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A Comparative study on the role of International treaties in Protecting Women during the floods in Southern Punjab in 2010 & 2022.

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Introduction

Climate change is a global phenomenon that profoundly impacts both ecological and social systems. In regions such as Pakistan, where socioeconomic disparities are significant, the impacts of climate change are more severe. The 2010 & 2022 flood in South Punjab, Pakistan, exposed the intrinsic deficiencies in underprivileged regions concerning women's fundamental rights, discrimination, healthcare, and essential infrastructure. The frequency and intensity of floods are escalating, resulting in fatalities, relocation, food scarcity, and economic challenges. At-risk populations, including children, the elderly, and particularly women, encounter these issues more severely owing to restricted access to resources, inadequate infrastructure, prevailing socioeconomic inequalities, deficiencies in flood disasters, and gender-responsive policies. Comprehending the intricate relationships between climate change and vulnerability is crucial for formulating effective adaptation and mitigation measures to safeguard vulnerable populations and enhance resilience amidst a changing environment.¹

This study initially examines two fundamental frameworks, international treaties, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Sendai Framework for Disaster Risk Reduction (2015–2030). The Convention on the Elimination of All Forms of Discrimination against Women serves as both a worldwide bill of rights for women and a framework for action by nations to ensure the realization of those rights. In South Punjab, CEDAW's effectiveness is constrained by inadequate gender-sensitive disaster response tactics, and qualitative research indicates that women are particularly affected by relief preparations. The assessment necessitates quantifying international accords to design gender-sensitive catastrophe response plans. Through the lens of the Sendai Framework for disaster risk reduction, the primary factors include comprehending disaster risk, fortifying disaster risk governance, investing in disaster reduction for resilience, enhancing disaster preparedness for effective response, and promoting "Build Back Better" principles in recovery, rehabilitation, and reconstruction.²

¹ Mustafa, Daanish, and Zubair Ahmed. *Climate Change, Vulnerability and Resilience in South Asia: Focus on Pakistan*. London: London School of Economics and Political Science, 2021.

² Enarson, Elaine, and Maureen Fordham. *Disaster Discourses and the Gendered Politics of Climate Change*. *Gender & Development*, vol. 29, no. 3, 2021, 541–558. <https://doi.org/10.1080/13552074.2021.1986559>.

The objective is to substantially reduce the risk of catastrophes and mitigate the loss of lives, livelihoods, and health while safeguarding the economic, physical, social, cultural, and environmental assets of individuals, enterprises, communities, and nations during the next 15 years. Pakistan has a comprehensive network of dams; nonetheless, it continues to suffer from catastrophic floods, in contrast to affluent nations that have successfully enhanced flood resistance.³

The core issue encompasses not just infrastructure but also systemic mismanagement, insufficient preparedness, and antiquated regulations. In the 2022 floods, a substantial area of the country was inundated, affecting 33 million people and displacing 8 million. The magnitude of destruction from the 2010 floods is little compared to the current calamity in Pakistan. This research analyzes the goals for restoration and recovery in the impacted areas, along with further mitigating techniques. This may be achieved by steadfastly and sustainably maintaining and improving the physical infrastructure.⁴

The study assesses the significant contributions of stakeholders at both governmental and municipal levels. The function of the Pakistan catastrophe Management Authority (PDMA) and the significance of the South Punjab catastrophe in enabling a swift and effective response to crises by the PDMA. What is the efficacy and timeliness of their fast response policies in rescue operations? How well do they coordinate and supervise the implementation of the National Policy, National Plan, and Provincial Plan? Furthermore, how do they collaborate with and support local NGOs during flood catastrophe responses? The role of international non-governmental organizations (INGOs) such as UN Women, the World Health Organization (WHO), UNICEF, UNFPA, and Care International underscores their significant contributions.⁵

The study analyzes the ineffectiveness of law enforcement concerning shelter design and access to relief supplies via the lenses of stakeholders through the theory of resilience, how the ability of

³ Qazi, Javairia, and Abid Qaiyum Suleri. *Disaster Risk Reduction and Climate Resilience in Pakistan: Challenges and Opportunities*. Islamabad: Sustainable Development Policy Institute, 2021.

⁴ United Nations Development Programme (UNDP). *Pakistan Floods 2022: Post-Disaster Needs Assessment*. Islamabad: Government of Pakistan, Asian Development Bank, European Union, and UNDP, 2022. <https://www.undp.org/pakistan/publications/pakistan-floods-2022-post-disaster-needs-assessment>.

⁵ UN Office for the Coordination of Humanitarian Affairs (OCHA). *Pakistan: 2022 Floods Response Plan – Revised Version*. Geneva: United Nations, 2022. <https://reliefweb.int/report/pakistan/pakistan-2022-floods-response-plan-revised-version>.

individuals, communities, and systems to adapt to grow in a form of diversity to prepare themselves to counter natural disasters such as floods. According to research women often lack access to necessities like food, and safe shelters and face risks like violence. Policies can focus on quick response and management toward disaster that ensures timely aid reaches and early systems like AI navigators for early warning systems. The disclosed occurrences of gender-based violence, the protection of fundamental human rights, and the disintegration of effective actions. This study advocates for gender-responsive policies and enhanced preventative measures in disaster zones by emphasizing both successes and shortcomings while offering robust input on these matters.⁶

PROBLEM STATEMENT

The South Punjab severe flooding highlighted the hardship faced by Women in Vulnerable communities. The displacement, lack of healthcare, and food insecurity increase the questions about the weak law enforcement policy implementation and insufficient funding for Women's shelters. The role of international treaties, specifically the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Sendai Framework for Disaster Risk Reduction in 2015–2030, provide key roles for gender-based-sensitive disaster response SDG goal 5 gender equality and Goal 13 on climate action. Along that, the differences in policies and strategies for flood management and rescue systems when compared to developed countries, and it aims to address the gaps related to the strength and timeliness of their policy processes. This study explores poor policy execution and inadequate stakeholder coordination.

Research Objectives

1. To examine the role of international organizations, government institutions, and local NGOs played in protecting women's fundamental rights and health during 2010 & 2022 flood disasters in South Punjab?

⁶ Le Masson, Virginie, Sheri Lim, and Sarah Henrion. *Delivering Gender Equality in Climate and Disaster Risk Reduction: A Practitioner's Guide*. London: ODI and UN Women, 2021. <https://www.unwomen.org/en/digital-library/publications/2021/03/delivering-gender-equality-in-climate-and-disaster-risk-reduction>.

2. To assess the effectiveness of aid from International NGOs implemented and what were the failures of the Local Government in managing the flood crisis in South Punjab (2010 & 2022)?
3. To explore the underlying causes of increased gender-based violence in temporary shelters and relief camps during the 2010 and 2022 flood disasters.

Research Questions:

- ❖ What role have international organizations, government institutions, and local NGOs played in protecting women's fundamental rights and health during flood disasters in South Punjab 2010 & 2022?
- ❖ How effectively was the aid from International NGOs implemented and what were the failures of the Local Government in managing the flood crisis in South Punjab (2010 & 2022)?
- ❖ What reasons led to the rise in gender-based violence in temporary shelters and relief camps during the floods in 2010 and 2022?

Significance of the Study

This study holds significant importance in the context of gender-sensitive disaster response and policy evaluation within Pakistan. By focusing on the floods in South Punjab between 2010 and 2022, the research highlights the disproportionate impact of natural disasters on women in vulnerable communities, drawing attention to gaps in policy implementation, coordination among stakeholders, and protection of women's rights in disaster zones.

The study contributes to academic and policy discussions by evaluating the effectiveness of international treaties such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Sendai Framework for Disaster Risk Reduction (2015–2030), as well as their local application. It also sheds light on Pakistan's commitment to achieving

Sustainable Development Goals (SDGs), particularly Goal 5 (Gender Equality) and Goal 13 (Climate Action), and the extent to which these commitments have been reflected in national and regional disaster response strategies.

For policymakers, the findings of this research can help in identifying structural weaknesses in current disaster management and gender protection frameworks. International organizations and NGOs may benefit by better understanding the local challenges that affect aid effectiveness, helping them improve future disaster response strategies. Academicians and researchers can use this study to bridge the gap between international frameworks and grassroots realities, while human rights activists may leverage it to advocate for stronger protections for women in crisis settings.

Ultimately, this study aims to contribute toward a more inclusive and responsive disaster management system that upholds the rights and dignity of women, particularly in underserved and disaster-prone regions like South Punjab.

Literature Review

Pakistan's flood was brought on by melting glaciers and excessive rainfall, both of which are effects of climate change. Although only making up 0.9% of the global emission of greenhouse gases, Pakistan is among the nation's most at risk from the effects of climate change. The ongoing terrible floods from 2010 & 2022 left a path of destruction, loss, and financial suffering. In 2010, the most devastating flood occurred, when 20 million people were affected and 2000 lost their lives. There were 100 fatalities recorded in 2012 and 80 in 2013, showing a decline in deaths; however, in 2022, the situation escalated dramatically, with 1,500 lives lost and 16 million children affected, marking it as one of the largest humanitarian crises of the last hundred years. The geographical toll was considerable, with 176 persons impacted in Rajanpur, 366 in Dera Ghazi Khan, 16 in Mianwali, 24 in Muzaffargarh, 7 in Sialkot, and 89 in Layyah. In record-breaking urban claustrophobic flood, including Karachi's historic 484 mm of rainfall in August 2020. The devastating losses highlight a

serious lack of preparedness for disasters, although the distribution of 3,600 tents, 8,500 food hampers, 3,000 blankets, 20,000 mosquito nets, and 70 relief camps offered short-term assistance.⁷

Disasters like the one in Pakistan have been shown to have gendered effects, particularly when viewed through the lens of gender equity. For example, disasters brought on by extreme weather occurrences are associated with increased risks of gender-based violence (GBV). To get basic requirements like food and housing, women and girls may be at risk due to typical social norms.⁸

It is commonly known that the 2022 flood calamity brought to light the fundamental privacy and health rights that women face. For example, the climate bride's fad was developed by women in cramped areas who were afraid of society and had problems using the restroom. Combined with that unequal government planning that failed to reach out to victims. Families that are experiencing financial instability as a result of climate-related disasters frequently turn to destructive coping strategies like child marriage. Overcrowding and a lack of gender-sensitive facilities in displacement camps put women and girls at even greater risk of GBV, poor menstrual hygiene, and insufficient maternity care. Furthermore, girls are disproportionately impacted by school damage, which exacerbates already-existing educational disparities.⁹

Following the floods in 2022, Pakistan received \$370 million in disaster aid from international organizations. This includes financial support from the International Rescue Committee, the World Bank, the United Nations, and the World Health Organization. However, the question arose: if we had that much money, would it be implemented? Why did the aid not reach the precise flood-affected area even after implementation? Since INGOS and the Pakistani government are already aware of the fact that the majority of people are experiencing basic shelter issues, why not better prepare for the 2022 flood? ¹⁰

⁷ United Nations Children's Fund (UNICEF). "Devastating Floods in Pakistan Claim Lives of More Than 500 Children." September 15, 2022. Accessed May 6, 2025.

⁸ UN Women. "Stepping Up for Women and Girls During the Flood Crisis in Pakistan." November 2022. Accessed May 6, 2025. <https://www.unwomen.org/en/news-stories/feature-story/2022/11/stepping-up-for-women-and-girls-during-the-flood-crisis-in-pakistan>.

⁹ Le Monde. "Forced Marriages on the Rise in Pakistan Due to Climate Change." September 1, 2024. Accessed May 6, 2025. https://www.lemonde.fr/en/environment/article/2024/09/01/forced-marriages-on-the-rise-in-pakistan-due-to-climate-change_6724203_114.html.

¹⁰ United Nations Office for the Coordination of Humanitarian Affairs (OCHA). *Revised Pakistan 2022 Floods Response Plan Final Report*. December 15, 2023. Accessed May 6, 2025.

Now, let's get right to the Point: Pakistan may have a strong network of dams, but it continues to suffer catastrophic floods unlike developed nations that have mastered flood resilience. The core issue isn't just infrastructure; it's systemic mismanagement, lack of preparedness, and outdated policies. Take the example of the Netherlands, a country below sea level, which has near-zero flood fatalities due to its "Delta Committee," which was founded after the 1953 flood disaster, an integrated system of barriers, pumps, and smart urban planning. Along with this, they have quick rescue services to timely manner. As a global pioneer in disaster preparedness, Japan maintains low fatalities even during severe storms by enforcing strict construction rules, early warning systems, and community drills.¹¹

Long-term adaptation is given priority by the UK's Thames Barrier and flood resilience grants, while the United States' FEMA enforces flood planning and the

On the other hand, corruption, weak coordination, responsive rather than proactive strategies, and a lack of enforcement of land-use restrictions affect Pakistan's PDMA. When drainage systems are outdated, unauthorized settlements obstruct streams, and rivers overflow due to deforestation, dams alone cannot stop floods. Pakistan continues to be caught in a loop of emergency response, political blame games, and band-aid solutions while the rest of the globe invests in climate-resilient infrastructure, AI-based flood predictions, and public awareness.

Pakistan's dams will only serve as a Band-Aid solution until it implements contemporary flood governance, such as that of the United States, Japan, or the Netherlands. Why dams are insufficient and what needs to change are more important questions than simply having dams.¹²

When we examine the flood policies of the Netherlands closely, we see that following the devastating flood of 1953, they implemented groundbreaking measures by establishing committees like "Delta" to find lasting solutions to the problem. Additionally, in the 19th century, they invested more than half of their economy in long-term projects to reinforce cities such as Amsterdam, Rotterdam, and Antwerp. Furthermore, they have efficient rescue services in place. Sea levels are rising daily, but picture a nation where people have no fear because they trust their fast rescue services and modern policies before a calamity occurs, instead of Pakistan waiting for a flood

¹¹ Baloch, Kiyya. "Pakistan's Floods Are a Man-Made Disaster." *The Diplomat*, September 25, 2022. <https://thediplomat.com/2022/09/pakistans-floods-are-a-man-made-disaster/>.

