

Fellowship Report
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Seeking Relief in the City:

*An Examination of Shelter in Karachi for Internally
Displaced People after the 2022 Floods in Pakistan*

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with support from:



“Our condition has sent us here.”

~ woman from rural Sindh who came to Karachi due to the 2022 floods

Executive Summary

The floods that occurred during the 2022 monsoon season in Pakistan caused widespread devastation and displacement. Across the country, based on the Post-Disaster Needs Assessment, at least 1,700 people were directly killed, about 33 million people were affected, nearly 8 million people were displaced, and cumulative damages and losses exceeded \$30 billion (MoPD 2022). Particularly impacted was the southeast province of Sindh (Rafique et al. 2023), which includes vast farmlands along the Indus River basin. The internally displaced people (IDPs) due to the floods faced difficult choices, such as setting up temporary shelter on higher ground nearby and evacuating to cities for possible accommodation. Karachi, Sindh’s largest city and the country’s economic center, was the destination for countless IDPs.

How did key decision-makers in Karachi accommodate the short- and long-term shelter and settlement needs of IDPs who migrated to the city after the floods? How can such a response be made more equitable and sustainable?

Tens of thousands of people displaced by the floods are estimated to have arrived in Karachi and accessed official relief camps (Ayub 2022), many of which lacked basic facilities and services. While the government’s aim was to address the acute crisis of IDPs entering the city and to promote rural rehabilitation, there was minimal accounting for households seeking longer-term support or resettlement. Thousands of households have chosen to stay in the city – in various settlements that transformed from sites of emergency relief to more permanent accommodation – as it has not seemed safe nor economically feasible to return. The role of private landowners and philanthropists as well as NGOs has been significant in supporting IDPs in the city, filling in significant capacity gaps within crisis management.

To comprehensively meet the needs of migration due to climate-related disasters, key actors in Karachi should plan for a flexible array of shelter and settlements programming. The 2022 floods experience reveals that IDPs would have been better served through more accessible information on shelter options and coordinated provisions at different relief sites. Longer-term shelter should be integrated into municipal and provincial planning policies for an equitable disaster response. Additionally, it’s critical to foster relevant public-private partnerships to allow for greater assistance to IDPs and to improve outreach and communication systems.

Front and back cover images: Along the Indus Highway (N55) in Jamshoro District, which is one of the major roads in Sindh and provides access from rural areas to Karachi via Hyderabad (Dec 2023).

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Disclaimer

The discussions and recommendations in this report reflect the views of the author, not necessarily the views of USAID, Habitat for Humanity International, or any other organizations and individuals who provided research guidance or input.

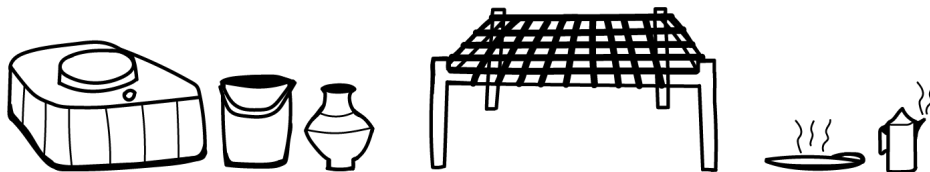
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Glossary

Term	Relevance for Local Humanitarian Work
Shelter and Settlements (S&S)	The sector within international humanitarian response that provides housing and basic services to a population during and after a crisis
internally displaced person (IDP)	Someone who is forcibly displaced, often due to armed conflict or environmental disasters, within the borders of their country
rural-urban migration	The movement of people [usually] from agricultural areas to towns and cities for reasons such as economic opportunity and security during crises
tent city ٹینٹ سٹی	A settlement established with tents (or other makeshift structures) to provide relief, meant as temporary sites but may remain indefinitely
selab mutasir // flood affectee سیلاب متاثر	Commonly used term in Pakistani media and charity work to describe survivors of the flood who are in need of assistance; "Flood Displaced Person"(FDP) is used in some Sindh govt documents
mazdoor // laborer مزدور	Refers to daily-wage earners in Sindh, who often have unregulated and unstable employment
hari // farmer ھاری	Commonly refers to smallholder or tenant farmers in Sindh, many of whom are at-risk of losing their livelihoods during floods
wadera // landowner وڈیرا	Commonly refers to someone who controls rural agriculture, often owning multiple farms across villages, in Sindh
charpai چارپائی	A four-footed bed traditionally made of woven fibers and a wooden frame, which is the staple furniture for communities in rural Sindh
thala // brickyard تھلہ	Refers to an important feature for construction and development in local settlements, from rural to urban settings
goth // village گوتھ	Refers to settlements in rural areas in Sindh as well as to some peri-urban or suburban settlements within cities like Karachi
katchi abadi // informal settlement کچی آبادی	A type of settlement that involves little to no government support and tends to lack basic utilities like water, sewerage, and electricity
imdad // assistance امداد	Usually refers to charity and NGO work



