

Pakistan Floods Progress Report

July 2010 / July 2011

www.oxfam.org



Contents

Foreword	3
Introduction	5
1. Water, Sanitation and hygiene	11
2. Emergency food security, livelihoods, and shelter	16
3. Achieving results for people living in poverty	22
4. Accountability	25
5. Oxfam's work with partners	28
6. Finance	31
7. The future	33

Cover picture: Children play on the still flooded farmland outside Dadu, Sindh province, in January 2011. Photo: Andy Hall/Oxfam

Back cover picture: Waterlogged farmland rendered useless for farming this year's crops, Dadu, Sindh, January 2011. Photo: Andy Hall/Oxfam



Jeremy Hobbs, Executive Director,
Oxfam International

Foreword

Nothing could have prepared us for the scale and complexity of the situation in Pakistan as the massive flooding spread in those early weeks in July and August 2010. The growing death toll and the numbers of people affected – rising from 1.5 million initially to 18 million overall, of whom 14 million were acutely vulnerable and required urgent assistance – were daunting to all of the response agencies involved.

In many respects, the task that lay ahead was akin to working in three different contexts, as different phases of the emergency unfolded and parts of the country moved from acute emergency into longer-term recovery mode. Intensive rains in the northern, conflict-affected province of Khyber Pakhtunkhwa (KPK) required an immediate search and rescue response and posed huge logistical challenges for Oxfam. In southern Punjab, previous investment in disaster risk reduction saved lives and allowed more time for evacuations. Then, as waters receded in the north, the enormous build-up of flood waters in Upper and Lower Sindh necessitated an emergency response targeting huge populations, while at the same time providing support for people in northern districts to return to their villages.

Faced by this huge challenge, Oxfam took a decision early on to focus on reaching as many people as possible with the basics – to save lives quickly and efficiently through early warning and evacuation programs, and by providing safe water, sanitation, and hygiene facilities, emergency food and shelter, and cash grants for people to meet their immediate needs. On balance, with 2.4 million people helped, we believe that the decision to move fast and to generate results quickly was the right and only decision we could have made in such circumstances.

Our plan to work closely with, and through, long-established local partners and local authorities was incredibly important in enabling us to work effectively during the first acute phase of the emergency, and also after flood waters had receded and rehabilitation work commenced. Emergency and development approaches are necessarily different, and some of our partners had little or no experience of this kind of response. However, being able to draw on existing relationships and local knowledge was the best, and only, way for Oxfam to achieve an effective response at a level of scale appropriate to the situation.

Faced with enormous needs and limited funds, there were times when we had to compromise: for example, in making difficult decisions about which items to include or omit from emergency relief kits so as to reach more people in need. We also tested and adapted our new project planning tool, *Helios*, for the first time, and this enabled Oxfam to purchase and move emergency supplies quickly and efficiently, saving time and expense – and ultimately lives.

As people return to their homes and our focus changes to phased rehabilitation, it will be important also to ensure that some of the empowering aspects of the response – for example, providing cash vouchers directly to women and building their income-earning skills – are built upon and not lost as the overall program moves into recovery.

We knew that the fundraising environment would be tough, and that the world recession had had an impact on government aid budgets, but we had not expected the international response to be so slow. With only a few exceptions, government contributions were initially woefully lower per capita than in other emergencies, such as the 2010 Haiti earthquake, the 2005 Pakistan earthquake and the 2004 Indian Ocean tsunami. The overall Floods Emergency Response Plan sought \$2bn for a one-year relief and recovery phase, and six months into the crisis it was still barely half-funded.

The pressure on humanitarian agencies such as Oxfam, to fundraise and to ensure that Pakistan remained a priority for donors and in the public eye was enormous. The initial response to our appeal for funds was slow, but thankfully it remained steady, growing rather than falling, in line with the tragedy unfolding in Pakistan. As of June 2011, we have raised \$75m (PKR6,400m, €57m, £48m) to support our program through a range of donors – the public, donor governments, and other institutions and organizations.

Thank you to all of you who have given so generously, and for staying with us as we continue to help the people of Pakistan to meet the challenges ahead.



Jeremy Hobbs
Executive Director,
Oxfam International

Introduction

A year has passed since the first news reports alerted the world to unnaturally heavy monsoon rains in Pakistan's north-western province of Khyber Pakhtunkhwa (KPK), a region already ravaged by conflict and only just recovering from the devastating earthquake of 2005. The floods that followed were of a size and scale that are difficult to conceive. Floodwaters inundated up to one-fifth of the country and affected 20 million people, destroying 1.6 million homes and leaving over 14 million people acutely vulnerable (www.pakresponse.org).



<http://onerresponse.info/Countries/Pakistan/MapCenter/Pages/Map%20Centre.aspx>

Oxfam responded immediately by visiting flood-affected areas in KPK and southern Punjab to assess the damage and conduct rescue and relief operations. In the KPK regions of Swat Valley, Dera Ismail Khan, Nowshera, and Charsadda, Oxfam organized the transport of clean water by truck, and set up emergency water and sanitation schemes. In Punjab province, flood-affected communities were in dire need, with dead animals rotting in the open and cases of malaria being reported. Oxfam responded by providing chemically treated mosquito nets, hygiene kits, and conducting health and hygiene training sessions.

Flood victims use a cable car attached to a bridge as they escape rising waters in Chakdara, Khyber-Pakhtunkhwa (KPK) province on 3 August 2010. Photo: Kindly donated from EPA, Hammad Khan Farooqi/EPA



People find the highest point in their village and wait to be evacuated from flooded areas in Tonsa Sharif, Punjab province, 1 August 2010. Photo: Kindly donated from EPA, MK Chaudhry/EPA



Heavy rains continued into early August and the mass of rising water moved southwards along the Indus River, towards the lower plains of Sindh. Dadu district, bordering the mountains of Balochistan, was a critical area where more than 100 villages in four districts were submerged. Here Oxfam and local partner, the Pakistan Fisherfolk Forum (PFF), and the District Disaster Management Authority (DDMA) evacuated 240,000 people to the safety of temporary camps, where they had established water, sanitation, hygiene promotion, shelter, and livelihood programs.

Oxfam rescue boat evacuates people from flood waters in Rajanpur, Punjab province, 4 August 2010.
Photo: Oxfam



'We have all been shocked by the ferocity and magnitude of this disaster,' reported Neva Khan, Oxfam's Country Director in Pakistan on BBC World TV (4 August). 'Everyone – donors, the UN, aid agencies, the government – needs to shift a gear on this crisis. This is the biggest disaster in the world right now and we all need to get behind it.'