¹² Reality Behind Devastating Floods in Pakistan: Government Failure and Neglect." *H2O Global News*, November 2023. <https://h2oglobalnews.com/reality-behind-devastating-floods-in-pakistan-government-failure-and-neglect/>.

disaster before deciding how to respond. Using military-grade coordination, AI-powered flood sensors, and crews trained like professional athletes, Netherlands Land manages chaos.¹³ People in Pakistan, meanwhile, must wait months to survive. Due to inadequate planning and coordination, they are unable to implement it in a proper manner, even after receiving significant funding from international stakeholders. Even the political blame game began instead of an immediate reaction. In the Netherlands, dams play a key role in the flood defense system, which is designed to safeguard the low-lying delta region from flooding caused by the North Sea, rivers, and lakes. With around 60% of the Netherlands vulnerable to flooding and a large area of its land lying below sea level, dams work alongside dikes, storm surge barriers, and various other methods to manage water and prevent calamities.¹⁴ Dams in the Netherlands play a key role due to engineered constructions designed to protect water flow, mainly from the sea or rivers. They reduce the extent of vulnerable coastlines and manage the water levels in rivers, estuaries, and lakes. Many of these dams are included in the Delta Works, a series of projects initiated after the North Sea flood in 1953. If we discuss the reasons for the proactivity of their dams, it is due to their mechanisms.

The United Kingdom plays a crucial role in the management of flood hazards and the Thames Barrier policy framework in the context of emerging nations. In the forthcoming decades, climate change is anticipated to result in a rise in average sea levels. The Thames Estuary 2100 program aims to modify the estuary to adapt to these alterations. This project started in 2012 and remains under progress. Thames Estuary 2100 tackles diverse categories of tidal flood hazards. High tides transpire bi-daily, governed by the gravitational influences of the Moon and the Sun, in conjunction with the Earth's rotation. A storm tide occurs when a storm impacts the North Sea. Intense winds and fluctuations in air pressure can cause markedly increased water levels, resulting in abnormally high tides. Intense precipitation can result in surface water flooding, river flooding, and groundwater flooding, hence increasing the tidal flood risk in the estuary. By the century's conclusion, seven alternatives exist for the flood defense system's future.¹⁵

¹³ Government of the Netherlands. *Delta Programme: Flood Safety, Freshwater and Spatial Adaptation*. 2023. Accessed May 6, 2025. <https://www.government.nl/topics/delta-programme/delta-programme-flood-safety-freshwater-and-spatial-adaptation>.

¹⁴ Watersnoodmuseum. *The History of the Delta Works*. 2023. Accessed May 6, 2025. <https://www.watersnoodmuseum.nl/en/water-knowledge/learn-about-water-safety/articles/the-history-the-delta-works>.

¹⁵ Environment Agency. "Managing Future Flood Risk and the Thames Barrier: Thames Estuary 2100." Government of the United Kingdom, 2023. Accessed May 6, 2025. <https://www.gov.uk/guidance/managing-future-flood-risk-and-thames-barrier-thames-estuary-2100>.

They intended to execute the chosen alternative alongside further defense enhancements. A determination about the end-of-century option is anticipated by 2040. The present strategy entails the building of an extra set of gates and locks for the existing Thames Barrier. The barrier gates will be closed to obstruct the ingress of high tides and storm surges. The second set of gates would improve dependability; for example, they may be employed during the repair of the first set. Consequently, the emphasis is on the meticulousness of these tactics and the need of revising policies through comprehensive study.¹⁶

When discussing Pakistan's strategy for managing floods, we have insufficient early warning systems, levees, and natural floodplains because of the extensive nature of monsoon flooding. There is a shortage of large-scale infrastructure, which emphasizes the importance of community based adaptation measures such as elevated homes and we are more focused on Limited funding; we rely on low-cost solutions (e.g., reinforced shelters, early warning via mobile alerts) and Heavy reliance on local knowledge, NGOs, and international aid for flood preparedness.¹⁷ In the meantime, the Thames Barrier in the UK is a major engineering structure designed to shield London from storm surges and tidal flooding. Individual residences employ flood-resistant materials, barriers, and drainage systems to reduce damage. These measures are highly localized, as the Thames Barrier safeguards a particular area, while property level strategies are specifically aimed. It is a technologically advanced, well-financed infrastructure that adheres to strict building regulations. Tidal surges and heavy rainfall are controlled through barriers and drainage systems. This initiative is government-driven, with insurance incentives promoting property resilience.¹⁸

Research Gap

The execution of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Sendai Framework for Disaster Risk Reduction (2015–2030) encounters practical obstacles in Pakistan, notably with gender-sensitive disaster response planning. Research examining the triadic interaction of gender concerns, international treaty obligations, and

¹⁶ Environment Agency. "Managing Future Flood Risk and the Thames Barrier: Thames Estuary 2100." Government of the United Kingdom, 2023. Accessed May 6, 2025. <https://www.gov.uk/guidance/managing-future-flood-risk-and-thames-barrier-thames-estuary-2100>.

¹⁷ Flooding and Climate Change in Pakistan: Preparing for the Future." ScienceDirect, February 2024. Accessed May 6, 2025.

¹⁸ Local Knowledge: A Vital Tool in Pakistan's Flood Resilience Efforts." Dialogue.earth, March 2024. Accessed May 6, 2025.

stakeholder activities during floods is notably limited, despite the existence of several programs that effectively manage natural disaster risks to women. In 2010 & 2022, South Punjab saw extensive flood damage due to deficient early warning systems, weak stakeholder coordination, poorly planned shelters, and insufficient law enforcement assistance for women's rights during the disaster. Research publications predominantly focus on infrastructure damage and economic loss figures, although they neglect to examine the impact of disasters on women, particularly regarding violence, limitations in medical treatment, and their lack of agency in disaster-related decisionmaking. The scientific domain is deficient in study about the superior implementation of flood resilience strategies by industrialized nations that concurrently offer enhanced protection to whole communities compared to Pakistan. The study examines international treaties and key institutions that offer protection to women during flood situations.

METHODOLOGY

Research Approach: The study employs a qualitative methodology to examine the safeguarding of women during the 2010 & 2022 floods in South Punjab via international accords and their principal stakeholders. The qualitative study technique yields optimal outcomes in capturing authentic experiences with institutional responses and gender-specific problems in emergency circumstances. The research approach offers a comprehensive assessment of the functioning of global standards in practical contexts, facilitated by collaboration between governmental entities and non-governmental groups that promote disaster management initiatives inclusive of women.

Specific Methods: The study technique encompasses semi-structured interviews and comprehensive documentation analysis and Surveys. The research will involve interviews with PDMA officials and staff, UN Women members, UNICEF representatives, Al-khidmat and local NGOs engaged in relief operations, and female survivors living in severely impacted regions like as DG Khan.

Data Analysis: The studied technique offers varied perspective analysis on the deficiencies in disaster management that particularly affect women's safety and rights. Various documents, including policy papers, organizational reports, and international treaty texts, will be utilized to assess the actual implementation frameworks. The purposive sample approach will pick participants actively involved in disaster response activities and those affected by its consequences.

The chosen data aligns with its fundamental characteristics as it immediately corresponds to the study objectives.

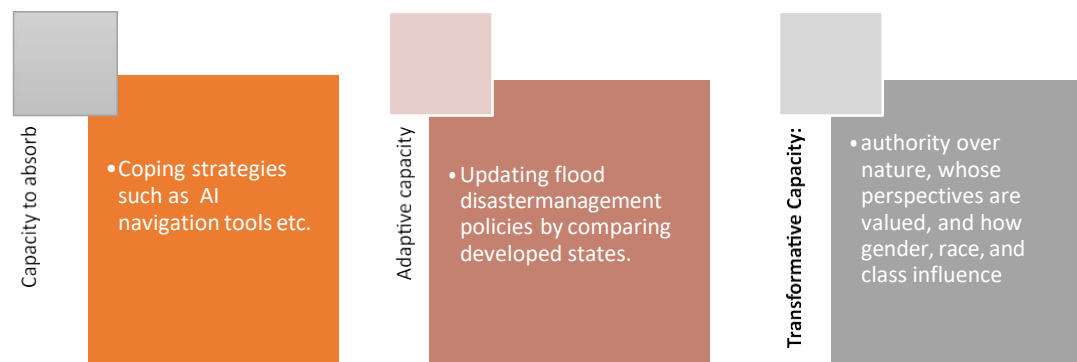
Analytical method: The analytical method will be thematic to reveal recurring patterns and essential narratives from interview recordings and written texts. Survey Form is going to be open ended and close ended. The selected technique reveals fundamental concerns related to coordination challenges, policy deficiencies, gender-specific dangers, and the efficacy of relief operations at its essence.

Consent: The research study will adhere rigorously to ethical guidelines. All participants will be provided with comprehensive information on the research objectives prior to the acquisition of their consent for the study to commence. The research will safeguard participants' confidentiality, ensuring anonymity as a primary concern, and will emphasize cultural sensitivity in interactions with marginalized women.

THEORETICAL FRAMEWORK

The Role of International Treaties and Stakeholders in Protecting Women in the South Punjab Flood Disaster (2022, Pakistan) creates clear and specific points of view that emphasize the protection of women during the flood crisis. In terms of the theory of resilience, the ability of individuals, communities, and systems to adapt to grow in a form of diversity to prepare themselves to counter natural disasters such as floods. The research will point out qualitative aspects, utilizing stakeholder interactions and international treaties while thoroughly analyzing their implementation. The focus is on responsive flood policies instead of proactive executive rescue plans and gender-specific vulnerabilities (such as safety, health, and economic losses). Due to the lack of differences in policies and strategies for flood management and rescue systems when compared to developed countries, it aims to address the gaps related to the strength and timeliness of their policy processes. The Express Tribune reports that 673,970 individuals in the previously specified six districts, predominantly in Rajanpur and DG Khan, were impacted, including an area of over 1.3 million acres, which includes a cultivated area of 744,998 acres. Women represent

50% of the population, meanwhile suffering from limited freedom and societal norms, domestic violence in the relief camps, and inadequate availability of reproductive health services.¹⁹



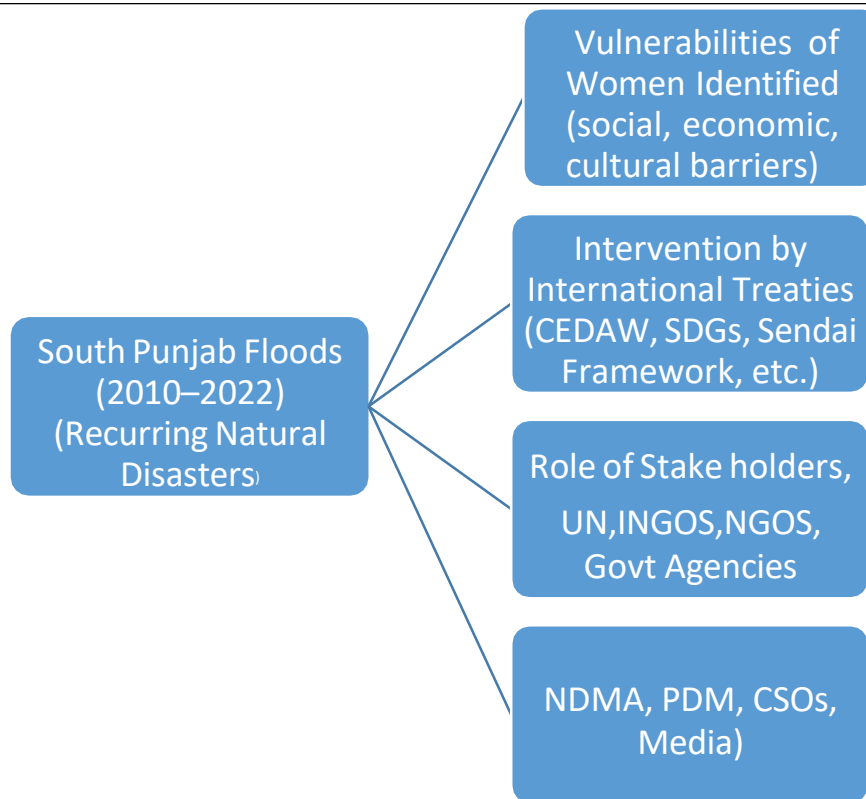
Key Points of Theory of Resilience:

- **Capacity to absorb:** the capacity to sustain and lessen the immediate effects of a disaster through coping strategies, including emergency assistance or community support systems. Disaster risk reduction focuses on preventing the emergence of new disaster risks, minimizing existing risks, and managing what remains, all of which play a role in enhancing resilience and ultimately supporting sustainable development. Pakistan may have a strong network of dams, but it continues to suffer catastrophic floods—unlike developed nations that have mastered flood resilience. The core issue isn't just infrastructure; it's systemic mismanagement, lack of preparedness, and outdated policies. International Disaster Governance and legal commitments toward their pre-planned strategies play a key role in their safeguarding during floods.
- **Adaptive Capacity:** When we take a closer look at the flood management strategies of the Netherlands, we notice that in response to the catastrophic flood of 1953, they initiated innovative measures by forming committees like "Delta" to seek enduring solutions to the issue. Furthermore, in the 19th century, they channeled more than half of their economy into long-term initiatives aimed at strengthening cities such as Amsterdam, Rotterdam, and Antwerp. In addition, they have effective rescue services prepared for emergencies. On the other hand, such problems as corruption, poor coordination, reactive rather than proactive

¹⁹ Understanding Challenges Women Face in Flood-Affected Areas to Access Reproductive Healthcare," *Pakistan Medical Journal of Community Health*, last modified 2023, accessed May 6, 2025,

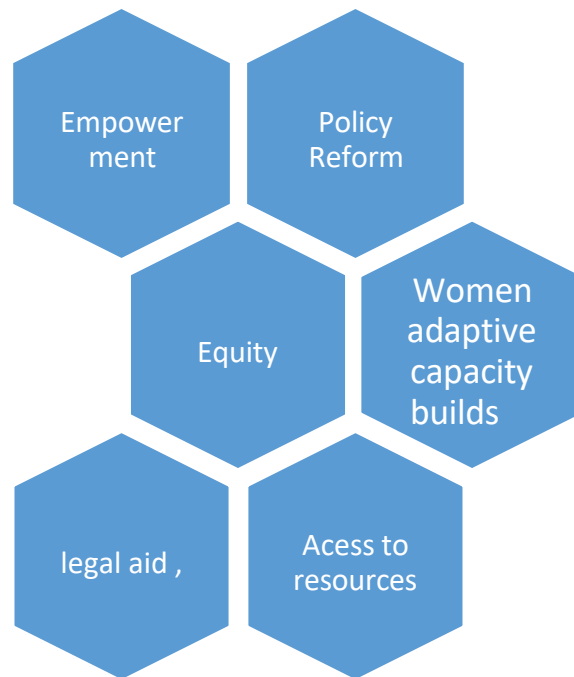
approaches, and inadequate enforcement of land-use regulations hinder the effectiveness of Pakistan's PDMA (Provincial Disaster Management Authority). When drainage systems are outdated, unauthorized developments block waterways, and rivers overflow due to deforestation, relying solely on dams cannot mitigate flooding. Pakistan remains trapped in a cycle of emergency responses, political finger-pointing, and temporary fixes, while the rest of the world invests in climate-resilient infrastructure, AI-driven flood forecasts, and public education.

