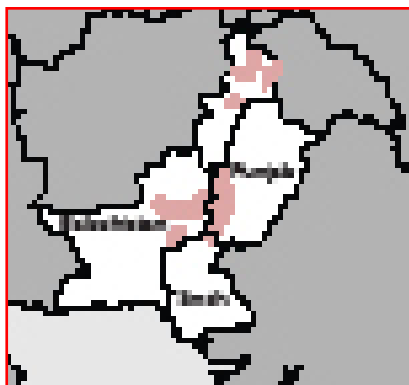
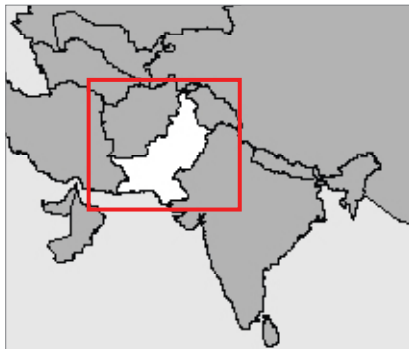


Case 8 Pakistan-2

Assessing multi-sectoral needs of displaced populations

Keywords

- Coordination
- Data collection/analysis
- Displacement tracking
- Enumeration
- Information management
- Inter-cluster collaboration
- Multi-sectoral needs



Displacement Data

Country: Pakistan

Cause of displacement: Monsoon Floods

Disaster Date: September 2012

Disaster Location: Southern Punjab, Northern Sindh and North-eastern Balochistan Provinces

CCCM Cluster: Not activated

People displaced: Initial estimation of 1.86 million

Project Data

Project Locations: Sindh and Balochistan Provinces

People assessed: 1,751,011 (Inside Camps: 7,786; Outside Camps: 1,743,225)



Large-scale flooding left narrow, isolated strips of land which are hard to reach for assessment and assistance

Context

Country-wide flooding in 2010, floods in Sindh and Balochistan in 2011, and the flooding in Sindh, Balochistan and Southern Punjab in 2012 and 2013 have together affected at least 29 million people and damaged or completely destroyed almost 3 million houses across the country. In 2011 the CCCM Cluster was not formally activated following the floods despite significant population displacements, which resulted in a gap in the response. To compensate, the Temporary Settlement and Support Unit (TSSU) was rolled out under the Shelter Cluster to undertake CCCM-related roles, including tracking displacement and return trends, and supporting the identification of displaced people's needs. As recovery activities were on-going in areas affected by the 2011 floods, three provinces were hit again by flash floods due to heavy rains in September 2012, causing widespread damage. Again, the TSSU team mobilized to monitor displacement trends and needs of populations in temporary settlements.

The 2012 TSSU assessment

The 2012 TSSU assessment was launched in October, one month after the onset of the flooding. The TSSU team coordinated a series of assessments to map displacement and identify needs. TSSU enumerators profiled temporary settlements during Phase I (October – November 2012) and both displacement sites and villages in Phase II (November – December 2012), covering most affected districts: 391 settlements in Sindh and Balochistan Provinces and 2,859 villages in Balochistan were visited.

Information on the movement and locations of IDPs was collected, allowing for the tracking and mapping of displacement and return trends. The assessment supported coordination of humanitarian response activities and the selection of the most vulnerable beneficiaries by providing an accurate and timely source of information on multi-sectoral needs in displacement sites and return areas. Assessment data was plotted on a series of maps to provide a consolidated, visual source of information on multi-sectoral needs.

TSSU also incorporated a capacity building component that aimed to develop the knowledge of actors involved in managing temporary settlements during emergencies (including national authorities, UN, international and national NGOs).



TSSU enumerators conducting assessment, 2012 / IOM Pakistan

Sampling

The TSSU assessment aimed to cover as many of the temporary settlements as possible in the flood-affected areas. Assessment teams prioritized the worst-affected districts according to MIRA results and figures provided by the National Disaster Risk Management Authority. Satellite imagery and reports from NGOs and national authorities were also used to determine target areas for the assessment. Information on affected areas and damages from floods in 2010 and 2011 helped identify particularly vulnerable areas that had experienced multiple disasters in recent years. Through these sources, a total of eight priority districts were identified in Sindh, Balochistan and Punjab Provinces. Subject to permission from relevant authorities, not all affected areas could be included in the assessment.