Oxfam launched a fundraising appeal on 3 August 2010, asking supporters to give generously to save lives. Over \$75m (PKR 6,400m, €57m, £48m) was raised by Oxfam for the relief effort in Pakistan through a range of donors: the public, donor governments, and other institutions and organizations. The UK Disasters Emergency Committee (DEC) and the Dutch Cooperating Aid Organizations (SHO) between them raised \$14m (PKR1,204m, €10m, £9m), and together all of the Oxfam affiliates raised \$21m (PKR 1,805m, € 14m, £13m), much of this was from public sources. This was a good result given difficult economic times, and the money entrusted to Oxfam directly helped to improve the lives of over 2.4 million people.

In the past year, the emergency phase of Oxfam's emergency program has:

- **Provided nearly 1.6 million people with clean water and sanitation facilities;**
- **Provided hygiene kits to almost 1.4 million people, and hygiene advice to over 940,000 people;**
- **Given financial grants to over 270,000 people to help them provide for their families;**
- **Organized cash-for-work (CFW) schemes in communities, providing a vital injection of cash for almost 200,000 people.**
- **Distributed 12,000 winter kits (blankets, jumpers, quilts) in KPK;**
- **Provided emergency shelter for over 232,000 people.**

Oxfam is now supporting many of these same people, and others, as they return to their villages to recover and start to rebuild their lives.

'We have achieved considerable success over the past year in reaching 2.4 million people,' says Iftikhar Ahmad Khalid, Oxfam's Associate Country Director. 'Our partner organizations were extremely important in enabling us to reach this target and without them we would not have been able to achieve anything like what was possible.'

Oxfam tries to put the needs of women at the forefront of its work. Overall in Pakistan, the targeting of women as prime beneficiaries of program activities was achieved to a good degree. In Sindh and Punjab, measures were taken to construct separate areas for bathing and latrines, important for achieving privacy, dignity, and security for women in camp situations. It was not possible, however, to achieve separate washing and latrine areas in all of the camps due to the numbers of people Oxfam was trying to reach with great speed. Oxfam ensured that vulnerable female-headed households were prioritized for payments of cash, an important way of enabling women to make decisions about their family budget. It also took care to deliver cash vouchers to women and men in their own tents and homes, a small but important way for people to maintain their sense of self-esteem. It will be important to review and learn from the overall response from a gender perspective and to ensure that some of the positive initiatives undertaken by women during the crisis are not lost in the rehabilitation phase.

An emergency response of this scale could not have been achieved without a sophisticated logistics operation. Oxfam's team in Pakistan has a well-established network of suppliers and manufacturers through which it purchases goods and materials, ranging from plastic sheeting to wooden structures for latrines, and vehicles. Partner organizations working in flood-affected areas also purchase relief supplies and equipment from local vendors, an effective way to get emergency materials to flood-affected communities as quickly as possible. Oxfam also tested its new project planning system, Helios, for the first time, enabling it to accurately account for stock in different warehouses. As the response situation changed on the ground, Oxfam was able to identify and redirect \$138,600 worth of emergency stock from the north of Pakistan to program activities in the south, saving time and reducing wastage.

Geographic response

Region	Oxfam: Emergency phase beneficiary numbers by region
Khyber Pakhtunkhwa	1,101,994
Azad Jammu Kashmir	13,370
Punjab	210,101
Sindh	1,143,784
Total	2,469,249

Sector response

Oxfam's response focussed on areas in which it, and its partners, had most expertise. Primarily this involved the provision of safe water, sanitation, and public health programs, and also programs to distribute emergency food, to supply materials for people to build shelters, to enable people to receive small injections of cash to meet their basic needs, and to save lives in search and rescue missions. Oxfam and its partners aimed to provide comprehensive support to families, so often those people who received water, sanitation, and public health assistance also received emergency food, or cash, or shelter support.

This table shows the amount of money spent in these three sectors, with evidence of spend in other categories in the finance section. It also shows the number of beneficiaries who received support by type of intervention. Please note that some beneficiaries received water, sanitation, and hygiene support plus either search and rescue, and/or emergency food support, livelihoods, and/or shelter support as well.

Sector	Amount spent per sector (\$US)	Oxfam: Emergency phase beneficiary numbers by sector
Water, sanitation, and public health	20,962,514	1,594,295
Emergency food and livelihoods	19,185,375	642,616
Shelter	2,972,366	232,338

The scope of this report

This report describes the progress that Oxfam and its partners have achieved to date and describes what the organization intends to do in the future. Oxfam will look at how it has responded in the following five main areas:

- **Water, sanitation, hygiene, early warning, and evacuation;**
- **Emergency food security, livelihoods, and shelter provision;**
- **Advocacy and work to achieve results for people living in poverty;**
- **Accountability;**
- **Work with partner organizations.**

This report is intended as a tool to account to the individuals, governments, and other institutions who have given so generously to Oxfam's humanitarian fund, and to partner organizations and allies, staff, and volunteers. Oxfam is primarily accountable to the people whose lives it seeks to improve, with specific detail on mechanisms for this described on p.26. A finance section at the end of the report provides an overview of how funds were raised and spent. The final section – 'The future' – identifies Oxfam's plans for helping during the reconstruction phase of this emergency, and outlines what it believes needs to happen next, as the Government of Pakistan, with support from the international community, starts to rebuild the country.

Case Study

As floods receded in Sindh province in November 2010, people returned home to find their houses reduced to rubble and farmland waterlogged and infertile. Oxfam worked with its partner, Participatory Development Initiatives (PDI), in 92 villages in Shikarpur, Sindh, to assist 6,200 families (about 43,000 people) on returning.

Halima, 30, is one of the returnees. 'When we saw the river rising we left everything. I took one child, my husband carried another, and our five-year-old walked with us. That day we were all scared. We thought we would die.'

Now Halima and her family are back home, living in a tent. Life is difficult and they have no means of finding work. 'It will take two or three years to save enough money to build a home. It costs around PKR 70,000 (\$824, €581, £506). The tent is hot in this weather but we have no choice.'

'We are thankful that Oxfam and PDI helped us to earn cash for work as this meant that we could buy goods that we really needed,' says Halima. Halima was paid PKR 21,000 (\$247, €174, £152) in three instalments to sew quilts, and her husband was paid the same amount to clear debris from the village, roads, and irrigation channels.

Thousands of other families have benefited from Oxfam's cash-for-work programs, which provide a means for people to earn money at the same time as rehabilitating their villages and homes. It has also helped to bring about a sense of ownership and community responsibility, and of achievement.

Halima and her family stand beside their tented home in a small village in Shikarpur, Sindh.

