OECD to increase their reconstruction aid to Pakistan
- Champion a focus on disaster risk reduction in all aid policies

and the establishment of a global contingency fund for disaster relief and risk reduction

- Press the UN to conduct a review of leadership in humanitarian interventions.
- Support reforestation and prevention of deforestation in watershed areas and close to rivers.

WE BELIEVE THE GOVERNMENT OF PAKISTAN AND THE PROVINCIAL GOVERNMENTS SHOULD:

- Increase funding for disaster risk management, the NDMA and provincial and district disaster management authorities
- Significantly increase disaster risk reduction activities
- Repair damaged infrastructure and demolish illegal structures that increase vulnerability
- Prevent further deforestation and implement an emergency programme of reforestation
- Increase the capacity of civil society organisations and communities at local level to push for the resources they need and promote disaster risk reduction
- Demonstrate how it is going to more seriously address poor people's vulnerability in Pakistan's rural areas, and especially promote widespread land reform.

Endnotes

- 1 House of Commons, International Development Committee, 'The Humanitarian Response to the Pakistan Floods', *Seventh Report of Session 2010–12*, 27 April 2011, pp.3, 15
- 2 USAID, *Pakistan – Complex Emergency and Floods*, 5 April 2011, p1; 'Pakistan floods uncover dire nutrition situation', 28 January 2011, www.unicef.org
- 3 UN, *Early Recovery Factsheet*, 17 May 2011, p1
- 4 Humanitarian Update, 14 June 2011, www.pakresponse.info
- 5 Sources: UN, *Early Recovery Factsheet*, 17 May 2011, p1; USAID, 'Pakistan – Complex Emergency and Floods', 5 April 2011, p1; OCHA, *Pakistan Humanitarian and Early Recovery Overview*, 17 March 2011; WHO, *Pakistan Floods 2010: Early Recovery Plan for the Health Sector*, 12 February 2011, p14; UN, General Assembly, *Strengthening Emergency Relief, Rehabilitation, Reconstruction and Prevention in the wake of the devastating floods in Pakistan*, 7 March 2011, p2; IDMC, *Displacement due to Natural Hazard-Induced Disasters: Global Estimates for 2009 and 2010*, June 2011, p12; Asian Development Bank and World Bank, *Pakistan Floods 2010: Preliminary Damage and Needs Assessment*, November 2010, pp28–9
- 6 Asian Development Bank and World Bank, *Pakistan Floods 2010: Preliminary Damage and Needs Assessment*, November 2010, p69
- 7 WFP, 'Pakistan', www.wfp.org/countries/Pakistan/Overview
- 8 UN, General Assembly, *Strengthening Emergency Relief, Rehabilitation, Reconstruction and Prevention in the wake of the devastating floods in Pakistan*, 7 March 2011, p3
- 9 Walker Institute, *The Exceptional UK Rainfall and Flooding of Summer 2007*, 2007, http://www.walker-institute.ac.uk
- 10 Association of British Insurers, *The Summer Floods 2007: One Year On and Beyond*, June 2008, p3
- 11 UN, General Assembly, *Strengthening Emergency Relief, Rehabilitation, Reconstruction and Prevention in the wake of the devastating floods in Pakistan*, 7 March 2011, p3; UN, *Early Recovery Factsheet*, 17 May 2011, p1; USAID, 'Pakistan – Complex Emergency and Floods', 5 April 2011, p1
- 12 UN, *Early Recovery Factsheet*, 17 May 2011, p1
- 13 UNICEF Pakistan, *Monthly Situation Report*, May 2011, p2
- 14 UN, *Early Recovery Factsheet*, 17 May 2011, p1
- 15 UNICEF Pakistan, *Monthly Situation Report*, May 2011, p2
- 16 UNICEF Pakistan, *Monthly Situation Report*, May 2011, p2
- 17 OCHA, *Humanitarian Update*, 30 March 2011
- 18 IDMC and Norwegian Refugee Council, *Briefing Paper on Flood-Displaced Women in Sindh Province, Pakistan*, June 2011, p8
- 19 WHO, *Pakistan Floods 2010: Early Recovery Plan for the Health Sector*, 12 February 2011, p53
- 20 OCHA, *Pakistan Media Factsheet*, 31 March 2011
- 21 USAID, *Pakistan – Complex Emergency and Floods*, 5 April 2011, p1
- 22 USAID, *Pakistan – Complex Emergency and Floods*, 5 April 2011, p1; 'Pakistan floods uncover dire nutrition situation', 28 January 2011, www.unicef.org
- 23 OCHA, *Humanitarian Update*, 30 March 2011
- 24 'Pakistan Integrated Nutrition Strategy Operational Plan', 14 June 2011, www.pakresponse.info