Implementation

Just like MIRA, the TSSU assessment was questionnaire-based. The questions selected were designed to give a detailed account of migration patterns into and out of settlements, together with general demographic information and details on multi-sectoral needs and requirements. The questions selected were reviewed by experts from the various sectors. With input from district authorities, clusters' lists of known camps, spontaneous displacement sites, and communal buildings were collated before the assessment began. The assessment included both formal interviews (with

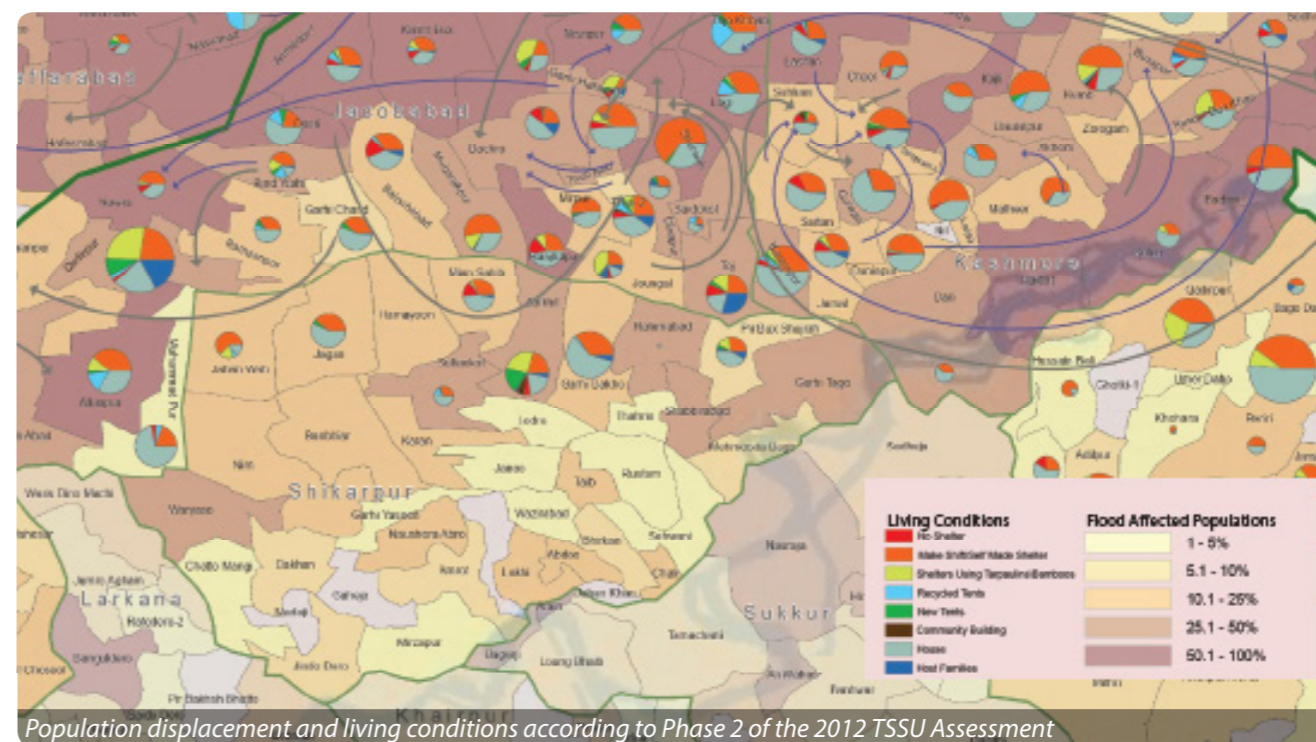
village leaders or other key informants), and direct observations through informal walks around the settlement to corroborate, if possible, the information recorded. Data collection was conducted primarily through Personal Digital Assistants.

The first phase tracked displacement trends in seven districts of Sindh Province to identify locations of IDPs and assess their needs. Findings from the first phase revealed that many people were already returning to their places of origin. The majority of settlements were small and spontaneous, often located close to the village of origin, and only 3% of sites had a management structure.

As a result, the second phase focused on assessing the humanitarian situation in temporary settlements as well as areas of return. Similar living conditions were observed in displacement sites and return areas, with an overwhelming majority of affected populations in both scenarios remaining in urgent need of humanitarian assistance in all key sectors. TSSU teams conducted follow-up in person and by phone after the assessment was completed to ensure that information on displacement and outstanding humanitarian needs continued to be updated and shared.

Coordination

All assessment activities were coordinated with the relevant authorities at district, provincial and national levels, and all other humanitarian clusters/sectors. TSSU questionnaires were furthermore endorsed by the Inter Cluster Coordination Mechanism and the Humanitarian Country Team prior to implementation. TSSU assessment results and reports, including raw data sets, were shared with all relevant stakeholders (clusters, Humanitarian Country Team and national authorities) and were made available on the Shelter/NFIs Cluster website to inform response priorities and facilitate the coordination of assistance.