Photo: Timothy Allen/Oxfam



1. Water, sanitation, and hygiene (WASH)

Oxfam is a lead agency in the specialist provision of clean water, sanitation facilities, and public health and hygiene promotion in emergencies. In Pakistan work started quickly in all areas and then, as the extent of need became clear, Oxfam adjusted its approach, making decisions about how best to cater for huge numbers of people quickly. When designing a response of this scale, Oxfam needs to consider issues such as quality, appropriateness, speed, and cost and it was clear that in order to save lives, speed and cost would be paramount. This led to a decision to implement the same level of response in all situations – delivering the basics to as many people as possible, as quickly as possible. This was an obvious and appropriate response for an emergency of this magnitude.

Oxfam's response

In any emergency, the provision of clean water, and safe hygiene and sanitation facilities is essential for saving lives and reducing the threat of disease. Oxfam was able to reach almost 1.6 million people with clean water through installing water tanks, repairing wells and water pipes, and trucking water to communities with no safe water supply. It has also distributed hygiene kits containing items such as bars of soap, towels, cloth that can be cut into sanitary towels for women, plastic kettles for washing, and buckets with lids for almost 1.4 million people. Other sanitation work includes constructing emergency latrines and bathhouses, running public health and hygiene awareness campaigns, and ensuring that hand-washing facilities are located close to latrine blocks.

Khyber Pakhtunkhwa

Type of program	WASH Beneficiary numbers by region
Water supply	881,716
Sanitation	567,082
Hygiene promotion	553,880
Hygiene and household kits	591,213

Azad Jammu Kashmir

Type of program	WASH Beneficiary numbers by region
Water supply	12,803
Sanitation	12,575
Hygiene promotion	656
Hygiene and household kits	660

Punjab

Type of program	WASH Beneficiary numbers by region
Water supply	121,584
Sanitation	35,882
Hygiene promotion	83,522
Hygiene and household kits	102,760

Sindh

Type of program	WASH Beneficiary numbers by region
Water supply	578,192
Sanitation	290,647
Hygiene promotion	472,878
Hygiene and household kits	698,596

Challenges

The biggest challenges facing Oxfam were the scale and changing nature of the unfolding emergency and – having made a decision to save as many lives as possible – contending with the huge logistical challenges of mobilizing relief supplies to affected areas. Distributing items to a camp or remote village involved transporting goods by large truck, then smaller truck, then four-wheel drive vehicle because of the terrain, and then often hand-carrying to inaccessible areas.

In camp situations, where clean water could be supplied by truck to large numbers of people, Oxfam quickly repaired and built hand pumps, established new latrine blocks, and installed washing slabs and bathing areas. Buckets, soap, towels, and other items in Oxfam's hygiene kits were distributed and camp-based committees were formed to ensure that areas were kept clean. In emergency situations, Oxfam works with other aid agencies and local and governmental organizations to co-ordinate activities in response 'clusters'. Oxfam participated in a technical working group in the water, sanitation, and health sector.

Public health activities are an integral part of Oxfam's approach to water and sanitation provision. Here the focus is on working with people in camps to reduce risks of diarrhoea and cholera by ensuring that residents understand the health risks of living in crowded conditions and the essential need to keep food and clean water away from hazardous areas where people wash and defecate. Oxfam implemented innovative campaigns in the camps, often targeting children as agents of change. In village locations Oxfam and its partners usually target several people who are influential in the community, equipping them with the skills that they need to ensure that water pumps and latrines are kept clean and that messages about keeping disease-free are endorsed.

The hygiene kits that Oxfam distributes cost just under PKR1,939 (\$23, €16, £14). Each includes two buckets with lids (one with a tap for drinking), water purifying tablets, washing detergent, two towels, 15 bars of soap, a plastic jug, and cloth that can be cut into sanitary towels for women.

Photo: Jane Beesley/Oxfam



Residents of a camp in Thatta, in Hyderabad, Sindh, collect water from a truck (water bowser), which carried 8,000 litres a day to meet the drinking water needs of 12,000 people.

Photo: Oxfam



Oxfam's humanitarian teams are always on standby, planning ahead to ensure that emergency stocks are strategically located to allow for rapid deployment of relief supplies. Partner organizations that were part of Oxfam's preparation plan were prepared to deal with emergencies and highlighted the importance of being able to draw on contingency stocks in the initial phase. Emergency goods and materials were then purchased at scale and turned into kits for transport to areas in need. Security was an issue in all of Oxfam's operations. Unlike the UN, it did not work with armed guards, and it needed to operate with caution at all times, often choosing not to draw attention to its distribution work by using unbranded goods and logos. Working with local partners also played a vital part in enhancing the security of the operation as their local knowledge enabled responses to be targeted effectively and safely.

Overall, Oxfam's water and sanitation response has achieved a basic consideration of privacy and dignity and has targeted women and other vulnerable groups such as elderly or disabled people. However, Oxfam acknowledges that there is room for improvement and innovative thinking in some areas. It knows, for example, that its response could have been better if it had had local capacity (especially in areas not used to flooding), more focus on clean-up campaigns from the initial intervention, and better involvement of community groups in Upper Sindh.

Oxfam took care to ensure that women were involved in discussions about the contents of hygiene kits, and produced a poster and leaflets of the contents in picture form so that those with poor literacy could see exactly what they were getting. The distribution process also involved a demonstration of how to use each of the items, and in some cases partners provided transport for women to carry their kits home.

Case Study

Trench latrines are often used in the early phases of emergencies in order to provide a quick and easy-to-maintain means for people to use toilet facilities safely. The trenches are shallow, do not contaminate ground water, and are cheap, costing PKR 620 (\$7, €5, £4.50) each. Oxfam and local partner Pakistan Community Development Program showed villagers how to dig and maintain 118 trench latrines in small plastic sheet compounds close to their homes.

Basraja covers the contents of her trench latrine with ash to minimize odour. 'Before we had these latrines we had to go outside at night and there was no privacy,' she says. 'Now we feel secure. When a trench is full, we cover it with earth and start a new one.'

Photo: Jane Beesley/Oxfam



2. Emergency food security, livelihoods, and shelter (EFSL)

To save lives and cater for people's immediate needs, Oxfam ensured that people had food to eat, warm clothes to wear, and emergency cash support to buy medicines. Then as the acute phase of the emergency receded and people started to return home, it focused on supporting people with cash-for-work (CFW), establishing projects for men and women to earn money, and helping to restore a sense of normality to a crisis situation. While it was not one of Oxfam's specialist areas, it was also important to deliver a smaller-scale emergency shelter program in the areas that were the focus of program activities.

Oxfam's response

As of July 2011, over 600,000 people have benefited from Oxfam's emergency food security and livelihoods programs:

- 150,000 people have been able to plant kitchen gardens with tools, seeds and support from Oxfam, and a further 38,000 have been given similar supplies to start replanting land; another 17,600 people have also received advice, food, and veterinary care for their livestock;
- 36,000 people have been given funds and training to help them revitalize small scale businesses; and 7,600 people have been provided with fishing rods and lines, so as to catch fish, a valuable contribution to a family diet;
- Oxfam distributed cooked food and food rations to over 79,000 people, fully involving camp residents in the cooking and distribution of meals to people in need.