- 25 OCHA, *Pakistan Humanitarian and Early Recovery Overview*, 17 March 2011, Sindh and Punjab sections
- 26 UN, *Early Recovery Factsheet*, 17 May 2011, p1
- 27 UN, *Early Recovery Bulletin*, May 2011, www.pakresponse.info
- 28 OCHA, *Humanitarian Update*, 30 March 2011
- 29 USAID, 'Pakistan – Complex Emergency and Floods', 5 April 2011; OCHA, *Pakistan Media Factsheet*, 31 March 2011
- 30 'Pakistan: Get ready, the monsoon is coming', 9 March 2011, www.irinnews.org
- 31 DARA, *Inter-agency Real Time Evaluation of the Humanitarian Response to Pakistan's 2010 Flood Crisis*, March 2011, pp 44, 46
- 32 Asian Development Bank and World Bank, *Pakistan Floods 2010: Preliminary Damage and Needs Assessment*, November 2010, p88
- 33 Brookings Institution and London School of Economics, *A Year of Living Dangerously: A Review of Natural Disasters in 2010*, April 2011, p40
- 34 WHO, *Pakistan Floods 2010: Early Recovery Plan for the Health Sector*, 12 February 2011, p14
- 35 DARA, *Inter-agency Real Time Evaluation of the Humanitarian Response to Pakistan's 2010 Flood Crisis*, March 2011, p25
- 36 The relief operation began on 29 July 2010. On 11 August, an appeal was launched for US\$459 million to provide aid for a year, most of which was needed for food security, shelter, and water and sanitation. This was revised on 18 November 2010 to US\$1.94 billion to cover the period up to the end of 2011. In January 2011, the Pakistan government announced that the relief phase of the flood response would end on 31 January (except in one district of Balochistan province and four of the worst affected districts in Sindh where water levels impeded people returning to their homes), and there would be a shift towards 'early recovery'. In April 2011, a Strategic Early Recovery Action Plan was launched, coordinated by an Early Recovery Working Group jointly chaired by the NDMA and the UNDP. The plan covers eight sectors (food/agriculture, health/nutrition, education, water/sanitation, housing, governance, non-farm livelihoods and community infrastructure) and four thematic working groups (environment, protection, disaster risk reduction and gender).
- 37 Figures from OCHA's Financial Tracking Service: http://fts.unocha.org
- 38 UNICEF Pakistan, *Monthly Situation Report*, May 2011, p9
- 39 UN, *Early Recovery Bulletin*, May 2011, www.pakresponse.info
- 40 Jean-Luc Stalon, 'Strategic Early Recovery Action Plan – At a glance', 4 May 2011, www.pakresponse.info
- 41 UN, *Pakistan Initial Floods Emergency Response Plan*, August 2010, p28
- 42 Brookings Institution and London School of Economics, *A Year of Living Dangerously: A Review of Natural Disasters in 2010*, April 2011, pp22–3
- 43 OCHA, *Pakistan Humanitarian and Early Recovery Overview*, 17 March 2011; Brookings Institution and London School of Economics, *A Year of Living Dangerously: A Review of Natural Disasters in 2010*, April 2011, pp 23, 30, 34; OCHA's Financial Tracking Service: http://fts.unocha.org
- 44 Asian Development Bank and World Bank, *Pakistan Floods 2010: Preliminary Damage and Needs Assessment*, November 2010, p13
- 45 House of Commons, International Development Committee, 'The Humanitarian Response to the Pakistan Floods', *Seventh Report of Session 2010–12*, 27 April 2011, p19
- 46 The Pakistan government's budget amounted to Rs 2,462 (US\$28.6 billion) in 2009/10; Federal Budget 2010–11, 'Budget in Brief 2010–11', www.finance.gov.pk, p1
- 47 DARA, *Inter-agency Real Time Evaluation of the Humanitarian Response to Pakistan's 2010 Flood Crisis*, March 2011, p58
- 48 UNDP Human Development Indicators, http://hdr.undp.org/en/data/profiles
- 49 For example, the head of the World Meteorological Organisation in Geneva, Ghassem Arsar, has been quoted as saying with regard to the floods that 'There's no doubt that clearly climate change is...a major contributing factor'. Cited in Nathaniel Groenewold, 'Is the flooding in Pakistan a climate change disaster?', *Scientific American*, 18 August 2010. As well as other sources cited below, see interviews with climate experts in Howard Falcon-