- **Transformative Capacity:** It concerns who has authority over nature, whose perspectives are valued, and how gender, race, and class influence the future of our planet. In South Punjab, the flooding in 2022 caused water levels to rise for everyone, but women encountered greater difficulties. Paying attention to numerous voices globally provides fresh narratives and resources that challenge neoliberal economic development and the technical solutions to gender disparities and the climate emergency. The results about the forms of violence encountered by women during and after crisis scenarios provide significant insights. These challenges cover several forms of violence, including sexual assault, bodily injury, psychological abuse, and threats such as trafficking and early marriage.



Resilience simply means bouncing back or flexibility. In simple terms for more equitable and sustainable results, policies should be flexible enough to address the issues. For Women in South Punjab during the flood from 2010 to 2022, resilience means immediately addressing the needs of safety and health while also tackling problems structural like gender-based discrimination and lack of access to resources. Global agreements such as the Sendai Framework, CEDAW, and the Paris Agreement offer essential structures, while various actors like governmental bodies, international agencies, NGOs, and local communities put these commitments into action. Nevertheless, challenges such as institutional weaknesses, cultural obstacles, and inadequate funding have hindered their effectiveness. By focusing on gender-sensitive strategies, climate finance, and the empowerment of women, stakeholders can create a more resilient future for women in South Punjab, in line with the transformative objectives of resilience theory.

- **Long-term resilience goals:**



Organization of Study:

This research's findings will be presented through the following tentative chapters:

Chapter 01: Overview of the South Punjab floods (2010 & 2022) and the comparative study of developed and underdeveloped countries challenges for flood-affected areas.

Chapter 02: Examination of the role of international treaties (CEDAW, Sendai Framework, and SDGs) and analysis of how international, governmental, and non-governmental stakeholders responded to protect women during the floods.

Chapter 03: Evaluation of policy implementation, coordination failures, along with recommendations according to developed countries and gender-sensitive flood disaster response.

Chapter 04: Conclusion and Recommendation

Chapter 2: Role of International Organizations, Government Institutions, and Local NGOs

2.1 Introduction to the Chapter

Pakistan is one of the most affected countries due to Climate Change. However, there have been noticeable changes in weather patterns and the resulting calamities in recent years. Districts and cities bordering riverbanks are especially at risk, as they are susceptible to riverine, flash, and urban floods, particularly in the provinces of Punjab and Sindh as well as Khyber Pakhtun khawa. These floods cause massive devastation, hurting standing crops and hundreds of thousands of acres of fertile agricultural land. They also have an effect on nearby villages and significant public and private infrastructure, resulting in billions of rupees in financial damages²⁰.

The biggest threat in Pakistan is flooding of the Indus River and its tributaries, which mostly happens from mid-June to mid-October during the summer monsoon season. Consequently, standing Kharif crops are primarily the only crops that sustain agricultural harm. Waterlogged soils, however, can fail to dry out in time, which interferes with the seeding of Rabi crops. But occasionally, flooded areas don't dry up quickly enough, which prevents Rabi crops from being sown. Large rivers like the Chenab, Jhelum, and Indus Low-lying areas surrounding riverbeds are submerged, irrigation and communication networks are damaged, and land erosion occurs along riverbanks as a result of the Ravi, Sutlej, tributary/secondary rivers like the Kabul and Swat, as well as high flood flows in some nullahs (Kalpani, Jindi). In the upper Indus Basin, especially in Punjab and Khyber Pakhtunkhwa, floodwaters that overflow steep riverbanks usually return to the main river channel because to inward river slopes²¹.

In addition to frequent bilateral interactions, coordination is occurring through a variety of platforms. The Humanitarian Country Team, under the direction of the Resident Coordinator and Humanitarian Coordinator for Pakistan, provide strategic direction for the nation's humanitarian community, with an Inter-Sector. The NDMA, PDMAs, the UN, and humanitarian partners all participate in the decision-making process through the Strategic Coordination Forum, which is cochaired by the RC/HC and the NDMA Chairman. In order to oversee and coordinate reaction and relief activities, the Prime Minister has also

²⁰ Iqbal, Tehseen. 2024. "Floods Have Posed Serious Health and Economic Challenges in Affected Areas of Pakistan." *Pakistan Journal of Physiology* 18 (4). <https://doi.org/10.69656/pjp.v18i4.1520>

²¹ Pakistan, Federal Flood Commission. *Annual Report 2023*. Islamabad: Office of the Chairman, Federal Flood Commission, 2024. <https://www.ffc.gov.pk/wp-content/uploads/2024/07/Annual-Report-2023.pdf>

established a Relief Coordination Committee. Floods have an impact on women, exposing them to health risks disrupting reproductive services and even triggering gender based violence. Women's mobility is also severely restricted, which can have reaching consequences. It's clear that we need to focus how different organizations are responding to this issue. To get an understanding researchers have analyzed documents from the United Nations, the Provincial Disaster Management Authority and several major international aid groups. They've also spoken to people working in the field to identify the barriers that get in the way of policy and practice. By combining these two approaches we can get a picture of what's working and what's not²².

The chapter structure is as follows: after providing background information and mapping the vulnerabilities of women during the floods of 2010 and 2022, the synthesis discusses the responsibilities and limitations of local NGOs, government agencies, and international organisations. It then assesses cross-sectoral coordination and offers reflections through comparative international cases. These components guarantee a multi-stakeholder, gendered viewpoint that is based on literature and practice.

What role have international organizations, government institutions, and local NGOs played in protecting women's fundamental rights and health during the 2010 & 2022 South Punjab floods?

(gendered impacts + stakeholder roles).

document analysis of UN/PDMA/INGO reports + thematic interview evidence

International orgs → government → local NGOs → coordination → comparative reflection).

²² United Nations Pakistan. *Pakistan: 2022 Floods Response Plan*. Islamabad: United Nations Country Team in Pakistan, 2023.

<https://digitallibrary.un.org/record/4059254/files/Pakistan%2520Floods%2520Response%2520Plan%2520Final%2520Report%2520October%25202023.pdf>

2.2 Floods in 2010 and 2022 and the Vulnerability of Women

In 2010, floods devastated 20 million people in Pakistan. Approximately 2 million people were displaced from their homes in southern Punjab. In 2022, of 2.5 million people in Punjab were impacted by the floods that occurred again. Those affected were women and children. Both disasters left behind overcrowded rescue camps where people had to spend extended periods of time trying to find privacy or obtain the critical reproductive health care they required. That was back in the day. For people residing in these little camps, things were extremely difficult.

When it comes to protecting mothers and infants, the devastation that a broken health system can wreak is rather astounding²³.

For the local hospital system, the floods were disastrous. There were hundreds of facilities in places like maternity wards and local health clinics. damaged or destroyed. This affected services for infants and new mothers. Mobile medical teams were dispatched to try to make up for it. There was little they could do. The more difficult-to-reach rural groups in particular.

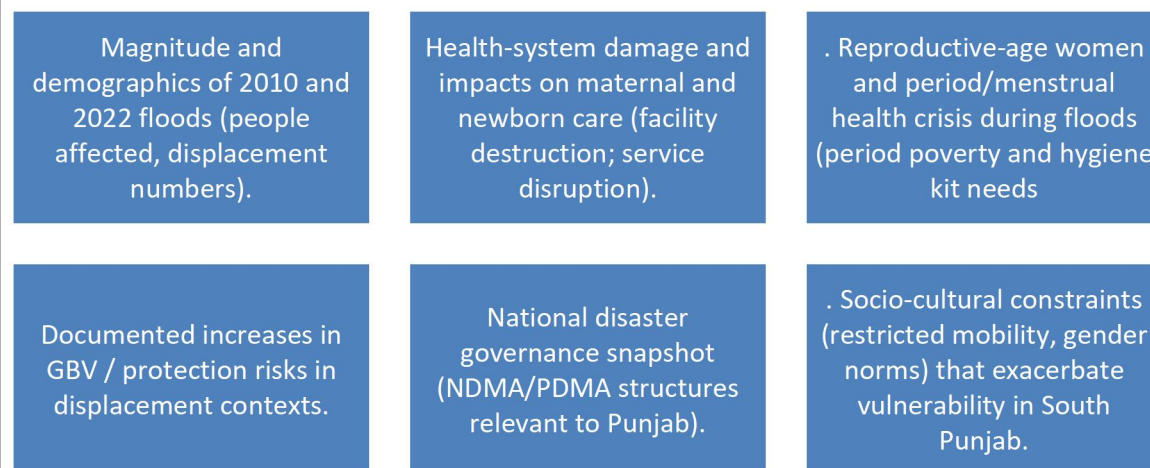
Pakistan, which ranks fifth on the 2020 Global Long Term Climate Risk Index, has been severely impacted by climate change. The fact that there have been 29 floods in the nation since 1950 is startling. 33 million people were impacted by the unusually terrible 2022 monsoon season, which left a path of devastation in its wake. In addition to destroying houses and other structures, the floodwaters also destroyed daily services and infrastructure. Pakistan is particularly vulnerable to the effects of climate change because of its position²⁴.

The nation is basically vulnerable to natural disasters like devastating heat waves, droughts, and floods. In addition, it is vulnerable to something known as GLOFs. A flood results from a glacier melting so quickly. Pakistan is among those nations that must cope with the natural world's retribution in light of all of this. Women and children are typically the ones that suffer the most when a tragedy strikes. In actuality, they

²³ United Nations Population Fund (UNFPA). *Women and Girls in Pakistan Need Urgent Health and Protection Services Amid Epic Flood Disaster*. Islamabad: UNFPA Pakistan, 2022. <https://www.unfpa.org/news/women-and-girls-pakistan-need-urgent-health-and-protection-services-amid-epic-flood-disaster>

²⁴ World Bank. *Pakistan: Country Climate & Development Report*. Washington, D.C.: World Bank, 2024. <https://documents1.worldbank.org/curated/en/099950111072234047/pdf/P17671804998b80030ac0f0233dc0b995ba.pdf>

comprise over 70% of the impacted population. About 25%. Approximately 4.5 percent are girls between the ages of 10 and 14. Furthermore, 4% of the impacted population is pregnant, including many of these women. And it gets worse: pregnancy-related problems affect 15% of women in crisis situations. Perhaps the most startling aspect is that a lot of women in these circumstances experience severe violence. Among women who have been displaced or refugees, one in five have experienced sexual assault. The fact that women and children are up to 14 times more likely than males to die in natural disasters like hurricanes, wildfires, and floods is startling. The fact that a significant portion of deaths that could have been avoided occur in these circumstances is even more alarming. We are talking about 45% of newborns who do not survive childbirth and 60% of mothers who die during the process²⁵.



2.2.1. Overview of National Disaster Governance

PDMA Punjab and NDMA are in agreement regarding flood preparation, spreading awareness in advance, and ensuring that all relevant authorities are collaborating. One is on their to-do list. Evacuating people, distributing aid, and establishing shelters. They also have the responsibility to verify that the federal and

²⁵ United Nations Population Fund (UNFPA). "Women & Girls in Pakistan Need Urgent Health and Protection Services Amid Epic Flood Disaster." Islamabad: UNFPA Pakistan, 2022. <https://www.unfpa.org/news/women-and-girls-pakistan-need-urgent-health-and-protection-services-amid-epic-flood-disaster>

provincial administrations are in agreement. The problem is that, despite some recent advancement, their programs still fall short in addressing the various requirements of men and women. It is difficult because these organizations are officially responsible for organizing, setting the alarm, and transporting everyone to their designated locations. The truth is that when it comes to implementing their goals, they frequently face barriers caused by a lack of cohesiveness and communication within departments. When disaster strikes it's not the blast that's the problem. It's what happens next. Getting people to safety can take a long time, leaving those who need help the most in a spot. Temporary shelters often end up being overcrowded and short, on basics like food, water and medicine.. Even though there's been some progress in making disaster response more inclusive there's still a way to go. For instance the needs of women and kids are frequently overlooked in disaster planning. They're rarely given a say, in how things are run. This means their needs aren't being met and they're not being treated fairly. It's a mistake that can have consequences. The problem with these plans is they sound great on paper about working between the federal and provincial levels.. When it comes down to it they can't seem to turn that coordination into action that helps people, especially women in a timely way²⁶.

2.2.2. Socio-Cultural Constraints

Southern Punjab's deeply rooted gender conventions restrict women's freedom of movement and decision-making, frequently keeping them home and limiting their access to aid initiatives. Pakistan is the fifth most climate-vulnerable nation, according to the Global Climate Risk Index. Most recently, an extraordinary tragedy occurred in Pakistan from June to August 2022 as a result of strong, torrential rainfall combined with flash, riverine, and urban flooding. Approximately 33 million individuals were impacted by the flooding. Over 2 million homes were damaged, resulting in about 8 million people being displaced and about 600,000 living in relief camps. The most severely impacted are 8.2 million mothers and 16 million children, many of whom need immediate medical and reproductive treatment. Understanding the problems that flood-affected populations experience is essential to designing an effective healthcare program and a

²⁶ National Disaster Management Authority (NDMA). “Gender-Responsive Implementation of the Sendai Framework for Disaster Risk Reduction: Pakistan Pilot Training Report.” Islamabad: NDMA, in partnership with UNDRR & UNICEF Pakistan, 2023. <https://ndma.gov.pk/pages/single-news/ndma-held-gender-responsive-implementation-of-sfdrp-pilot-training>

climate-resilient health system²⁷.

The people in the most badly impacted districts in each of Pakistan's four provinces were included in this quick assessment. Both qualitative and quantitative methodologies were used in a mixed methods approach. 52 qualitative, in-depth interviews were carried out with national and provincial government agencies, development partners engaged in relief efforts, and healthcare providers operating at the grassroots level. The quantitative cross-sectional survey was carried out with a final sample of 422 married and single women (15–49 years old) living in the relief camps in the flood-affected districts using a standardized questionnaire. The survey's end variable was the difficulties women in flood-affected districts encountered in accessing sexual and reproductive health services²⁸.

The results showed that the flood-affected communities lacked planning for sexual and reproductive health services. A number of obstacles were noted. In order to meet the needs of women during the floods, the government and development partners had to get ready. To solve the difficulties in disaster management and improve disaster management capacity, the government, civic society, and development partners must work together, according to the findings.