Khyber Pakhtunkhwa

Type of program	EFSL Beneficiary numbers by region
Cash-for-work	151,356
Cash grants	116,626
Support to help people re-establish their livelihoods	70,000
Total	337,982

Azad Jammu Kashmir

Type of program	EFSL Beneficiary numbers by region
Cash-for-work	567
Total	567

Punjab

Type of program	EFSL Beneficiary numbers by region
Provision of food	15,410
Total	15,410

Sindh

Type of program	EFSL Beneficiary numbers by region
Cash-for-work	46,481
Cash grants	155,519
Financial help for people to revitalize small businesses	21,852
Provision of cooked and uncooked food	63,834
Enterprise grant	971
Total	288,657

Shelter

Oxfam has helped to provide shelter for over 232,000 people. Its initial activities took place in KPK, Punjab, and Sindh between August and November 2010, where it provided an immediate response in the acute, post-flash flood phase in the mountainous areas of Nowshera and Charsadda. The massive floods then spread to southern parts of Punjab (Rajanpur, Muzaffargarh, Multan, Dera Ghazi Khan, Bhakkar, and Layyah districts) and then to Upper and Lower Sindh, to Kashmore, Jacobabad, Shahdadkot, Jamshoro, and Thatta. Here, shelter kits consisting of plastic sheeting with rope, nails, chemically treated mosquito nets, a small toolkit containing a hammer and saw, bamboo poles, wheelbarrows, and metal girders were distributed to families so that they could rebuild their homes in advance of the cold winter months. In Sindh, where people had more time to evacuate, Oxfam provided smaller, more portable kits, intended to aid reconstruction as people returned home.

Oxfam is conducting a pilot project to adapt and strengthen houses in Dadu, Sindh, to enable 144 households in two villages to make their homes less vulnerable to future flood situations. Oxfam hopes that this pilot will be seen by others as something to replicate in other flood-affected communities, with help from NGOs. Currently the housing options of many of the larger organizations, such as UNHCR and UN Habitat, each cost upwards of PKR 85,160 (\$1,000, €708, £617). This scheme could prove to be a cost-effective alternative, with costs for the Oxfam houses estimated at PKR 35,000 (\$410, €291, £254) per house.

Assistance with emergency shelter

Emergency shelter	Shelter Beneficiary numbers by region
Khyber Pakhtunkhwa	33,942
Punjab	91,931
Sindh	106,465
Total	232,338

Challenges

As with Oxfam's water and sanitation response, scale and logistics over such a diverse area presented the biggest challenge. Response strategies were grounded in learning from earlier work with people displaced by conflict in the Swat Valley, KPK, and this enabled it to reach large numbers of people very quickly.

Oxfam took a decision not to distribute cash for security reasons, instead using cash cheques and vouchers to achieve the same goal – a small injection of money to help see people through the initial phases of the emergency. In KPK, Oxfam talked to local traders and established a system by which people were given vouchers to exchange for the goods they needed, and set up another system by which Oxfam distributed cash cheques to vulnerable families (of which 70 percent were female-headed households). In other areas such as Sindh – where there was better access to banks – Oxfam distributed cash cheques according to need, each worth between PKR 5,000 (\$59, €42, £36) and PKR 25,000 (\$294, €208, £181), so that families could buy essential items such as medicines, clothing, and additional food.

The Government of Pakistan introduced Watan cards in this emergency – debit cards entitling flood-affected families to an initial payment of PKR 20,000 (\$235, €166, £145) – with plans for a further amount to be distributed later on this year. To receive these payments, families need to provide proof of identity using a Computerized National Identity Card (CNIC). Progress on disseminating Watan cards was extremely slow (many people had lost their identity cards), so Oxfam put in place measures to ensure that people without CNIC cards could also benefit from its programs by enabling trusted community members to cash Oxfam cheques for PKR 5,000 (\$59, €42, £36) on behalf of those who were not registered. This was by no means a failsafe system to target everyone, but it enabled Oxfam to assist people who otherwise would not have received financial help.

Case Study: A vital injection of cash

Like many other families, Hasan and his family returned to their village as floodwaters receded. The landscape is barren, work is hard to find, and their mud-built house has been replaced by a tent. Oxfam and partner, PDI, have set up water and sanitation services in his village, and are helping residents with a CFW program, enabling them to earn money by clearing rubble, irrigation channels, and roads.

Hasan has received three cash cheques worth PKR 27,000 (\$314, €216, £192) from Oxfam that he can exchange for money in a nearby town. Each cheque is worth PKR 9,000 (\$104, €74, £64), and enables Hasan and family to buy necessities. 'When I received the cash cheque from PDI, I went to the bank in Khan Pur to exchange it for cash, and to the bazaar to buy wheat, flour, rice, sugar, oil, clothes, and some mobile credit.'

Ali Hasan holds a cheque that he was given by Oxfam in payment for three months work as a labourer, cleaning up his village and surrounding fields. Photo: Timothy Allen/Oxfam



Ali Hasan, his wife, Mamtaz, and family walk in the fields that they used to cultivate in the village of Noor Muhammad, Shikarpur. 'We prayed for someone to come and help us,' he says. Then Oxfam came to our village and we received money for work, so we survived.' Photo: Timothy Allen/Oxfam



Case Study: Cash for Quilts

In villages where women were not accustomed to paid work, or leaving their homes and villages, Oxfam and LASOONA, developed a program to enable women to earn money by making warm quilts, jumpers and shawls in their homes. These were then distributed to people in need as part of kits to help them survive the onset of winter.

Abdul Majid Khan, Oxfam Livelihoods Coordinator, explains, 'Oxfam provided the funds to pay women PKR 5,600 (\$66, €46, £40) for producing two warm items. We increased this in Swat Valley, enabling women to earn PKR 11,200 (\$132, €93, £81). Our programs with women in KPK, Sindh, and Punjab have been very successful, and have provided a unique opportunity for many of the women to earn and receive money for their work.'

Oxfam and partner, LASOONA, adopted a cash-for-work approach to enable women to earn money by making traditional quilts intended for families in need of winter warmth.

Photo: Jane Beesley/Oxfam



Mahran, 18, has embroidered shawls as part of Oxfam's cash-for-work program. 'The shawls that we make are sent to people who have lost their homes and have no clothes for the winter. I'm happy that I will earn some money to buy things and happy inside that I'm working for someone else who is in need. We have been through a big trauma here and this work is helping us to face things. The work is detailed and it helps to take our minds off what has happened.'