Endnotes

- Lang, 'Will the Pakistan floods strike again?', BBC, 13 August 2010; and Rob Crilly, 'Strong evidence' climate change caused devastating Pakistan floods', *Scotsman*, 14 October 2010; Michon Scott, 'Heavy rains and dry lands don't mix: Reflections on the 2010 Pakistan flood', Earth Observatory, 6 April 2011
- 50 Nathaniel Groenewold, 'Is the flooding in Pakistan a climate change disaster?', *Scientific American*, 18 August 2010.
- 51 UN, *Pakistan Initial Floods Emergency Response Plan*, August 2010, p1
- 52 The contribution of deforestation to climate change is debated within academic and other circles. See FAO, *Forests and Floods: Drowning in Fiction or Thriving on Facts*, 2005, which concludes that the link is 'uncertain' (p1)
- 53 Corey Bradshaw et al, 'Global evidence that deforestation amplifies flood risk severity in the developing world', *Global Change Biology*, Vol 13, Issue 11, November 2007
- 54 Figures are for 2000-2010; FAO, *State of the World's Forests 2011*, p112
- 55 <http://www.dawn.com/2011/06/21/root-causes-of-floods.html>
- 56 P.Webster et al, 'Were the 2010 Pakistan floods predictable?', Georgia Institute of Technology, November 2010, p10
- 57 Renata Rendon, 'Devastation times three: man-made and natural disasters compound in Pakistan', Refugees International, 8 October 2010, www.refugeesinternational.org
- 58 'Humanitarian crises in Pakistan in last decade', 8 October 2010, <http://www.trust.org/alertnet/>
- 59 Muhammad Afzal and Salim Batbhuiya, 'Effects of extreme weather events in Pakistan and their impacts on sustainable development', University of the West of Scotland, April 2011, <http://www.earthzine.org/2011/04/26/effects-of-extreme-weather-events-in-pakistan-and-their-impacts-on-sustainable-development/>
- 60 UN, General Assembly, *Strengthening Emergency Relief, Rehabilitation, Reconstruction and Prevention in the wake of the devastating floods in Pakistan*, 7 March 2011, p12
- 61 Government of Pakistan, Planning Commission, *Task Force on Climate Change, Final Report*, February 2010, p xii
- 62 Government of Pakistan, Planning Commission, *Task Force on Climate Change, Final Report*, February 2010, p xii
- 63 <http://www.emdat.be/>
- 64 <http://www.emdat.be/>
- 65 <http://www.preventionweb.net/english/countries/statistics/risk.php?cid=129>
- 66 Mahbub ul Haq Human Development Centre, *Human Development in South Asia 2006*, 2006, p121
- 67 Asian Development Bank and World Bank, *Pakistan Floods 2010: Preliminary Damage and Needs Assessment*, November 2010, p40
- 68 WFP, 'Pakistan', www.wfp.org/countries/Pakistan/Overview
- 69 Mahbub ul Haq Human Development Centre, *Human Development in South Asia 2006*, 2006, p.121
- 70 Asian Development Bank and World Bank, *Pakistan Floods 2010: Preliminary Damage and Needs Assessment*, November 2010, p70
- 71 World Bank, 'Pakistan: Priorities for agriculture and rural development', <http://web.worldbank.org/website/external/countries/southasiaext/externaregopagri/0,,contentmdk:20273773~menupk:548216~pagepk:34004173~pipk:34003707~thesitepk:452766.00.html>
- 72 Nita Bhalla, 'Five million Pakistanis at risk from floods, says UN', 22 June 2011, <http://www.trust.org>
- 73 Nita Bhalla, 'Five million Pakistanis at risk from floods, says UN', 22 June 2011, <http://www.trust.org>