2.3 Thematic Findings

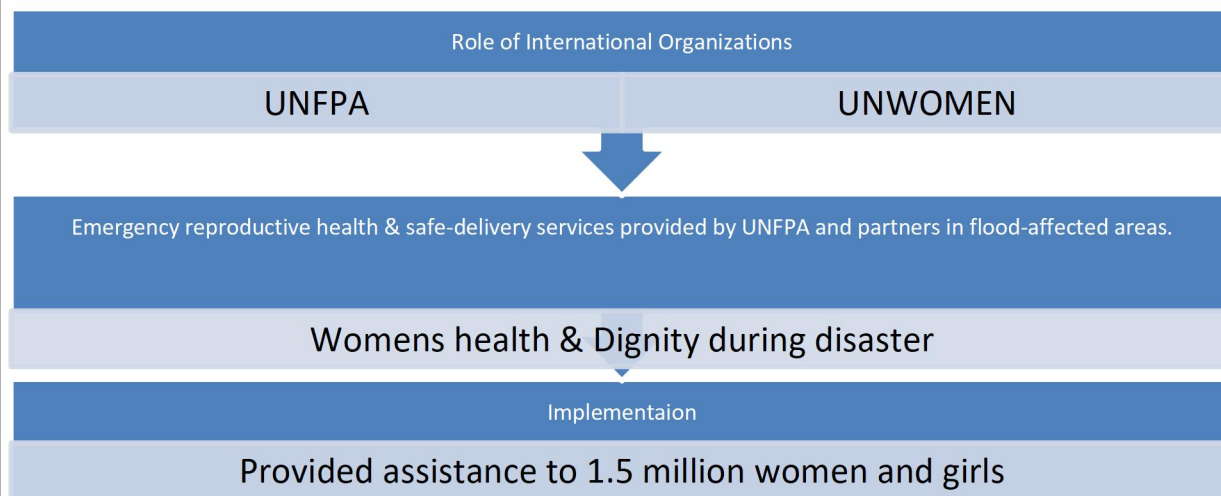
2.3.1 International Organizations

International organizations like the UN significantly stepped forward to help defend women's health and dignity when disasters occurred in 2010 and 2022. In order to address reproductive health concerns, UNFPA and its partners immediately set up mobile clinics in 2010. In addition to ensuring that women had access to emergency treatment in case they needed it, they distributed kits to assist women with deliveries. Overall, they were able to provide the much-needed assistance to about 1.5 million women and girls. For places like

²⁷ World Bank, Asian Development Bank, European Union, United Nations Development Programme, and Government of Pakistan, “Pakistan Flood Damages and Economic Losses Over USD 30 Billion and Reconstruction Needs Over USD 16 Billion: New Assessment,” Washington, DC: World Bank Press Release, October 28 2022. <https://www.worldbank.org/en/news/press-release/2022/10/28/pakistan-flood-damages-and-economic-losses-over-usd-30-billion-and-reconstruction-needs-over-usd-16-billion-new-assessme>

²⁸ Ashraf, Mariam, Pervaiz Sheikh, Shahzad K. Arif, S. Shah, and A. Bhutta. 2024. “Understanding Challenges Women Face in Flood-Affected Areas to Access Sexual and Reproductive Health Services: A Rapid Assessment from a Disaster-Torn Pakistan.” *Journal of Healthcare in Humanitarian Crises* 2 (1): 45–62. <https://doi.org/10.1155/2024/1113634>

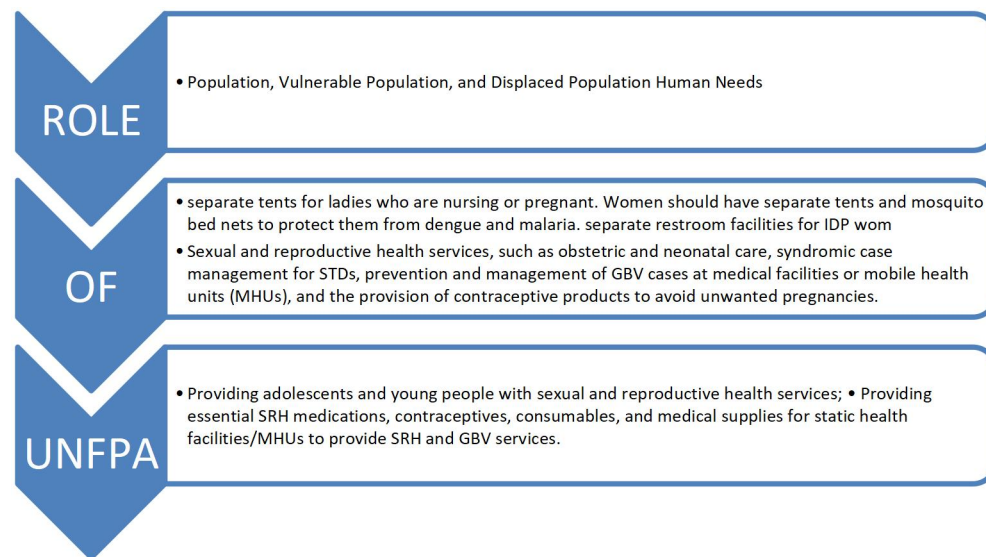
Lasbela and Jhal Magsi, where the healthcare system essentially collapsed, the floods of 2022 were a nightmare. The UNFPA stepped in to assist at that point. They ensured that people got the necessities, such as clean delivery kits, baby kits, and dignity kits. Additionally, they dispatched mobile health units to care for expectant mothers. It was beneficial during a difficult period²⁹.



Global funds and professional assistance made a difference in times of crisis like the ones that occurred in 2010 and 2022, providing life-saving assistance that the national and local systems just could not manage alone. It's obvious that there are some long-standing issues. Despite the support of organizations, women's needs—particularly those related to protection and health—were continuously disregarded. This was mostly caused by the fact that relief was not being provided, local healthcare facilities were in disarray, and disaster response plans frequently neglected to take women's needs into account. It serves as a reminder that even with the best of intentions, terrible things remain possible. In the past, international organizations have usually stepped in to assist women during floods. Most of the time, they are only covering the areas where local governments have failed. What is required is a robust system that can survive calamities and is designed with women's needs in mind from the beginning. It has nothing to do with handling crises.

²⁹ Warsi, Aimen, and Noman Mansoor. "Floods in Pakistan; Are Pregnant Women at a Greater Risk?" *Journal of the Pakistan Medical Association* 66 (2020): 64–67. doi:10.47391/JPMA.7941

Building a foundation that can support everyone regardless of gender³⁰.



2.3.2 Government Institutions

Let's talk about the government. As far as the people are concerned, you have your government institutions. NDMA and PDMA Punjab took the lead in the reaction to the floods. They ensured that individuals received early warnings. To aid individuals in need, camps were established. But it wasn't just them. To complete everything, they collaborated closely with local teams and the army. In order to bring relief supplies to the areas that needed them, get hospitals back up and running, and get people to safety, cooperation was essential. Social protection programs (notably Ehsaas cash transfers in 2022) provided some direct support, but registration, gender sensitivity, and real-time distribution often lagged behind need. Mobile health teams were dispatched but could not reach all areas, particularly in zones with collapsed infrastructure or security concerns. Legal/protection responses were further limited by a lack of mainstreamed gender-sensitive policing and poor redress mechanisms.

With support from the Pakistani military and many UN organizations, the Pakistani government began rescue and relief efforts in coordination with the province governments. These efforts were overseen by the NDMA at the federal level and pertinent agencies at the provincial level. Over 20,000 soldiers in the army, to help with flood relief and search and rescue efforts, more than a thousand boats, six C-130 aircraft, many

³⁰ shraf, Mariam, Sara Shahzad, Pamela Sequeria, Anam Bashir, and Syed Khurram Azmat. 2024. "Understanding Challenges Women Face in Flood-Affected Areas to Access Sexual and Reproductive Health Services: A Rapid Assessment from a Disaster-Torn Pakistan." *BioMed Research International* 2024: 1113634. <https://doi.org/10.1155/2024/1113634>

helicopters, and medical teams were dispatched around the nation³¹.

Call centers were created to receive and manage emergency calls. Simultaneously, measures were implemented to strengthen fragile riverbanks and, in some situations, to regulate floodwaters by creating controlled breaches. Temporary structures were immediately built to fix the communication systems that had been damaged. About 1.4 million people had been rescued, 184,035 tons of food had been supplied, and nearly 1.1 million blankets had been distributed, according to the NDMA as of October 26, 2010. In order to give individuals impacted by the floods immediate financial support, the Pakistani government, along with NADRA, distributed 977,570 Watan Cards (worth PKR 20,000 per family) around the country. According to the NDMA floods response report covers the period of nine months from September 2022 to May 2023. In the 34 prioritized districts, humanitarian partners reached 7.9 million people (or 83 per cent) with at least one form of assistance out of the original target of 9.5 million people in the Floods Response Plan, leaving a gap of 1.6 million people. By the end of October 2023, 83 per cent of the plan had been funded, with US\$583 million mobilized against requirements of US\$816 million. The 2022 Floods Response Plan complemented the government's greatest share of humanitarian action in response to the floods, with the support of United Nations agencies, humanitarian actors, Member States and international financial institutions. More than 282 national NGOs, 60 international NGOs, the International Red Cross and Red Crescent Movement, and 16 government institutions, including line departments, have provided humanitarian assistance and protection for people affected by the heavy rains and floods. Humanitarian actors in Pakistan have built longstanding partnerships with the international community, including institutional and multilateral donors, philanthropic organizations and private sector companies. As a result, many humanitarian actors were able to quickly mobilize resources to support the flood response. Some organizations had access to internal pre-positioned³²

³¹ Amin, Faridah, Shobha Luxmi, Farheen Ali, and Muhammad Fareeduddin. 2023. "Flood 2022 in Pakistan: Managing medical flood relief camps in a developing country." *Journal of Family Medicine and Primary Care* 12 (2): 194-200. https://doi.org/10.4103/jfmpc.jfmpc_1919_22

³² United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA). (2023). *Pakistan: 2022 Floods Response Plan – Nine-Month Report (September 2022–May 2023)*. United Nations OCHA. <https://reliefweb.int/report/pakistan/pakistan-2022-floods-response-plan-nine-month-report-september-2022-may-2023>

Lack of Preparedness and Planning:	Inadequate Coordination and Data Reporting:	Limited Access and Resource Shortages:
<ul style="list-style-type: none"> • Despite pre-monsoon warnings, NDMA and PDMA were unprepared for the scale of the floods, showing weaknesses in contingency planning and disaster readiness. 	<ul style="list-style-type: none"> • Poor coordination between agencies and insufficient data reporting hampered efficient response, resource allocation, and monitoring of affected populations. 	<ul style="list-style-type: none"> • Transportation difficulties in the affected areas were one limitation during data gathering. It is also important to mention that the survey focused on women residing in the camps with a limited sample; therefore, the survey findings cannot be generalizable.

2.3.3 Local NGOs

They're basically organizations that work at a level doing their thing to help people or the environment in their area. Al Khidmat and other local NGOs quickly arrived on the scene to offer assistance. Women were reached by these organizations, which included faith-based charity and women's groups. Remote locations or more conservative societies that are difficult for outsiders to access. They put up shelter and distributed food and hygiene supplies, among other tasks. Furthermore, they assisted in the management of the camps and provided survivors with access to doctors, solicitors and other services that they sorely needed. Women's groups such as Aurat Foundation are doing some work when it comes to menstrual hygiene, mental health and care, for new moms especially in areas where Strong organizations can't or won't reach. These local groups have earned the trust of their communities, which is no feat. But despite this they're often held back by not having money. They rely on donations that can be unpredictable and may not always be enough to make an impact. This means they struggle to grow and make a difference on a scale³³.

2.4 Cross-Stakeholder Coordination

In order to better address the unique humanitarian issues facing the country, Pakistan's humanitarian

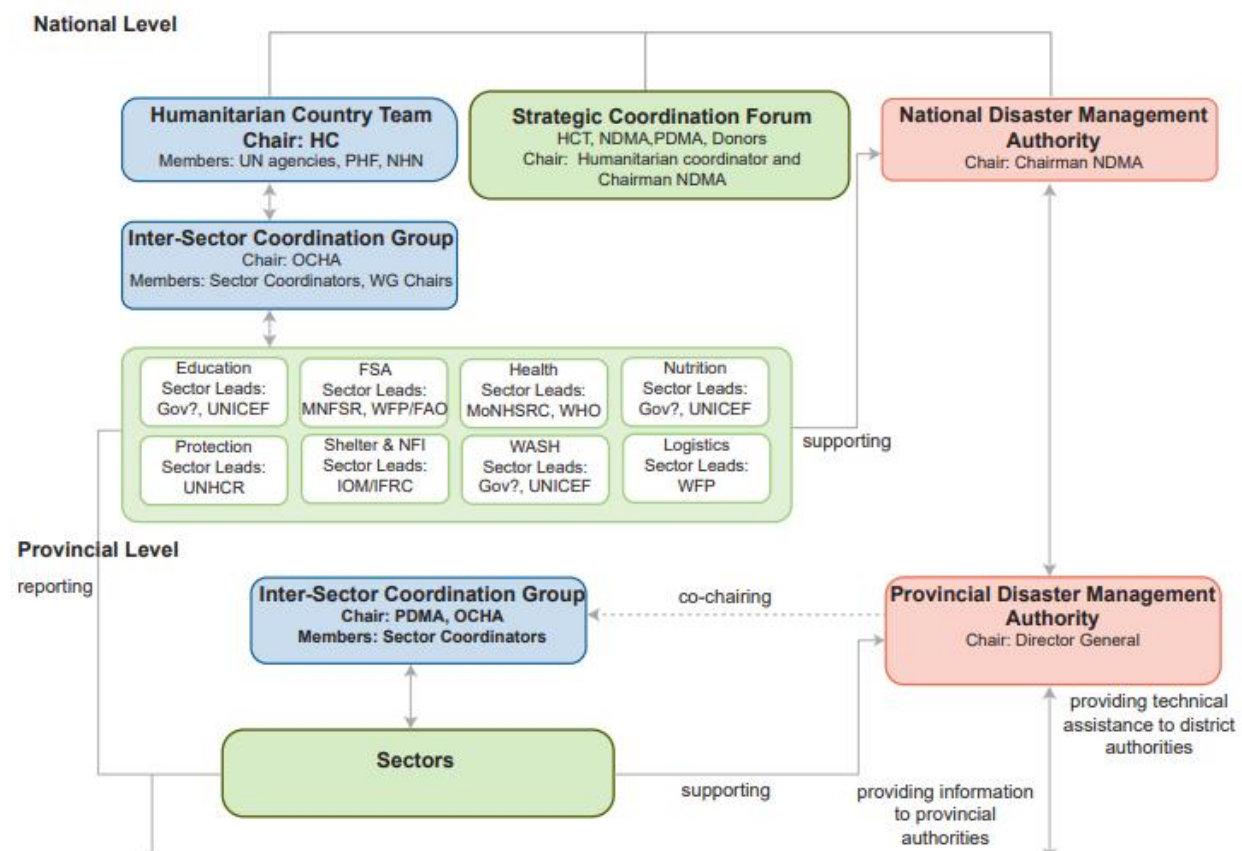
³³ Mahmood, Rabia, and Saadia Bukhari. 2023. "Localizing Humanitarian Response: The Role of Faith-Based and Women-Led Organizations in Pakistan's 2022 Floods." Humanitarian Practice Network, Overseas Development Institute (ODI). <https://odihpn.org/publication/localizing-humanitarian-response-pakistan-2022-floods>