Photo: Jane Beesley/Oxfam



3. Achieving results for people living in poverty

As well as responding to emergency needs within its own programs, Oxfam, together with its partners, plays a crucial role in influencing decisions that are made by other organizations – governments and multinational and international institutions – that have vastly greater capacity to deliver significant response and reconstruction results. Oxfam’s approach is always to secure the best outcome for people living poverty, providing a conduit through which their legitimate concerns can be raised at a high level.

In delivering a response to a natural disaster of this scale, it is essential for Oxfam to work collaboratively and effectively with others – with the Government of Pakistan and with other local and international NGOs. This involves different standpoints and opinions and sometimes difficult discussions, so recognizing and respecting alternative approaches and keeping lines of communication open are essential.

Oxfam’s Response

As the scale of the disaster increased, Oxfam lobbied and campaigned to urge the international donor community to make sufficient funds available to meet the scale of need, and to ensure that a significant proportion of the funds available were channelled through NGOs such as Oxfam in order to reach affected communities as quickly as possible with emergency and early recovery efforts.

Together with the Pakistan Humanitarian Forum, Oxfam also used key meetings, such as the Pakistan Development forum and Friends of Democratic Pakistan, to exert pressure on the Government of Pakistan, the UN, and other donors to increase funding and ensure that the international community would remain fully involved in Pakistan’s long-term recovery and reconstruction endeavors.

On 26 January 2011, Oxfam published a briefing paper, ‘Six Months into the Floods’, a policy document that analyzed all that had been achieved thus far and made strong recommendations about what needed to happen next for reconstruction to work in favor of poor people, and to be sustainable. Oxfam argued that if Pakistan were to stand a chance of building its vision of a better future, urgent steps needed to be taken by the Government to implement a comprehensive development program focusing on long-term resilience.

The following issues are examples of where Oxfam and its partners felt strongly that something had to be done immediately:

- Flood survivors who had sought shelter in official camps, schools, and other public buildings were prone to forced evictions, so Oxfam put pressure on government officials and the UN to ensure that all returns should be voluntary, informed, and undertaken in safety and with dignity, to ensure that continuing needs were met and to assure the long-term sustainability of returns.
- Oxfam made a strong case for minimum criteria to be followed for all camp closures, including a request for relevant authorities and the international aid community to warn people sufficiently in advance to give them time to prepare and to provide transport for those who do not have the means to move.
- As people start to move back home, the issue of land rights and access to land becomes an increasingly urgent issue. Oxfam has been working with the UN, NGOs, and INGOs to identify ways in which landless farmers can be supported as they return home. As reconstruction begins, it is critical that the voices of the poorest people are heard. Oxfam is supporting civic groups and is urging the government and multinational institutions to properly consult and discuss reconstruction plans with poor people to ensure that their needs are met.
- In a country where violence against women is extensive and reporting cases carries significant risks and stigma, Oxfam worked within a cluster of NGOs involved in protection work to raise concerns about the extent to which the floods had exacerbated (and would continue to exacerbate) risks for women, urging the Government, officials, police, and the aid community to establish effective referral and support systems for women who experience violence.
- The Pakistan federal government took positive steps by easing (though not lifting) restrictions on aid agencies and staff movements and granting visas to foreign aid workers on arrival to facilitate their rapid deployment. However, later increases in restrictions have impeded Oxfam's ability to respond. It is urging the Government to make it easier for aid organizations to obtain No Objection Certificates (NOCs) to enable them to work in less secure areas such as KPK, the Federally Administered Tribal Areas (FATA), and parts of Balochistan.
- Oxfam is working with the Pakistan Humanitarian Forum to galvanize the Government of Pakistan and the UN system to rapidly scale up their response to issues such as critical malnutrition levels.

Case Study: Spiralling debt

Across Pakistan the floods have ravaged farmland, with a staggering 2.4m-plus hectares of crops lost (pakresponse.org). One of the worst-hit provinces is Punjab, Pakistan's main breadbasket, which produces around 75 percent of the nation's wheat.

Syeda and Munir Ahmad should be planting wheat in Laskhar Pur village, Muzaffargarh, in southwest Punjab. Hearing that the flood was on its way, they built mud walls to try and protect their fields. 'Our cotton crop was ready to be picked,' says Munir. 'Now it's all gone and we have nothing left except a cow.'

It has been estimated by the World Food Program that half the wheat seed stores in Punjab have been destroyed, and for farmers like Munir this is disastrous. 'Previously we paid PKR 2,000 (\$23, €17, £14) for a 50kg bag, and now we expect to pay about PKR 2,500 (\$29, €21, £18). They know that our seed stores have been destroyed and we will buy seed in any condition.'

With the loss of their cotton crop, the family have lost the vital income needed to repay their previous debt and to finance the planting of the next wheat crop. 'We need to plant again in November,' says Munir. 'We will do our best. We will try and borrow money to pay for seed. We have no option – we have to do this for the sake of the children.' Ahmad and Syeda are not untypical. Farmers throughout southern Punjab and other areas in Pakistan face a stark future. The Government of Pakistan and the international community need to prioritize providing support to farmers to get their land ready for planting.

Syeda and Munir Ahmad
Photo: Jane Beesley/Oxfam



4. Accountability

Oxfam is primarily accountable to the people whose lives it seeks to improve. It believes that if it invests time in asking communities about whether its emergency response interventions are working, it can adapt its approaches and create more suitable and sustainable impacts.

Oxfam knows that in most emergencies women are affected significantly more than men. It tries to ensure that its work with communities – in camps or in villages – is diverse in approach, taking into account the views of women, men, and children and honing its programs in ways that are responsive to their needs.

Azra is a Program Officer with Oxfam's partner LASOONA, which is responsible for delivering cash-for-work projects in Swat Valley. 'This is the first time a woman has been appointed to this post. Women are at the front of all the activities and this is a significant change for women and the organization,' she says.

Photo: Jane Beesley/Oxfam



When Oxfam and its partners distribute hygiene kits in camps and villages, they also display the kit contents on a large banner so that people can see what they will receive. In more traditional areas, where women often cannot read and rarely attend public gatherings, Oxfam printed this information as a full-colour leaflet with photographs of all the items.