- 74 Refugees International, *Confronting Climate Displacement: Learning from Pakistan's Floods*, November 2010, p11
- 75 Orla Guerin, 'Pakistan floods still claiming lives, six months on', BBC, 28 January 2011
- 76 DARA, *Inter-agency Real Time Evaluation of the Humanitarian Response to Pakistan's 2010 Flood Crisis*, March 2011, p33
- 77 DARA, *Inter-agency Real Time Evaluation of the Humanitarian Response to Pakistan's 2010 Flood Crisis*, March 2011, p38
- 78 DARA, *Inter-agency Real Time Evaluation of the Humanitarian Response to Pakistan's 2010 Flood Crisis*, March 2011, p11
- 79 Refugees International, *Confronting Climate Displacement: Learning from Pakistan's Floods*, November 2010, p i
- 80 DARA, *Inter-agency Real Time Evaluation of the Humanitarian Response to Pakistan's 2010 Flood Crisis*, March 2011, p36
- 81 Refugees International, *Confronting Climate Displacement: Learning from Pakistan's Floods*, November 2010, p10
- 82 NDMA, *Pakistan 2010 Flood Relief – Learning from Experience: Observations and Opportunities*, April 2011, p2
- 83 NDMA, *Pakistan 2010 Flood Relief – Learning from Experience: Observations and Opportunities*, April 2011, p1
- 84 Asian Development Bank and World Bank, *Pakistan Floods 2010: Preliminary Damage and Needs Assessment*, November 2010, p54
- 85 DFID, *Humanitarian Emergency Response Review*, 28 March 2011, p12
- 86 Most importantly: UN, General Assembly, *Strengthening Emergency Relief, Rehabilitation, Reconstruction and Prevention in the wake of the devastating floods in Pakistan*, 7 March 2011; DARA, *Inter-agency Real Time Evaluation of the Humanitarian Response to Pakistan's 2010 Flood Crisis*, March 2011; NDMA, *Pakistan 2010 Flood Relief – Learning from Experience: Observations and Opportunities*, April 2011; UK Parliament, House of Commons, International Development Committee, 'The Humanitarian Response to the Pakistan Floods', *Seventh Report of Session 2010-12*, 27 April 2011; DFID, *Humanitarian Emergency Response Review*, 28 March 2011
- 87 See written evidence by OCHA in House of Commons, International Development Committee, 'The Humanitarian Response to the Pakistan Floods', *Seventh Report of Session 2010-12*, 27 April 2011, Ev 56
- 88 Valerie Amos, 'We're already changing aid delivery', *Guardian*, 13 May 2011
- 89 DFID, *Humanitarian Emergency Response Review*, 28 March 2011, pp6, 19-21
- 90 ActionAid et al, *Fit for the Future?: Strengthening the leadership pillar of humanitarian reform*, November 2010
- 91 See written evidence by OCHA in House of Commons, International Development Committee, 'The Humanitarian Response to the Pakistan Floods', *Seventh Report of Session 2010-12*, 27 April 2011, Ev 56
- 92 UN, General Assembly, *Strengthening Emergency Relief, Rehabilitation, Reconstruction and Prevention in the wake of the devastating floods in Pakistan*, 7 March 2011, p12
- 93 <http://www.preventionweb.net/english/policies/v.php?id=18740&cid=129>
- 94 'Pakistan cannot risk its future, lives of people, by being ill-prepared, says top UN disaster official, as country begins rebuilding flood-affected areas', 22 February 2011, www.reliefweb.int; 'Pakistan: Get ready, the monsoon is coming', 9 March 2011, www.irinnews.org; 'Pakistan needs to invest in disaster reduction: UN', 22 February 2011, <http://www.unmultimedia.org/radio/english/detail/114528.html>