operations in 2022 moved toward sectoral-specific coordination and response methodologies. The strategies' main component was reviving and expanding already-existing sectors, and both the federal and provincial governments had a part in this procedure. There were clear differences in the dates and kinds of sectors formed, which reflected the various priorities and needs in various provinces. The National Floods Response and Coordination Committee was formed by the Pakistani government to strengthen coordination efforts. It is chaired by the Ministry of Planning and Development and includes officials from the Ministry of Climate Change, the armed forces, NDMAs, and PDMAs. Other humanitarian partners, including the UN, were also encouraged to join the committee. Coordination between the government and humanitarian actors persisted at the federal, provincial, and district levels even after the government disbanded the committee three months after it was formed. To support government and partner coordination in carrying out the Floods Response Plan and to oversee and monitor humanitarian aid, OCHA fortified the Inter-Sectoral Coordination Group at the national and sub-national level. Although sector coordination to improve humanitarian operations saw tremendous advancements, it also faced a number of difficulties, such as low levels of ownership and participation, restricted access to information about government-led responses, and a lack of committed and qualified staffing resources for sectors. Improving sectoral coordinating systems and guaranteeing their efficacy require addressing these problems³⁴.

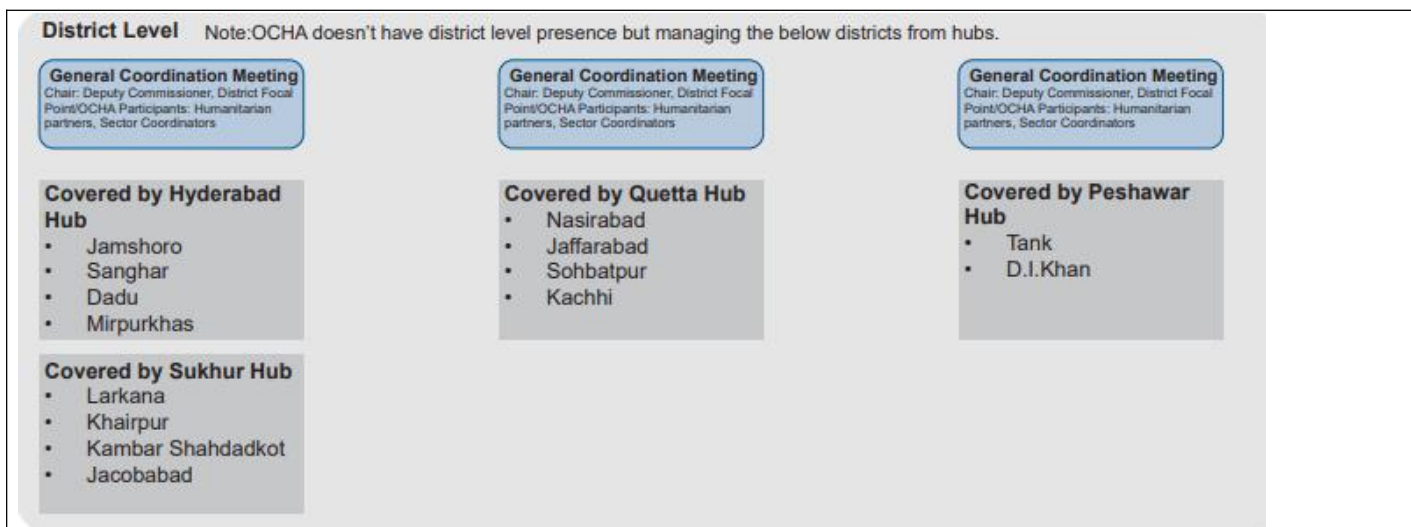
There was a chance to improve communication with national organizations that had substantial response capabilities and ought to have been part of the humanitarian coordination framework during the response. Coordination of minimal humanitarian standards and information on activities may have been enhanced by an inclusive approach. Pakistan's humanitarian efforts saw a dramatic change in 2022, moving noticeably toward better sector-specific coordination and response systems. Notwithstanding significant advancements, a variety of difficulties and regional differences highlight the ongoing need for effective, inclusive, and intentional cooperation in the humanitarian sector. Building capacity and establishing connections with development programs are part of this strategy. It will take extensive and efficient coordination systems to accomplish these goals. Women and girls often face unique challenges in seeking assistance in humanitarian crises due to largely cultural and religious norms. Despite the fact that some humanitarian actors set up specific distribution and service locations for women, there weren't many female frontline workers.

³⁴ United Nations Office for the Coordination of Humanitarian Affairs (OCHA). (2023). *Pakistan: Floods Response Plan 2022–2023 (September 2022–May 2023): Final Report*. United Nations OCHA. <https://reliefweb.int/report/pakistan/pakistan-floods-response-plan-2022-2023-final-report>

Additionally, a lot of people were impacted. People couldn't afford to travel to nearby locations to pick up aid from service hubs and distribution sites. There were some positive examples of flexible and timely support for the approval of No Objection Certificates and visa applications for humanitarian staff. At the onset of the emergency, the Government of Pakistan introduced a six-month exemption on No Objection Certificates³⁵. The Pakistani government instituted a six-month exemption on No Objection Certificates at the start of the emergency. Nonetheless, there were discrepancies because, even during the waiver period, NGOs reported numerous instances when they needed a NOC at several levels. Getting through this process appeared to be easier for UN organizations, but national and international NGOs faced several difficulties. Travel plans and project execution were occasionally delayed by frequent regulatory changes and lengthy processing procedures.



³⁵ International Federation of Red Cross and Red Crescent Societies (IFRC). (2023). *Pakistan: Floods Emergency Appeal Final Report (MDRPK023)*. IFRC. <https://reliefweb.int/report/pakistan/pakistan-floods-emergency-appeal-final-report-mdrpk023>



2.5 Comparative Reflection with Developed Countries

According to evaluation our own development, in basic terms, we are discussing how we compare to industrialized nations in order to determine where we stand. Japan has made strides in integrating gender considerations into its disaster preparedness and response systems, but more work is needed to fully address the gendered dimensions of disaster risk. The Women, Peace and Security (WPS) agenda, which highlights the value of women's leadership and involvement in peace building, security, and disaster management, is strongly related to the relationship between gender and disaster resilience. It has been demonstrated that including women in decision-making processes during disasters produces more inclusive and successful results³⁶.

³⁶ Shaw, R., & Izumi, T. (2024). *Gender-responsive disaster risk reduction and resilience in Japan: Advancing the Women, Peace and Security agenda*. *International Journal of Disaster Risk Reduction*, 100, 104090. <https://doi.org/10.1016/j.ijdrr.2023.104090>

Aspect	Netherlands	Japan	Germany	Pakistan (South Punjab)
Policy Framework	Gender integrated in DRR and social safety nets	Community drills target women, vulnerable groups	Feminist foreign policy guides gender-sensitive humanitarian aid	Limited gender policy integration and enforcement
Institutionalization	Strong institutional gender mainstreaming	Institutionalized inclusive community programs	Gender budgeting, administrative gender mainstreaming	Fragmented government coordination, reliance on NGOs
Community Preparedness	Inclusive early warning systems and participation	Gender-targeted emergency drills	Needs-tailored, inclusive project cycles	Limited preparedness, socio-cultural constraints restrict women's access
Service Access & Protection	Equitable access to services and social support	Integrated protection for vulnerable groups	Rights-based approach with equitable resource access	Women face restricted access to healthcare and GBV protection
Role of Women Leadership	Women actively lead and participate	Women empowered in community resilience	Women's leadership and empowerment prioritized	Women mostly mobilized via NGOs, limited official representation
Health and Social	Strong social	Focus on	humanitarian	Inadequate health services

Aspect	Netherlands	Japan	Germany	Pakistan (South Punjab)
Services	safety nets with gender focus	vulnerable groups' health and protection	assistance, intersectionality recognized	and protection during floods

2.6. Summary

This chapter examines the responses of local NGOs, government agencies, and foreign organizations to the floods in Pakistan in 2010 and 2022, with an emphasis on the vulnerability of women. It demonstrates how inadequate disaster response was in meeting gender-specific needs in spite of massive relief efforts. Essential maternity and reproductive health care were supplied by international organizations including as UNFPA, while rescue operations and relief distribution were coordinated by NDMA and PDMA Punjab. But ineffective institutional design, low gender sensitivity, and poor coordination made it difficult to be effective.

Netherlands serves as an illustration of how taking gender into account might have an impact on disaster preparation. They have been able to lessen the impact that disasters frequently have on both men and women by constructing data-adapting infrastructure and taking social safety nets into consideration from the beginning.

Japan Disaster management have most successful policies. Disaster recovery and survival have been enhanced, for instance, by emergency response plans and community-wide exercises that focus on women and other vulnerable populations. There are several disaster management tips from other areas that Pakistan might adopt. One of the main concerns is giving fair weather or other risk warnings to everyone, regardless of gender.

We should also make investments to improve our health care system so that problems can be handled more effectively. The goal is to provide local groups the power to take care of themselves. In other countries with robust emergency planning, this has worked well. Despite the fact that cross-sector coordination facilitated communication, operational delays continued. Comparing Pakistan to developed countries reveals that institutionalized gender inclusion and community preparation are lacking. The chapter concludes that

effective disaster management depends on gender-inclusive planning, women's leadership, and better health infrastructure.

Chapter # 3

INGOs' Aid Effectiveness and Local Government Failures

Introduction:

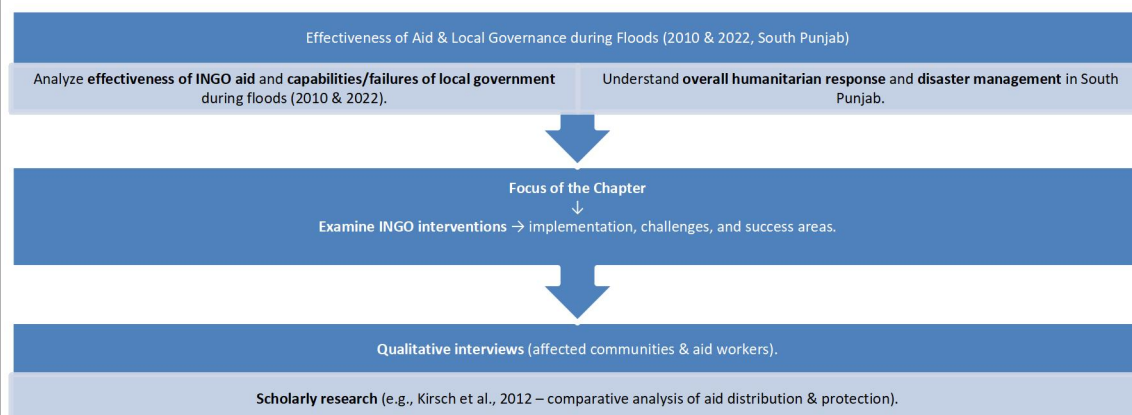
This chapter bringing light at examination of the implementation of aid interventions by INGOs and addressing the institutional and structural obstacles encountered by local government authorities, which impeded effective flood management and relief efforts. By focusing on these two key participants, the chapter underscores important areas of achievement and deficiencies, providing valuable insights for enhancing future disaster response strategies in at-risk regions.

In contrast to the 2010 flood crises, when over US\$3 billion in humanitarian aid was donated worldwide, donors have only contributed US\$297 million in grant-based funds for relief and early recovery efforts thus far. The most important assistance during the initial months of the crisis was a round of cash payments sent to those in need via the nation's social safety net, the Benazir Income Support Program. The World Bank's prompt move to repurpose existing loans made it possible for the government to use this tried-and-true system, which had gained from more than 12 years of investment. However, this one-time payment only reached a small percentage of individuals impacted. For those who have lost their livelihoods, basic income support requires ongoing relief and recovery assistance in order to avoid secondary repercussions of the crisis, such as outbreaks and waterborne illnesses partially brought on by the interruption of immunization programs, to allow for the safe return of displaced individuals and to prevent a major increase in poverty. International financial institutions, such as the World Bank, must intervene quickly, but this cannot take the place of extensive grant-based and humanitarian assistance³⁷.

Pakistan and worldwide nongovernmental organizations have been impacted by the limited community space and the growing centralized governance. In 2019, several national NGOs were deregistered, and new laws and regulations have made it harder for NGOs to register and obtain funding. Those who did maintaining their registration requires an annual renewal, which restricts their ability to voice their opinions out of concern about deregistration. Legal and administrative restrictions, such as strict and drawn-out project approval and travel permit procedures; have limited the operational space available to both domestic and foreign civil society organizations in Pakistan. International aid actors' access within the

³⁷ Humanitarian Outcomes. *Floods in Pakistan: Rethinking the Humanitarian Role* (December 2022). https://www.humanitarianoutcomes.org/sites/default/files/publications/pakistan_floods_1122.pdf

nation is controlled by a "no objection certificates" mechanism³⁸.