Photo: Jane Beesley/Oxfam



Oxfam's response

- Oxfam established effective, if basic, accountability mechanisms such as making sure that mobile phone numbers were provided for people to use to raise concerns. Oxfam's partners also established information points in camps for residents to find out important details or when daily events were taking place. It was important that residents knew that their concerns and complaints would be dealt with effectively on a daily basis. Banners in the camps displayed mobile phone numbers for people to call.
- Various committees were set up for residents to run different camp functions, and they also held mobile phone contact numbers for people to use. Ensuring a diverse mix of people on the committees – men and women, children, or different tribes or clans – was integral to success, and sometimes women-only sub-groups were initiated to ensure that women could speak freely.
- Washing and sanitation facilities were of particular concern to women, with both positive and negative feedback as to Oxfam's response. In districts such as Nowshera-Feroze and Jamshoro (Sindh), and Muzaffargarh, Layyah, Bakkhar, Rajan Pur, and Dera Ghazi Khan (Punjab), Oxfam built areas for bathing, defecation, and washing of menstruation cloths that were well received by women. However, in some camps where facilities were not in place, women still faced difficulties when having to find a private place to wash or go to the toilet.
- Adaptations to programs were carried out in camps in response to feedback from communities about how best to deliver sanitation provision. Laar Humanitarian and Development Program (LHDP), one of Oxfam's partners in upper Sindh, worked in a camp in Tando Allah Hafiz where women were not using camp latrines. After talking to the women, it found out that the plastic sheeting around the individual latrines made them too hot, and that they feared the noise that the plastic made when it flapped in the wind. LHDP then adjusted the design of the latrines, turning them into communal toilets and replacing the plastic sheeting with dried bushes.

Challenges

Oxfam's decision to reach as many people as quickly as possible with its emergency response certainly made it more difficult to also engage in discussions with aid recipients as to the appropriateness of its interventions. Nevertheless, there have been genuine attempts to mainstream this important aspect of its work into the overall response.

Case Study: People's Survey

Putting the needs of people affected by the floods at the centre of reconstruction efforts is imperative if they are to rebuild their lives in ways that make them less vulnerable to future disasters. In January 2011, Oxfam therefore commissioned an extensive survey to ask people what they required in order to build a future. Survey findings were issued in a press release on 6 April 2011, providing essential information for the Government of Pakistan and the international community to better tailor their early recovery and reconstruction activities.

The Islamabad-based NGO, Free and Fair Election Network (FAFEN), carried out the survey in 49 districts identified by Pakistan's National Disaster Management Authority (NDMA) as having suffered significant damage. FAFEN field staff interviewed local officials from 2,040 Union Councils (local governments), and conducted 808 surveys in KPK, 536 in Punjab, 496 in Sindh, and 200 in Balochistan. Data collectors interviewed 1,245 men and 795 women, 41 percent of whom were between 18 and 30 years old.

Seventy percent of those interviewed said that they wanted reconstruction to generate jobs. 'People are not looking for handouts,' said Neva Khan, Oxfam's Country Director (OGB) in Pakistan. 'They want to work their way out of poverty...and are calling for food that they can afford, health care for when they are sick, and somewhere to live – the most basic of basics.'

Sixty-six per cent of respondents said that they were 'satisfied' or 'extremely satisfied' with aid from international agencies such as Oxfam. 'It is clear what millions of Pakistan's most vulnerable people want,' reported Khan. 'Unless those who are planning Pakistan's recovery take these needs into account, they risk wasting scarce resources and missing an opportunity to build back Pakistan fairer and stronger.'

5. Oxfam's work with partners

When a disaster hits, everything changes, and the nature and focus of Oxfam's program and ways of working change dramatically as well. This can sometimes be a difficult transition, as long-term, partner-led development approaches shift to a more direct approach i.e. saving lives.

Partners' response

Here are some examples of what partner organizations have been able to achieve, with support from Oxfam:

- The Pakistan Fisherfolk Forum (PFF) co-ordinated a relief and rescue mission using a fleet of small boats to evacuate and save 240,000 people from rapidly rising floodwater.
- Sungi Development Foundation distributed cash cheques in a scheme called 'Cash for Choice', enabling 5,000 families in KPK to buy the goods that they needed to protect themselves from severe winter weather.
- The Doaba Foundation provided 1,800 families with health and hygiene kits; delivered 8,000 litres of water per day to relief camps to meet the needs of 12,000 people; installed 80 locally made latrines in 35 camps; and helped to evacuate 7,700 people and 222 head of livestock from flooded villages.
- The Help Foundation, provided cooked food to 7,000 people for 21 days; distributed health and hygiene kits to 2,500 households; and helped to evacuate 12,935 people from flooded areas.
- Thardeep Rural Development Program (TRDP) saved 15,000 sheep, goats, and cows by providing health care, vaccinations, de-worming treatments, and fodder to villagers who otherwise would have lost their livestock to disease and malnutrition.
- Strengthening Participatory Organization (SPO) and Participatory Development Initiatives (PDI) extended water, sanitation, and health services to 9,000 families in Sindh, reaching more than 63,000 people in camps and villages with live-saving emergency provision.

A family collects a winter kit, Dadu district, Sindh. In Muzaffargarh and Layyah districts, more than 27,000 people benefited from the Doaba Foundation's winter kit distribution containing blankets, plastic sheets, and kitchen sets.

Photo: Oxfam



Partners organizations involved in Oxfam's response

Province	Districts	Implementing partner
Khyber Pakhtunkhwa	Swat	LASOONA (Society for Human & Natural Resource Development), Shangla Development Society (SDS)
	Shangla	SDS
	Dera Ismail Khan	FIDA, Social Action Bureau for Assistance in Welfare and Organizational Networking (SABAWON)
	Noshwera	Strengthening Participatory Organization (SPO), Integrated Regional Support Program Pakistan (IRSP), SABAWON
	Charsadda	SABAWON, Pak-Community Development Program, Human Development Organization Doaba (HDOD), SPO
	Mansehra Batagram Kohistan Nowshera Charsada	Sungi
Sindh	Dadu	Sindh Agricultural and Forestry Workers Co-ordinating Organization (SAFWCO)
	Jacobabad	Youth Action for Pakistan (YAP)
	Shikarpur	Participatory Development Initiatives (PDI)
	Larkana	Pirbhat Women's Development Society
	Nowshera Feroze	Research and Development Foundation (RDF)
	Jamshoro	SPO
	Hyderabad	Bhandar Hari Sangat (BHS)
	Thatta	PDI
	Kashmore Thatta Jamshoro	Pakistan Fisherfolk Forum (PFF), SPO
	Dadu	PDI
	Kashmore	Laar Humanitarian and Development Program (LHDP)
	Jacobabad, Ghotki, Thatta	Thardee Rural Development Program (TRDP), SPO
	Shahdadkot Jacobabad	Pirbhat Women's Development Society
Punjab	Rajanpur	Help Foundation
	Muzaffargarh Layyah, Bakhar Dera Ghazi Khan Multan	Doaba Foundation
Azad Jammu Kashmir	Shangla, Muzaffarabad Hathian	Sungi

Challenges

Oxfam had worked in Pakistan for many years, building strong relationships with partner organizations, on which they would rely as core deliverers of their humanitarian response work. Some partners – such as the Doaba Foundation and the Help Foundation – developed high-level flood contingency plans of their own, and the approach was then to establish how and where Oxfam could add value and support. In other cases, Oxfam drew on relationships with long-term development partners, working with and through them, to deliver responses in an emergency context.