- 95 NDMA, *Pakistan 2010 Flood Relief – Learning from Experience: Observations and Opportunities*, April 2011, pp6-7
- 96 Government of Pakistan, Planning Commission, *Task Force on Climate Change, Final Report*, February 2010, p xvii
- 97 Refugees International, *Confronting Climate Displacement: Learning from Pakistan's Floods*, November 2010, p8
- 98 DARA, *Inter-agency Real Time Evaluation of the Humanitarian Response to Pakistan's 2010 Flood Crisis*, March 2011, p45
- 99 See written evidence by Oxfam in House of Commons, International Development Committee, 'The Humanitarian Response to the Pakistan Floods', *Seventh Report of Session 2010-12*, 27 April 2011, Ev.31
- 100 Muhammad Afzal and Salim Batbhuiya, 'Effects of extreme weather events in Pakistan and their impacts on sustainable development', University of the West of Scotland, April 2011, <http://www.earthzine.org/2011/04/26/effects-of-extreme-weather-events-in-pakistan-and-their-impacts-on-sustainable-development/>
- 101 DFID, *Humanitarian Emergency Response Review*, 28 March 2011, p16
- 102 'Pakistan flood rebuilding to take at least 3-5 years', 24 March 2011, <http://www.trust.org/alertnet/>
- 103 'Pakistan cannot risk its future, lives of people, by being ill-prepared, says top UN disaster official, as country begins rebuilding flood-affected areas', 22 February 2011, www.reliefweb.int; 'Pakistan: Get ready, the monsoon is coming', 9 March 2011, www.irinnews.org; 'Pakistan needs to invest in disaster reduction: UN', 22 February 2011, <http://www.unmultimedia.org/radio/english/detail/114528.html>
- 104 Brookings Institution and London School of Economics, *A Year of Living Dangerously: A Review of Natural Disasters in 2010*, April 2011, p49
- 105 DFID, *Humanitarian Emergency Response Review*, 28 March 2011, p5
- 106 Martin Khor, 'Lessons on climate change from the Pakistan floods', 30 September 2010, www.triplecrisis.com
- 107 Martin Khor, 'Implications of the Cancun Climate Conference for Developing Countries', undated, <http://www.southcentre.org>
- 108 'Flood-hit Pakistan seeks priority access to climate change aid', 28 September 2010, <http://www.trust.org/alertnet>

Acknowledgments

Published by Islamic Relief UK and Islamic Relief Pakistan. Researched and written by Mark Curtis. Additional research: Sarah Stewart, Mohsin Babbar, Kapil Dev. All pictures copyright Islamic Relief. New photography for this report: Islamic Relief/Mudasir Husain. Design: E&P Design. Editor: Martin Cottingham

In addition Islamic Relief would like to thank the following people who advised on or contributed to the development of this report: Waseem Aslam, Assed Baig, Cheryl Campbell, Affan Cheema, Shaheda Dewan, Adnan Hafiz, Umair Hasan, Adil Husseini, Maria Khan, Habib Malik, Jehangir Malik, Sara Petrai, Rianne ten Veen, Saleh Saeed, Bedreldin Shutta, Hamayoon Sultan, Kashif Syed, Kamalini Weatherbed, Kate Wills, Fadlullah Wilmot.



Islamic Relief UK

16 Lower Marsh
London SE1 7RJ
www.islamic-relief.org.uk

Islamic Relief Pakistan

Pakistan House 85, Street 59,
Sector F 11/4, Islamabad, PO Box 1821
www.islamic-relief.org.pk

Islamic Relief Worldwide

19 Rea Street South
Birmingham B5 6LB
www.islamic-relief.com