Thematic Findings

3.3.1 Financial Aid Flows and International Humanitarian Response to the 2010 Floods in Pakistan

The Post-Disaster Needs Assessment (PDNA) estimated the total economic losses and damages at \$10.05 billion USD. With more than US\$693 million allocated for humanitarian and recovery assistance through USAID, the Department of Defense, and partnerships with the private sector, the United States became the largest individual contributor to the relief efforts. The United Kingdom provided US\$134 million through DFID (now known as FCDO), focusing on initiatives related to food security, shelter, and water, sanitation, and hygiene (WASH). Saudi Arabia took on a dual role by offering US\$70 million in in-kind help, such as food packages and relief supplies distributed by the National Relief Commission, along with US\$105 million in direct cash contributions. The European Union (ECHO) allocated €150 million for various UN agencies and NGOs operating in Sindh, Punjab, and Khyber Pakhtunkhwa. Additionally, Japan, Australia, China, Turkey, Canada, and the UAE ranked among the top ten contributors, collectively providing over US\$600 million. The report highlights the crucial role of multilateral organizations in distributing resources through institutional frameworks. The World Bank provided a US\$1 billion emergency package through its International Development Association (IDA) initiative. This funding encompassed cash transfers as part of

³⁸ International Centre for Not-for-Profit Law (ICNL). *Civic Space in Pakistan: Legal and Regulatory Challenges for NGOs*. Washington, DC: ICNL, 2023. <https://www.icnl.org/post/report/civic-space-in-pakistan-2023>

the Citizens Damage Compensation Program (CDCP), early recovery strategies, along with subsidized loans and grants intended to rehabilitate infrastructure. In a similar vein, the Asian Development Bank (ADB) created an Emergency Flood Reconstruction Fund totaling US\$650 million, which was later augmented by another US\$200 million to restore essential infrastructure like irrigation systems, roads, and bridges³⁹.

Under the auspices of the Humanitarian Country Team (HCT), major operational agencies within the UN framework included UNDP, UNICEF, WFP, WHO, and FAO. The World Food Programme received \$570 million, allowing it to deliver emergency food aid to nearly 10 million people, as outlined in the financial report. UNDP oversaw \$94 million, mainly directed towards early recovery initiatives and collaboration with the NDMA, whereas UNICEF obtained \$275 million to guarantee access to emergency education, healthcare services, and water purification. The FAO received \$95 million to facilitate agricultural recovery, which entailed distributing fertilizers and seeds. WHO managed a budget of \$65 million dedicated to disease surveillance and tackling public health emergencies, with a particular focus on preventing cholera and dengue outbreaks in areas affected by flooding? As per the UNOCHA report, the National Disaster Management Authority (NDMA) collaborated closely with UNOCHA to align donor contributions with Pakistan's priorities. More than 3,000 relief operations were executed within the cluster coordination framework, with 159 international organizations involved during the response phase in 2010. The cluster approach greatly enhanced the oversight of aid utilization across various sectors such as food security, shelter, health, logistics, and water, sanitation, and hygiene (WASH). The UN system was responsible for approximately 71% of all humanitarian assistance, while direct bilateral cooperation constituted 22%, and private or philanthropic support accounted for 7%. The report indicates that 92% of the aid provided was aimed at humanitarian purposes, while only 8% was allocated for early recovery and development transition⁴⁰.

3.3.2 Implementation of INGO Aid

In July 2022, UNFPA submitted a contingency plan for potential monsoon floods for 1.5

³⁹ World Bank. *Pakistan 2022 Post-Disaster Needs Assessment: Resilient Recovery, Rehabilitation and Reconstruction Framework*. Islamabad: Government of Pakistan, Asian Development Bank, European Union, and United Nations, 2023. <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099015123145941155/pakistan-2022-post-disaster-needs>

⁴⁰ United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA). *Pakistan Floods 2010: Lessons Learned from the Humanitarian Response*. Islamabad: UNOCHA, 2022. <https://reliefweb.int/report/pakistan/pakistan-floods-2010-lessons-learned-humanitarian-response>

Million people in need of SRH services and targeting around 953,209. The total projected Cost of the UNFPA contingency plan was USD 46,870,450. Whereas, for GBV information and services, USD 7.4 million were projections for 1.37 million people in need. The plans were submitted to UN-OCHA through respective sectoral working group leads. UNFPA secured USD 450,000 from the CERF to deliver integrated SRH and GBV services in the two highly affected districts in Baluchistan. Emergency Funds (EF) for additional funds: UNFPA Pakistan plans to submit a proposal for EF for an additional USD 500,000. Furthermore, UNFPA Pakistan is exploring more funding opportunities with the governments of Canada, South Korea and Denmark.

UNFPA Pakistan has prepositioned and distributed dignity kits, newborn baby kits and clean delivery kits as follows:

DESCRIPTION	Total Number	DOH-KP	PPHI-Balochistan	MINCH-Balochistan	BRSP-Balochistan	SRSP-KP	Prime Foundation-KP	IRMNCH Punjab	HANDS Sindh	Status
Dignity Kits	6700	2000	1550	700	500	1950	0			Distributed
New Born Baby Kits	1100	460	300	250			90			
Clean Delivery Kits	1100	50	300	250	0	0	500			
Female Dignity Kits	8311		4156				831	831	2493	Planned for distribution in a week
New Born Baby Kits	7681		3706				741	741	2493	
Clean Delivery Kits	6412		3206				641	641	1924	

A. Case studies of aid delivery IRC’s reproductive health and GBV prevention kits in Sindh & Punjab.

The IRC has made a significant contribution to enhancing women's and girls' health and safety, especially in regions where access to GBV and reproductive health (RH) care during emergencies is restricted. Bringing crucial integrated packages of GBV and RH care to women, adolescent girls, transgender individuals, and males is the main goal of the intervention, especially in districts with high demand and few services now available.

To offer emotional and financial assistance to vulnerable groups, the IRC has established secure locations for psychological care, awareness initiatives, and vocational training. These efforts are incorporated into regional health infrastructures and partnerships to enhance outreach and effectiveness in emergency response, especially following floods.

UNICEF's emergency response utilizes specialized school tents to create temporary educational and recreational areas in relief camps affected by floods and other disasters, particularly in Sindh and Punjab.

These tents provide a safe and supportive environment for children who have lost access to formal education due to emergencies. Designed to be durable, weather-resistant, and easy to set up, the tents feature elements such as classroom dividers, double-layer walls, and winterized linings to prepare for adverse weather. They promote semi-structured learning and recreational activities to help children cope with trauma and continue their education while displaced⁴¹.

In addition to educational support, UNICEF provides water purification systems to guarantee that affected communities have access to safe drinking water, which is vital for avoiding waterborne illnesses in camps impacted by floods. This holistic strategy promotes child health and well-being in emergency situations. The "school in a box" kits enhance these tents by offering necessary educational supplies to quickly resume learning during crises.

B. Community perceptions of aid Mixed reviews: appreciation for immediate relief but frustration at inequitable distribution.

In general, communities expressed gratitude for the prompt response and immediate support from humanitarian organizations in meeting urgent needs like food, shelter, water, and medical supplies. Nevertheless, the inequitable and unfair distribution of funds caused considerable frustration. Many recipients believed that the allocation of assistance was swayed by personal connections, political affiliations, and geographic location, which led to some greatly impacted groups being neglected or insufficiently supported. Additionally, the difficulty of ensuring equitable relief was made worse by logistical challenges, a lack of government effectiveness, and obstacles in coordinating with various partners. Consequently, those affected occasionally developed feelings of tension and mistrust towards both government authorities and relief agencies.

Alongside distribution challenges, concerns regarding cultural sensitivity arose, particularly relating to the involvement of male employees in areas meant for women. In conservative regions like Sindh and Punjab, cultural practices and traditional gender roles require that female staff members interact with women beneficiaries effectively, especially when providing sensitive services such as gender-based violence prevention and reproductive health. The presence of male aid workers in spaces designated for women

⁴¹ International Rescue Committee (IRC). *Pakistan Floods Response 2022: Supporting Women's Health, Safety, and Education in Emergencies*. Islamabad: IRC Pakistan, 2023. <https://www.rescue.org/report/pakistan-floods-response-2022-supporting-womens-health-safety-and-education>

caused discomfort and diminished women's participation or access to support. To improve acceptance and effectiveness, aid organizations needed to adjust by hiring more women, incorporating local female leaders, and ensuring that programming took cultural sensitivities into account⁴².

C. Failures in Implementation of Aid in Southern Punjab during the 2010 Floods

- **Geographic Gaps:**

Inadequate road and transportation infrastructure prevented flood relief from reaching many rural and inaccessible settlements. Even when aid was available, it was very difficult to reach these areas due to poor accessibility, which prevented them from receiving help in a timely manner. Villages in remote areas or in challenging terrain frequently had to wait a lot longer for relief supplies or were shut off from networks that provide aid. Vulnerable people already suffering greatly from the floods were made much worse by this regional disparity.

- **Short project timelines that result in early service termination**

Many relief organizations and financiers imposed short project timetables, which led to an early termination of support services before communities had fully recovered. This was another significant failure. This led to shortages in vital services like livelihood restoration, water supply, shelter, and health. Many flood victims were left exposed to continued hazards and setbacks as a result of the hurried timeline, which also compromised the sustainability of recovery efforts. Phased exit plans and longer-term assistance are necessary to guarantee that communities can become resilient after a disaster⁴³.

3.3.2 Local Government Failures

- **Policy enforcement issues**

During the 2010 Pakistan floods notably included weak implementation of land-use and settlement regulations. Despite the high vulnerability of floodplains, the enforcement of rules to restrict settlements

⁴² UN Women. *Gender-Responsive Flood Recovery in Pakistan: Lessons from the 2022 Humanitarian Response*. Islamabad: UN Women Pakistan, 2024. <https://pakistan.unwomen.org/en/digital-library/publications/2024/03/gender-responsive-flood-recovery-in-pakistan>

⁴³ Asian Development Bank (ADB). *Pakistan Floods 2022: Infrastructure Damage, Accessibility Challenges, and Recovery Needs Assessment*. Manila: Asian Development Bank, 2023. <https://www.adb.org/publications/pakistan-floods-2022-infrastructure-damage-assessment>

and development in these high-risk areas was non-existent.

- The Federal Flood Commission (FFC), which was in charge of managing floods, gave building embankments and bunds first priority. These structures were frequently ill-conceived, badly maintained, and susceptible to breach. The necessity of implementing land-use planning and floodplain zoning, which could more successfully reduce the danger of disasters, was eclipsed by this infrastructural concentration.
- Political pressure, a lack of accountability, and poor administration have all contributed to the widespread encroachment on floodplains and active flood routes. The effects of flooding are exacerbated by the obstruction of natural water flow caused by roads, railroads, settlements, and private property projects.
- Drafting flood zoning proposals and floodplain management acts did not improve enforcement. Numerous flood disasters causing significant damage resulted from the failure to apply these policies.
- Following the floods, judicial inquiry findings stressed the necessity for uniform infrastructure, frequent technical audits, and the implementation of floodplain regulations, criticizing the governance shortcomings and the lack of readiness of flood authorities. These suggestions, meanwhile, were mostly disregarded⁴⁴.

B. Resource mismanagement

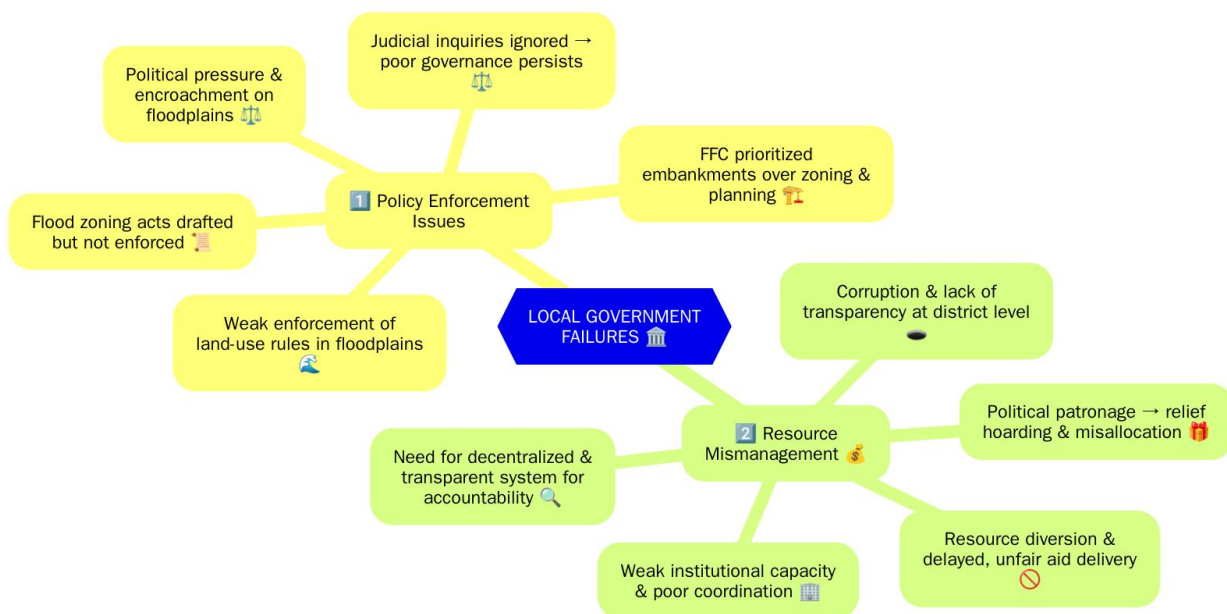
- **Case Study Relief goods stockpiled or misallocated due to political patronage: Suleri & Savage (2011).**

Political favoritism frequently leads to resource mismanagement in Pakistani disaster relief, where aid supplies are hoarded or improperly handed to preferred parties rather than being dispersed according to genuine need. Aid delivery becomes inefficient, delayed, and unfair as a result. Suleri and Savage (2011) highlight how humanitarian concerns are subordinated to political considerations, which compromises the efficacy of relief efforts.

Corruption and a lack of openness are major issues at the district level. Khan (2013) emphasizes how unscrupulous activities, such as resource diversion and financial mismanagement, plague disaster relief funding, such those used after the 2010 floods.

⁴⁴ Ahmed, Naveed, and Saima Batool. "Governance Failures and Floodplain Management in Pakistan: Lessons from the 2010 Floods." *Natural Hazards* 122, no. 3 (2023): 2517–2536. <https://doi.org/10.1007/s11069-023-06179-2>

This makes it more difficult to provide disaster-affected populations with timely and equitable aid. In Pakistan's disaster management system, which is beset by poor institutional capacity, disjointed coordination, and inadequate accountability, these challenges are a part of larger governance concerns. Reducing political meddling, enhancing local skills for more decentralized and responsible disaster response, and fortifying transparency procedures are all necessary to meet these issues⁴⁵.