In Hyderabad, Sindh, the local knowledge of partners enabled Oxfam to tap into different ways to ensure effective distributions of emergency goods to people in need, such as latrines and cash grants. In Thatta, Sindh, a camp kitchen model was adopted in which the cooking of meals was entirely managed by residents. This resulted in them being able to consume good-quality fresh food from menus to suit their tastes, as opposed to having to eat cooked foods distributed by different organizations. Partners with little or no previous experience of operating in a humanitarian context adjusted their approaches and were a vital part of a joint effort to achieve results.

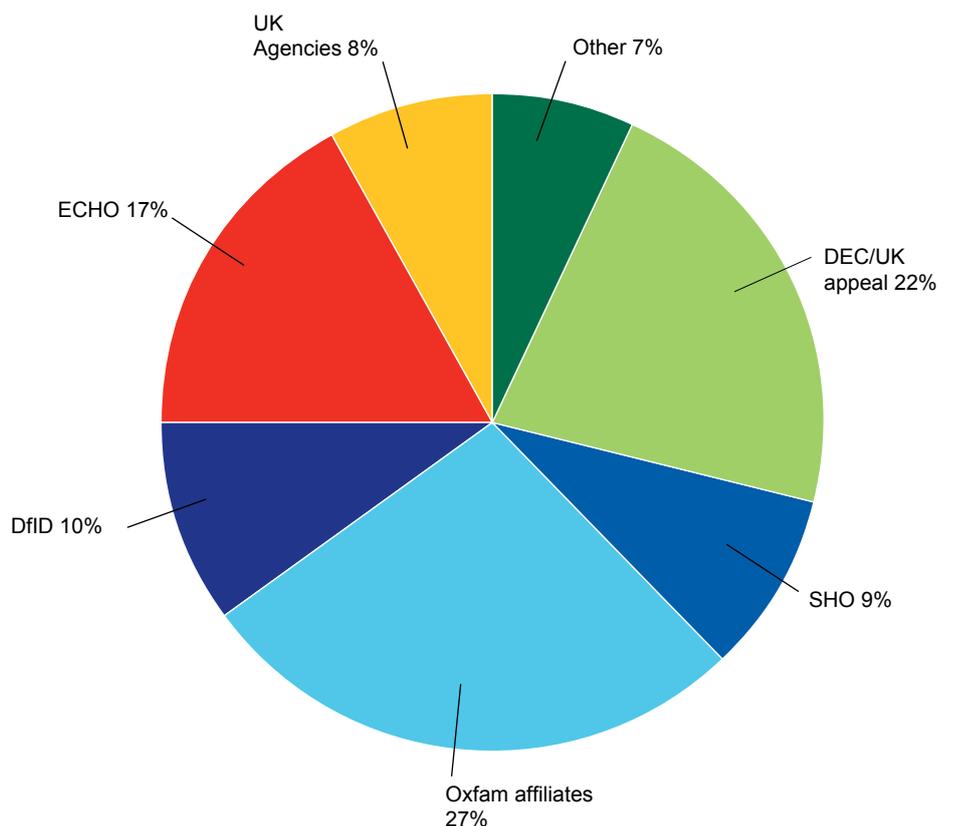
Oxfam's humanitarian experts have the practical and technical expertise to act quickly to save lives, but Oxfam's work is also about helping people to move from crisis situations back to a point where they can start to rebuild their lives. The involvement of partners in both the acute and recovery phases of this emergency will continue to be important in helping people with this transition. Oxfam hopes that, with the support of its partners, people will be able to take some of the new ideas and learning that emerged in camp life back to their homesteads and villages to benefit communities as they rebuild.

6. Finance

By the end of June 2011 Oxfam will have received approximately \$75m (PKR6,400m, €57m, £48m) for its flood response in Pakistan. Of this amount \$57m (PKR4,800m, €43m, £36m) has been spent in the response so far, assisting 2.4 million beneficiaries.

Sources of funding for Oxfam's flood response, total \$75m

The funding for the Pakistan response came from a wide range of sources. The UK Disasters Emergency Committee (DEC) and the Dutch Cooperating Aid Organizations (SHO) between them raised \$14m. A further \$9m was raised from an appeal to the UK public. Together all of the Oxfam affiliates raised \$21m (27 percent of the total raised), much of this from public sources.



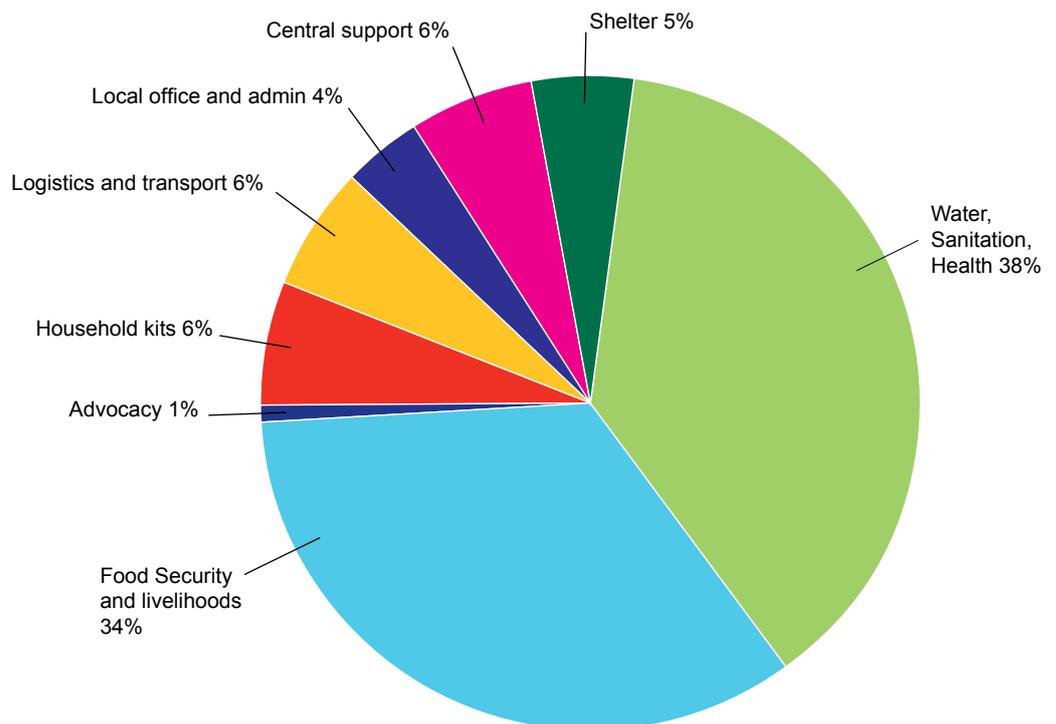
How the money has been spent

The main focus of Oxfam's response was on water, sanitation, and health programs with Oxfam spending \$21m, and on ensuring food security and re-establishing livelihoods where \$19m was spent, much of this through our local partners. Other direct program activities include Oxfam's emergency shelter program (\$3m), an advocacy program (\$0.7m), and the provision of household kits to help people with basic necessities (\$4m).