Population displacement and living conditions according to Phase 2 of the 2012 TSSU Assessment

Preparedness

The TSSU Assessment results are relevant to contingency planning for future disasters because they provide information on displacement trends and types, sites which accommodated displaced populations for the longest periods of time, and areas that suffered the greatest damages and might be more vulnerable to subsequent floods. Information contained in the TSSU reports has been used to inform contingency plans for the CCCM and Shelter/NFIs sectors, and to support capacity building activities (such as CCCM trainings and the identification and assessment of possible evacuation sites). In future disasters, the questionnaire template, methodology, and implementation plan could be reutilized. A pool of trained enumerators would also be readily available. A similar assessment could therefore be rapidly implemented again, should the need arise.

Challenges

Rapid developments in population movements and humanitarian needs posed a challenge to keeping assessment results up-to-date. Information had to be collected, analyzed and disseminated quickly to ensure that it maintained relevance for the response. Even after needs and gaps were identified, limited resources

impacted the ability of humanitarian actors to respond.

Limitations in a coordinated or comprehensive national disaster management strategy for displacement posed further challenges. Public buildings were opened to shelter IDPs during the initial stages of the emergency, but no clear responsibilities for camp administration, management and coordination were outlined. IDPs hosted in camps located in urban areas or public buildings were unable to remain there long, leading to cases of secondary displacement as many were not able to return to their places of origin and formal camps were not established.

The non-activation of the CCCM Cluster limited the scope and impact of TSSU activities and made it difficult to engage national authorities and humanitarian partners on issues related to displacement management. TSSU's role was limited to assessment and information dissemination, with no capacity or mandate to manage displacement sites.

Nevertheless, authorities showed an increasing interest in CCCM and a significant number of officials have been trained through the CCCM capacity building program. Further development of a clear displacement policy resources dedicated to organize a

response, and better definition of roles and responsibilities will assist efforts to manage displacement during emergencies.

Securing access for both assessments and assistance was a recurring challenge, as populations were extremely scattered. Information collected through TSSU over the years indicates an increasing trend of displaced populations moving to small spontaneous settlements, and a reduction in the proportion of sites with a management structure. The lack of assistance and proper management in established relief sites, along with protection concerns and a reluctance of populations to move far from their places of origin (notably due to the presence of livestock) were among the reasons guiding this trend.

Due to access restrictions related to the non-activation of clusters in Punjab and security conditions in both Punjab and Baluchistan, monitoring of displacement and provision of relief remained limited. Despite individual efforts by local authorities and NGOs, and the delivery of emergency CCCM trainings to support them, no institutionalized camp management and coordination functions have been put in place. This has led to significant gaps in assistance and serious protection concerns.

Achievements

- TSSU assessment results were the main source of information on displacement trends and patterns throughout the emergency response after the completion of MIRA in September 2012. MIRA was only an initial rapid assessment, which could not provide sufficient insight or figures on actual displacement, as at that time many affected areas remained inaccessible to the teams.
- The assessment covered return areas and villages in addition to displacement sites, contributing to a more comprehensive understanding of the affected populations' humanitarian needs both during and after return, with relevant information disseminated to all key stakeholders.
- Sharing information with relevant stakeholders highlighted gaps and weaknesses in displacement management, informed response priorities and facilitated the planning of activities and provision of assistance. It also helped to identify policy developments required to achieve better management of natural disaster-induced displacement.
- Information collected was relevant for the immediate response as well as for longer term applications. For example, in April, May and October 2013, TSSU assessment results from 2012 were used to rank areas within districts in terms of damages and vulnerabilities to facilitate the planning, prioritization and better coordination of early recovery shelter interventions.

Lessons

- **Be prepared:** The TSSU questionnaire was revised as a preparedness measure prior to the 2012 monsoon season. This ensured the timely roll-out of the assessment after the disaster, and proved to be crucial in its usefulness for the response.
- Assessment results revealed a **need for stronger advocacy** to influence authorities' perceptions of and responses to displacement issues.
- **Specific guidelines** are required to foster better practices in relation to some displacement issues, such as the selection, management and responsible closure of relief sites.
- TSSU results demonstrated that **significant humanitarian needs remained even after populations returned to their places of origin**. Conditions observed in return areas were similar to those found in displacement sites.
- **Regular follow-up** is required to maintain up-to-date information to inform response and advocacy priorities.



IDP Camp in city outskirts, Sukkur, Pakistan. 2012 / IOM Pakistan



The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.