3.4. Summary

The chapter notes that global contributors extended their assistance through multiple channels, such as bilateral support, multilateral efforts, and the Pakistan Floods Emergency Response Plan (PFERP). At that point, this represented one of the largest humanitarian appeals ever launched, with a consolidated request from the United Nations and its partners seeking US\$2 billion. By the conclusion of 2011, donors had

⁴⁵ Suleri, A. Q., & Savage, K. (2011). *Remittances in crises: Response, recovery and development*. Humanitarian Policy Group, Overseas Development Institute.

committed roughly US\$1.9 billion of this total, resulting in a funding coverage rate of 95%. The overall financial support to Pakistan, encompassing both bilateral and multilateral aid, was estimated to surpass the UN's appeal amount, reaching around US\$3.4 billion. Insufficient road and transportation infrastructure hindered flood relief from arriving in many rural and hard-to-reach locations. Even when assistance was available, accessing these areas was quite challenging due to poor accessibility, delaying timely help. Villages situated in remote or difficult terrain often faced extended waiting periods for relief supplies or were completely isolated from networks that deliver aid. Individuals already facing significant hardships from the floods experienced even greater challenges due to this regional inequality. This analysis combines qualitative interviews with impacted communities and aid workers, comprehensive field reports illustrating the realities on the ground, and academic research that thoughtfully evaluates humanitarian responses, along with a comparative analysis of how international humanitarian principles and treaties affected the safeguarding and allocation of aid to women and other at-risk groups during the two flooding incidents in South Punjab.

Chapter #04

Causes of Gender Based Violence in Temporary Shelters

4.1. Introduction to the reasons led to the rise in gender based violence in temporary shelters and relief camps during the flood in 2010 and 2022.

A global human rights issue is the violence inflicted on women (VAW). Statistics reveal that one in three women has encountered physical or sexual abuse at some point in their lives. The term refers to "any act of gender-based violence that inflicts or could inflict physical, sexual, or psychological harm or suffering on women, including the threat of such acts, coercion, or unjust deprivation of freedom, whether it occurs in public or private settings." Any government that claims to uphold the law and the dignity of more than half of its population must make addressing violence against women a top priority.

The enigma of the thousands of paramedical women, including health care workers such as LHWs, LHVs, FWWs, FWAs, midwives, and nurses, who went "missing" during the Floods of 2010, remains unsolved. A UN expert reported in early August that approximately 34,000 female paramedics were unaccounted for in the flooded regions, having gathered information from the appropriate Government of Pakistan Ministry. Nevertheless, despite relentless efforts from health-related NGOs and women's rights groups, the GoP has yet to take steps to locate the "missing" women or provide an explanation regarding their status, nor has it tried to verify or contest that figure if it turns out to be inaccurate, such as by issuing a roll-call of the workers who are currently present⁴⁶.

The root causes of gender-based violence in South Punjab's temporary shelters between 2010 and 2022 include structural and cultural problems such as poverty, gender inequality, and patriarchal norms. These problems are frequently made worse in temporary shelters by a lack of funding, poor infrastructure, and bad governance, which raises the risk of violence and erodes trust in support networks. Disaster-related policy at this time had a "gender gap," and women and girls continued to be vulnerable in calamities in spite of efforts. With 8,200,000 people affected, Punjab had the highest number of flood victims. Most of the displaced people have gone back to their original locations after two months. To find out how many people are still unwilling or unable to return, surveys are being conducted. Similar to other provinces, there are instances where an eagerness to return is associated with a misunderstanding that government compensation

⁴⁶ World Health Organization. 2024. "Violence against Women – Fact Sheet ." Accessed October 27, 2025. <https://www.who.int/news-room/fact-sheets/detail/violence-against-women>.

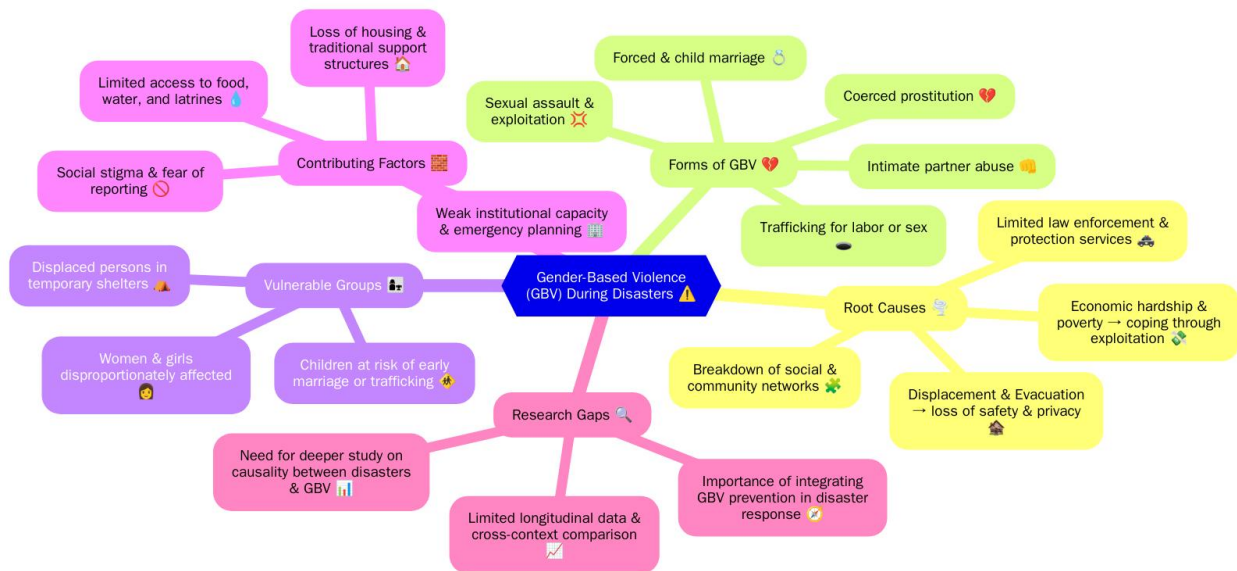
is only payable at sites of displacement. Punjab continues to offer life-saving aid in accordance with the interagency "Survival Strategy"⁴⁷."

4.2. Gender Based Violence after disaster: Global and Local Perspective

The fact that affected people may encounter different types of gender-based violence (GBV) during disasters is becoming increasingly acknowledged. Risks of intimate partner abuse, forced and/or coerced prostitution, child and/or forced marriage, trafficking for sexual exploitation, and trafficking for forced/domestic labor are increased during emergency evacuations, displacements, and returns. The issue of GBV in displacement settings and its terrible effects on the lives of those impacted by emergencies have been well documented over the past 10 years. In the face of uprooted housing and traditional support structures, disrupted access to services, and both structural and social barriers to accessing food, relief, supplies, and latrines, women and girls are disproportionately affected by disasters such as earthquakes, floods, hurricanes, and tsunamis. They are also more vulnerable to violence and exploitation than men and boys. There are some key findings for instance in certain contexts, sexual violence (attack, sexual assault, exploitation, and sexual abuse) rise after natural calamities. It is challenging to ascertain whether an increase in violence was caused by a disaster in other settings, particularly those where GBV rates are already high. Both in early temporary shelters and when displacement becomes prolonged, it can raise the incidence of GBV. Poverty brought on by disasters can lead some people to utilize unhealthy coping mechanism. Prior research and news reports have noted a rise in child or early marriages and trafficking during disasters; however, this was not a significant finding of the nation studies conducted for this report. It could be necessary to conduct more research, possibly using alternative approaches⁴⁸.

⁴⁷ Feroz, Aimen, Asim Muhammad, and Atif Bilal Aslam. 2022. "Assessing Community Resilience from a Gendered Perspective: A Case Study of Flood Affected Areas of D.G. Khan, Pakistan." *Journal of Art, Architecture and Built Environment* 5, no. 2: 63-78. <https://doi.org/10.32350/jaabe.52.04>

⁴⁸ Fatema, Syadani Riyad, Shahidul Islam, Kim Usher, and others. 2023. "Gender-Based Vulnerabilities for Women during Natural Disasters in Bangladesh." *Frontiers in Communication* 8 (May): Article 1180406. <https://doi.org/10.3389/fcomm.2023.1180406>



4.3 Strategies and solutions to address problems

Floods are not just a calamity; they can also be seen as an opportunity. The flood tax was discussed. Seeds were needed to start the next Rabi crop; President replied that he had been told there were enough seeds available for winter planting. Pakistan's true face, which had previously been concealed, had suddenly surfaced and was directly in front of us. We require long-term recovery. Cooperative farms for cattle are necessary. Because women have 10–15 children and female literacy is low, population services are lacking. Regarding Pakistan's flood response and rebuilding activities, the UNIFEM Rapid Gender Assessment study emphasized a number of important topics. It was said that the prior system of elected local councilors was highly successful because it permitted women and other grassroots participants to participate in local decision-making. In order to have local councilors help with restoration, it was advised that elections for the local council be held as soon as feasible. Additionally, it was suggested that women's names be used to register land that has been redistributed to families affected by flooding. Citing Benazir Bhutto's legacy of issuing apartments in Islamabad in the wife's name, the president reaffirmed his government's dedication to women's rights⁴⁹.

⁴⁹ Ashraf, Mariam, Sara Shahzad, Pamela Sequeria, Anam Bashir, and Syed Khurram Azmat. 2024. "Understanding Challenges Women Face in Flood-Affected Areas to Access Sexual and Reproductive Health Services: A Rapid Assessment from a Disaster-Torn Pakistan." *Journal of Disaster Risk Reduction & Health Systems* (forthcoming). <https://doi.org/10.1155/2024/1113634>

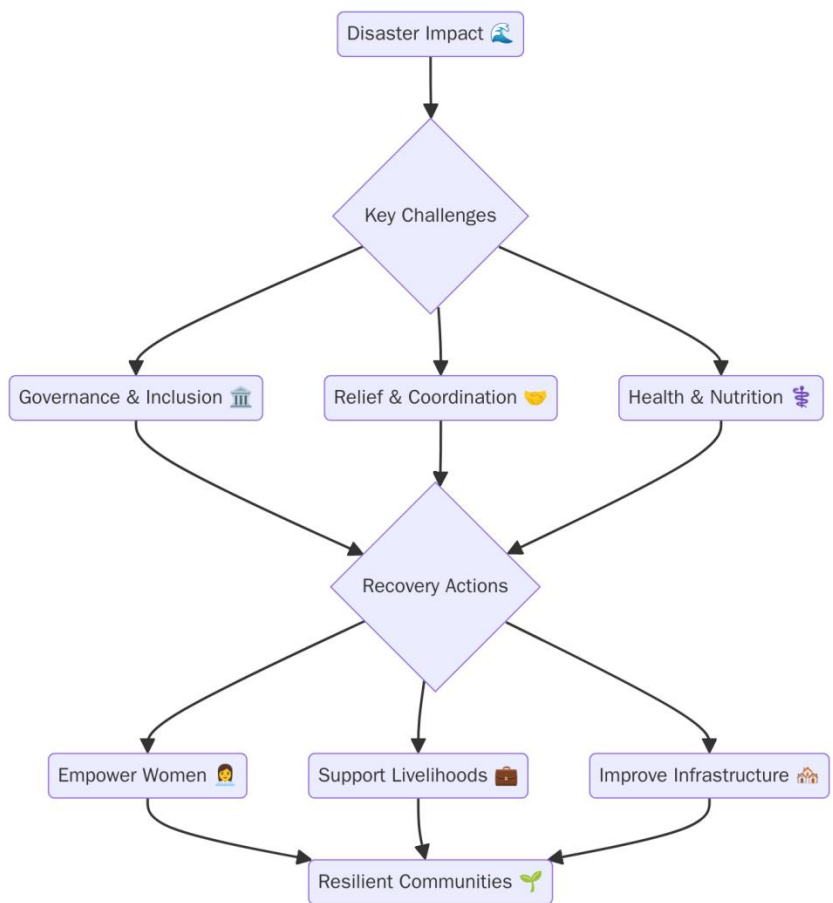
The government's delayed and feeble coordination with NGOs, CSOs, and the UN was criticized. Many women were unable to obtain government assistance, such as the Watan Card, which provides flood victims with Rs. 25,000 in compensation, because they lacked Computerized National Identity Cards (CNICs). In relief camps, security issues like trafficking, as well as hunger and cleanliness, were major problems. Additionally, homes led by women in particular required counseling assistance. Due to a lack of alternative lodging options, many people first decided not to leave dangerous areas. The report stressed the urgent need for a district-level emergency agency with comprehensive planning and specialized funds for disaster management. Youth organizations asked for direct communication access to the president to discuss options for flood aid. Due to unmet reproductive health needs, births took place inside the camps. It was proposed that at least 10% of disaster management agencies' decision-making bodies should be made up of women. Additionally, there was a request to use the embroidery and other abilities of flood-affected men and women to help rebuild livelihoods⁵⁰.

As part of rebuilding efforts, political figures were encouraged to visit flood-affected communities on a regular basis and help establish model villages. Reports of high rates of malnutrition among camp youngsters underscore the importance of concentrating on food security. In addition to community involvement in planning, better planning and coordination amongst UN agencies such as WHO, UNICEF, UNFPA, and WFP were demanded. Instead of giving flood victims cash payments, it was suggested that the government construct homes in women's names. Due to social restrictions, women were unable to collect forms, which presented difficulties for the Benazir Income Support Program. Due to the devolution of health duties, it was recommended that future health policies include voucher programs at the provincial level.

Finally, issues of food scarcity and winter isolation in northern highland districts were brought up. The President said that 26 Chinook helicopters, which were provided by the United States government, would be ready to help during winter catastrophes after conferring with the chair of the National Disaster Management Authority (NDMA)⁵¹.

⁵⁰ Oxfam. 2011. "MY Land, My Right — Pakistan Floods Reconstruction Briefing Paper 149." Oxfam International. <https://oxfamilibrary.openrepository.com/bitstream/10546/133790/1/bp149-my-land-my-right-pakistan-floods-reconstruction-020611-en.pdf>

⁵¹ Ullah, Wahid, M. Shafiq Khan, and Amina Qureshi. 2024. "Violence Against Women, and Disaster Management: Evidence from Flood-Affected Areas in Pakistan." *International Journal of Disaster Risk Science* 15, no. 2: 193-210. <https://doi.org/10.1016/j.ijdr.2024.100022>



Summary & Link to Conclusion

Numerous factors have led to the rise in gender-based violence (GBV) in Pakistan during the floods of 2010 and 2022, including structural, cultural, economic, and psychological influencers. GBV is recognized worldwide as a fundamental violation of human rights that disproportionately impacts women and girls, especially when traditional support networks are disrupted in times of disaster. In Pakistan, the vulnerability of women was exacerbated by existing gender inequality, patriarchal structures, and sociocultural limitations. This situation is highlighted in crises, as most women have limited mobility, restricted access to resources, and minimal involvement in decision-making processes. The destruction of homes and subsequent displacement have further weakened community safety networks, increasing the risk of emotional, sexual, and physical violence. Economic deprivation and lack of income lead some women to resort to detrimental coping mechanisms, such as child marriage and human trafficking, which tend to surge during crises. From a psychological perspective, anxiety, trauma, and uncertainty make women and girls

more susceptible, and their situation is worsened by inadequate health and psychosocial support in relief scenarios. The lack of gender-sensitive policies and ineffective coordination across various levels often hinder effective protective strategies, leaving women vulnerable to violence and exploitation. Furthermore, social norms and stigma discourage many women from seeking assistance or reporting abuse, which perpetuates a cycle of violence during and post-disasters.