\$3m was spent on a country-wide logistics and transport operation, ensuring that vital supplies and equipment were purchased, transported, and stored safely in warehouses before distribution. Approximately \$4m was spent on the necessary support costs outside the country to carry out operations and on providing the external support, supervision, monitoring, and reporting required for Oxfam to deliver effectively. A further \$2m was used to establish and administer offices (including rent, IT and communication services, and accommodation for staff) in key locations in Pakistan.

Oxfam's flood recovery program will continue for another three years – making use of the funds generously given, to continue the reconstruction and recovery process in Pakistan.

In June 2011, Oxfam launched an investigation into 'financial irregularities' in its flood relief programme in Pakistan. The problem was discovered in the southern province of Sindh and an independent external audit conducted there by PricewaterhouseCoopers. Oxfam will share the independent audit when it is completed, and expect that if the financial irregularities are confirmed, they would represent less than 2% of the total emergency flood response spending in Pakistan.



7. The future

Thanks to the collective efforts of Oxfam and other international agencies, working with local relief organizations and the Government of Pakistan, a major relief effort was mobilized to assist an embattled population engulfed by a sea of contaminated floodwater. Many lives have been saved, the spread of disease has been controlled, and millions of people have received assistance in temporary camps and as they return to their villages. However, in the recovery phase of this emergency huge challenges remain for the people and for the Government of Pakistan and the international community in reconstructing a shattered country.

In some areas – notably in the northern areas of Sindh – vast tracts of land are covered in mud. Many people lack robust shelter and access to food, and hundreds of thousands of internally displaced people are unable to return home because they have nowhere to go. In the north of the country, in KPK, people have to contend with the added insecurity of living in a conflict area and are returning home not knowing whether they will have to move again.

It is important that the momentum achieved in the initial stages of the humanitarian response in this first year is maintained and carried forward into new phases of development and preparedness for the future. Transformative measures are needed now to address some of the inequalities in society and to ensure that the people of Pakistan are able to become more resilient to shocks. Oxfam urges the Government of Pakistan, and federal and provincial authorities, to develop a nationally led reconstruction plan that puts the needs of people at its core – with resources provided for the building of disaster-resistant housing and forward-looking, significantly pro-poor land and agriculture reforms.

Oxfam's vision over the next three years is that its continuing work with partners will make a significant contribution to the reconstruction efforts of authorities and institutions in Pakistan, with support and investment from the international community. Oxfam will continue to build on its successful relationships with local partners, civil society, and communities in order to:

- Continue to focus its work on the most vulnerable people, especially women and marginalized groups, helping to rebuild their lives and livelihoods;
- Help disaster-prone communities to be better prepared for disasters and to adapt to climate change threats, working with the provincial and district disaster management authorities;
- Support the participation of vulnerable communities and civil society organizations in the reconstruction process;

- Promote the development of stronger, more capable local disaster management institutions that are on the front line when a disaster strikes; and
- Encourage international donors and the Pakistani authorities to respond to new crises with timely and adequate assistance to people who need it most, wherever they are.

As Oxfam and its partners implement recovery and reconstruction programs in areas affected by the floods, it will also continue to advocate for a just and sustainable future for the people of Pakistan.

Case Study: Land Reform

Aasi is determined to pursue her claim on the land through the courts. Oxfam and its partner PDI have been helping Aasi and other women with legal support, ensuring that some of the poorest people in Sindh know about their rights to claim land under a redistribution scheme.

'It is important that we put pressure on the Government and authorities in Sindh to make the scheme more accessible to poor people,' says Saima Hassan, PDI's Land for Women Program Officer. 'The distribution of government land to women is a historic initiative. We are trying to make sure that all the women eligible for land can change their status from peasant to landowner.'

Mother-of-six Aasi Mallah was physically attacked by people in her village in Sindh when they found out she had been awarded a four-acre plot of land by the provincial government. 'A large group of people became violent and beat us,' she says, showing the scar on her daughter's face.

Photo: Jane Beesley/Oxfam



© Oxfam International July 2011

This paper was written by Lucy Davies. Oxfam acknowledges the assistance of Julie Wood, Claire Seaward, Abigail Humphries Robertson, Neva Humaira Khan, Paul Clough, Iftikhar Khalid, Hans Van den Hoogen, and Nigel Willmott in its production.

This publication is copyright but the text may be used free of charge for the purposes of advocacy, campaigning, education, and research, provided that the source is acknowledged in full. The copyright holder requests that all such use be registered with them for impact assessment purposes. For copying in any other circumstances, or for re-use in other publications, or for translation or adaptation, permission must be secured and a fee may be charged. E-mail publish@oxfam.org.uk.

For further information on the issues raised in this paper please e-mail advocacy@oxfaminternational.org.

The information in this publication is correct at the time of going to press.

Published by Oxfam GB for Oxfam International under ISBN 978-1-84814-899-4 in July 2011. Oxfam GB, Oxfam House, John Smith Drive, Cowley, Oxford, OX4 2JY, UK.

Oxfam is an international confederation of fifteen organizations working together in 98 countries to find lasting solutions to poverty and injustice:

Oxfam America (www.oxfamamerica.org),
Oxfam Australia (www.oxfam.org.au),
Oxfam-in-Belgium (www.oxfamsol.be),
Oxfam Canada (www.oxfam.ca),
Oxfam France (www.oxfamfrance.org),
Oxfam Germany (www.oxfam.de),
Oxfam GB (www.oxfam.org.uk),
Oxfam Hong Kong (www.oxfam.org.hk),
Oxfam India (www.oxfamindia.org)
Intermon Oxfam (www.intermonoxfam.org),
Oxfam Ireland (www.oxfamireland.org),
Oxfam Mexico (www.oxfammexico.org),
Oxfam New Zealand (www.oxfam.org.nz)
Oxfam Novib (www.oxfamnovib.nl),
Oxfam Quebec (www.oxfam.qc.ca)

The following organizations are currently observer members of Oxfam, working towards full affiliation:

Oxfam Japan (www.oxfam.jp)
Oxfam Italy (www.oxfamitalia.org)

Please write to any of the agencies for further information, or visit www.oxfam.org.
Email: advocacy@oxfaminternational.org

Oxfam GB is a member of Oxfam International.
Registered charity in England and Wales No 202918 and Scotland SC039042