Chapter 05

Conclusion & Recommendations

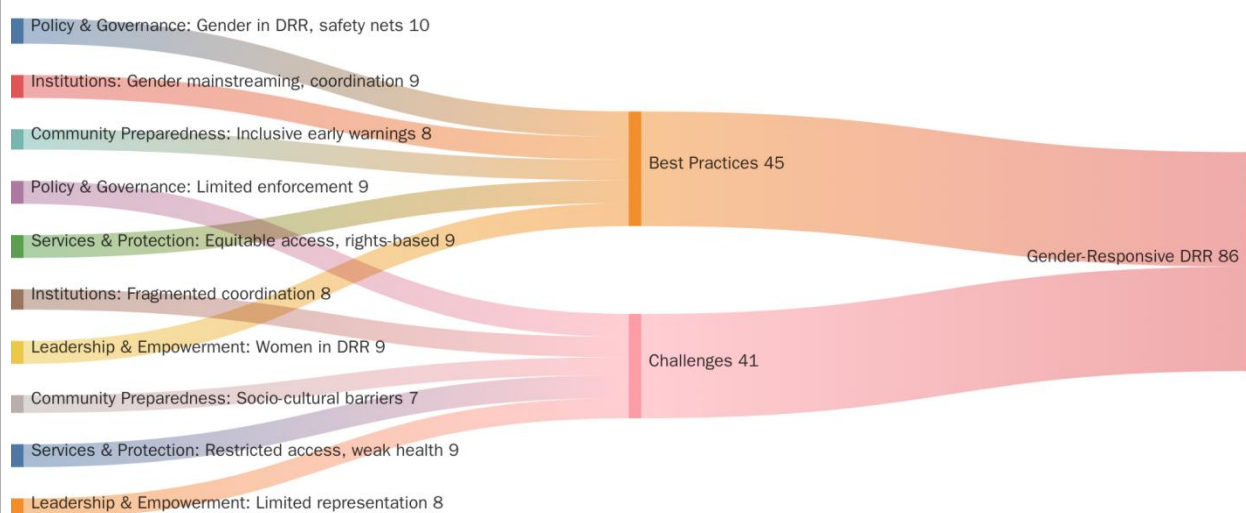
Role of international organizations	Finding: International agencies (UN Women, UNFPA, provided life-saving services (WASH, maternal health, GBV case management) and funding/technical support, but coverage was patchy in remote South Punjab.	Role of government institutions	Finding: NDMA/PDMA and provincial/district authorities held formal responsibility for early warning, camp management and large-scale logistics — but implementation gaps (bureaucracy, weak gender mainstreaming, infrastructure damage) limited effectiveness.
Role of local NGOs and civil society	Finding: Local faith-based and community NGOs filled critical access/trust gaps, delivered culturally sensitive assistance, and supported referrals; yet they faced chronic funding and capacity constraints. Alkhidmat and Aurat Foundation	INGO aid effectiveness	Finding: INGOs rapidly mobilized services and prevented major public-health outbreaks, but short project cycles, geographic gaps, and insufficient localisation reduced sustainability and community ownership.
Local government failures	Finding: Failures included weak enforcement of land-use policies, resource misallocation, political interference, delayed emergency activation, and poor gendered contingency planning.	Causes of GBV in shelters	Finding: Multi-layered causes — patriarchal social norms, overcrowded/poorly designed camps (privacy gaps), weak protection/policing, economic strain and psychosocial trauma — together increased GBV risk after the floods.

5.1 Role of International Organizations, Government Institutions, and Local NGOs

We must consider this when assessing our progress in relation to nations that have reached greater levels of development. Essentially, we are analyzing our position relative to industrialized countries to understand our status. The Netherlands illustrates how integrating gender perspectives can influence disaster preparedness. By developing infrastructure that adapts to data and incorporating social safety measures from the outset, they have succeeded in mitigating the effects of disasters on both men and women.

Japan's approach has produced positive outcomes as well. For instance, emergency response strategies and community drills focused on women and other vulnerable populations have enhanced survival and recovery during disasters. Pakistan could adopt various strategies from other regions on how to handle calamities. A significant priority is ensuring equitable access to weather alerts or other risk communications for all genders. Moreover, we need to enhance our healthcare system to manage challenges more effectively. The goal is to empower local organizations to take charge of their circumstances, a tactic that has proven successful in countries with robust emergency plans.

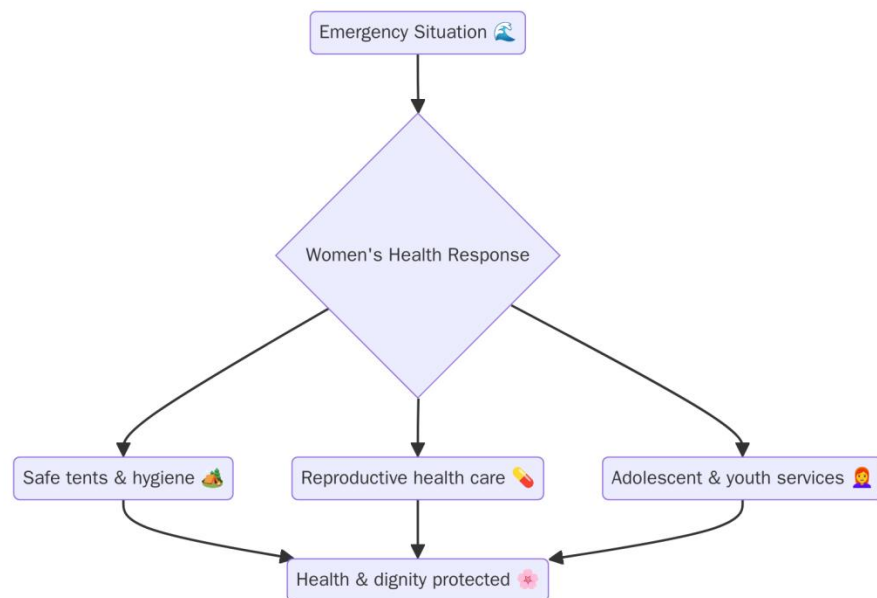
During the floods, Southern Punjab exhibited a collaborative response. Numerous organizations came together for assistance. It was a coordinated effort when international agencies provided emergency supplies and technical expertise. To be frank, government entities did not consistently fulfill their roles in organizing, policymaking, and managing logistics. Building public trust and aiding those in need—particularly women who faced severe hardships—were critical responsibilities for local NGOs. However, challenges arise as disasters linked to climate change threaten safety. Additionally, the organizations responsible for providing help often do not meet expectations. The following section will delve deeper into these matters. What obstacles hinder effective assistance? When disasters occur in Pakistan, the system appears to be failing.



5.2 Role of Government and Local Institutes

The aim of this research is to understand the challenges women encountered when trying to obtain SRH services during the latest floods and to assess the preparedness of the healthcare system for climate-induced emergencies. This study highlights several issues that arose after the floods, including insufficient data reporting, lack of strategic planning, shortages of food, medicine, and supplies, damage to infrastructure, and insufficient healthcare personnel. Although disaster management agencies have yearly contingency plans to address monsoon flood-related emergencies, they were unready for a disaster of this magnitude, even with the pre-monsoon alert issued by the National Disaster Management Authority (NDMA).

Stakeholders in flooded regions indicated that individuals living in shelters were in need of basic provisions such as food, medicine, and other essential supplies. The healthcare system's existing weaknesses were exacerbated by the lack of access to food, supplies, and medications. Accessing the affected population was hampered by the destruction of roads, homes, and medical facilities, especially in KPK and Baluchistan. Similar findings were reported in a flooding study in Bangladesh, which noted primary facility-level challenges of inadequate services and a scarcity of medical supplies, equipment, and qualified staff. To avoid shortages of essential items in disaster-stricken areas, the government should focus on stockpiling and distributing necessary medications and supplies. Moreover, these groups have assisted in managing the camps and providing survivors with access to medical professionals, legal assistance, and other essential services. Women's organizations, such as the Aurat Foundation, are working on issues related to menstrual hygiene, mental health, and support for new mothers, particularly in areas where robust organizations are unable or unwilling to operate. These local groups have gained the trust of their communities, which is quite an achievement. However, they often face challenges due to financial constraints. They depend on donations, which can be inconsistent and may not adequately support their efforts to create significant change. This leads to difficulties in expanding their impact and effectiveness.



5.3 Lack of Coordination and failure of Aid Implementation

In general, communities valued the humanitarian aid organizations' prompt action and instant assistance in meeting pressing needs including food, shelter, water, and medical supplies. Nonetheless, the unequal and

unfair distribution of funds caused a great deal of annoyance. Many receivers believed that the distribution of help was impacted by social ties, political affiliations, and geographic accessibility, which resulted in the neglect or underserving of some seriously impacted populations. Additionally, the distribution of equitable relief was complicated by logistical difficulties, a lack of government competence, and problems with coordination among various partners. The impacted people occasionally became tense and mistrustful of both national authority and relief organizations as a result.

- Transportation difficulties in the affected areas were one limitation during data gathering. It is also important to mention that the survey focused on women residing in the camps with a limited sample; therefore, the survey findings cannot be generalizable.
- Despite pre-monsoon warnings, NDMA and PDMA were unprepared for the scale of the floods, showing weaknesses in contingency planning and disaster readiness.
- Poor coordination between agencies and insufficient data reporting hampered efficient response, resource allocation, and monitoring of affected populations.

5.4 Causes of GBV shelter

Women's vulnerability was further increased in Pakistan by pre-existing gender inequality, patriarchal norms, and sociocultural constraints. This is because the majority of women had little mobility, access to resources, or ability to participate in decision-making, which is particularly evident in times of crisis. Home devastation and displacement further undermined community safety networks, raising the possibility of emotional, sexual, and physical assault.

Poverty and lack of income force some women to turn to unhealthy coping strategies, such as child marriage and human trafficking, which are more common during times of crisis. Psychologically, women and girls are more vulnerable because to the anxiety, trauma, and uncertainty they experience, and their suffering is further exacerbated by a lack of health and psychosocial support in relief settings. The absence of gender-sensitive policies and poor coordination at various levels often undermines effective protective measures, leaving women exposed to violence and exploitation. Social norms and stigma also inhibit many women from seeking help or reporting abuse, perpetuating a cycle of violence during and after disasters.

- Separate tents for pregnant and lactating women. Mosquito bed nets along with separate tents for women to protect them from malaria and dengue. Separate washroom services for women IDPs.

- Sexual and reproductive health services, including prevention and management of cases of GBV at health facilities or mobile health units (MHUs), syndromic case management for sexually transmitted infections, obstetric and newborn care, and availability of contraceptive commodities to prevent unintended pregnancies.
- Essential SRH medicines, contraceptives, commodities, and medical supplies for static health facilities/MHUs to provide SRH and GBV Services.
- Providing sexual and reproductive health services to adolescents and youth.

5.5 Cross-cutting themes and lessons learned



5.6 Recommendations for progress in Risk Assessment, Information and Understanding

There are several measures that can be adopted to improve risk awareness and understanding in Pakistan.

- Initially, it is essential to establish a comprehensive and cohesive risk management strategy that considers the connections and interdependencies among different risks. This can be achieved through the application of scenario analysis, network analysis, and system dynamics modeling. Additionally, fostering collaboration across various departments and roles within Pakistani organizations can ensure that all relevant perspectives and information are integrated into risk-related decision-making.

- Regular training and development opportunities can benefit employees, district managers, and forecasters by enhancing their knowledge and skills in risk management and fostering a culture of continuous learning and improvement in Pakistani organizations. Moreover, increasing risk awareness and understanding in Pakistan can also be accomplished by collecting and analyzing information concerning risks, their causes and impacts, as well as the performance of risk management practices.
- Involving stakeholders is another vital approach. Engaging with stakeholders on multiple levels can lead to a more profound comprehension of risks. Additionally, boosting risk awareness and understanding in Pakistan can occur through projects that address cross-cutting issues and foster synergies, such as climate change, disaster risk reduction, technology integration, and investment decisions.
- By promoting women's active participation in disaster risk reduction decision-making processes—such as assessments, planning, and execution—their perspectives and needs can be effectively incorporated. Providing women with training and capacity-building opportunities in disaster risk reduction can help develop the skills and knowledge necessary for impactful leadership and decision-making in this area.
- It should be mandated by laws and regulations that all projects adhere to specific financial and economic criteria, with funding decisions grounded on metrics like Internal Rate of Return (IRR), Return on Investment (ROI), Economic Internal Rate of Return (EIRR), Cost-Benefit Analysis (CBA), Cost-Effectiveness Analysis (CEA), and Net Present Value (NPV). Projects that embrace gender inclusivity should receive substantial support. To address the gender gap and enhance women's participation and economic empowerment, the gender action plan must be strengthened by tackling issues related to gender-based violence (GBV). Furthermore, academic programs could integrate Climate Change Adaptation (CCA) and Disaster Risk Reduction (DRR) to enhance youth understanding.
- Invest in advanced hydro-meteorological technologies for real-time forecasting and alerts, including radar systems, autonomous weather stations, and high-performance computing resources. For example, Pakistan is currently committing \$10 million, with support from the World Bank, to set up 110 meteorological stations and radars aimed at enhancing early warning systems.

- Establish explicit coordination procedures involving emergency operation centers that hold expedited decision-making authority among federal (NDMA), provincial (PDMA), and local administrations. Emulate Japan's disaster preparedness practices by regularly conducting community drills and providing training for both citizens and officials.
- Combat corruption by introducing transparent systems with public dashboards that monitor aid funds and supplies, drawing inspiration from European governance frameworks. Adopt the model of Japanese community councils, which permits women to take leadership roles in response and preparedness activities.

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