Common objects found in IDP homes, from left to right: container, bucket, and clay pot (for storing, carrying, and serving water; note that water is primarily delivered by water tankers), charpai (for sleeping and sitting), tawa (for cooking roti), and teapot (for brewing chai, often served to guests).

A Story of Back-and-Forths

It's pouring with no end in sight. The monsoon season regularly brings heavy rains, but this year is different. There are pools of water all over the fields and streets. And the water has nowhere to go but up.

Regional officials are sending around announcements via loudspeakers. "LEAVE WITHIN 4 DAYS." Weather forecasts, coming in from all over the country, exclaim that drastic floods are imminent. People must evacuate to higher ground for their own safety.

Aziz¹, a local tenant farmer, gathers his family to leave. He lives in a village within the Qambar Shahdadkot District of Sindh. He has lived his whole life in the area, where he has cultivated wheat and rice for almost two decades. Agricultural work is strenuous. It requires closely following the crop cycles to ensure enough harvest to pay off seed costs while splitting profits evenly with the landowner. Aziz worries: How can he support his family if he can't farm? But no time to think about that now – his priority is protecting his family from the rising waters.

The warning message and the clearly worsening conditions are cause for urgent departure. Aziz's wife is pregnant and he has two young children. They prepare to leave with other family members, taking little besides the clothes on their backs. Where they will go is uncertain.

With their remaining savings, Aziz and his family are able to get a ride on a Mazda truck going south. The road is the Indus Highway and the destination is Karachi, the largest city in Pakistan. It's a precarious journey: non-stop rain, dreary surroundings, fears of loss.

After a journey lasting over 12 hours, Aziz and his family arrive in Karachi, having been dropped off on the Northern Bypass, the highway encircling the city's northern bounds. The area is sparsely-populated compared to the central parts of the metropolis. There are various settlements in the area, including Afghan Camp, which is populated by refugees from Afghanistan. With no idea where to go, Aziz and his family join other flood-displaced people to camp out on a stretch along the highway. When police attempt to clear their encampment, they stage a sit-in, blocking the entire road and eventually maintaining their place.

Local NGOs and individuals show up to support those like Aziz who recently arrived, dropping off tents, meals, and other materials. The support is much appreciated but not sufficient to meet the needs. Many desperately require medical attention... Aziz's infant daughter included.

¹ This story is based on an extensive interview with Aziz in December 2023. Note that his name has been changed for the sake of privacy.

After a few days of the flood survivors staying on the road, a local landowner invites the people to stay on his land, where he helps coordinate further assistance. This settlement becomes known as the Gulshan-e-Syed Tent City, and Aziz and his family receive a plot of land at no cost.

Malaria has been spreading due to the prevalence of mosquitoes in the rampant pools of stagnant water. Within just days of arriving in Karachi, Aziz’s worst nightmare comes true: his daughter passes away due to the infection.

The ensuing months continue to bring difficulties. Aziz picks up work as a laborer in the city. Transportation via rickshaw to varying workplaces takes up a large share of daily wages, though he finds that earnings are higher, albeit more insecure, in such work than farming. Aziz’s wife and kids (including a newborn) return to their village to mourn for a parent, who had also evacuated to Karachi during the floods but left after several months.

Return depends on conditions in the village. The area where Aziz lived was especially hard-hit by the floods, more so than that of his wife’s family who had returned. Aziz himself has visited his village a few times in the year and a half since the floods. Travel is costly but necessary to see family and understand the conditions. Before coming to Karachi, long-distance travel for Aziz’s family mainly involved annual pilgrimages to a major regional shrine in Sehwan.

During his first trip to see his hometown after the floods, Aziz recalls witnessing the site of his house: “My eyes teared up. Whatever we made was destroyed.”



[L] Remains of Aziz’s house in the Mehar District of Sindh (image courtesy of Aziz, Jan 2024); **[R]** The more developed, central portion of Gulshan-e-Syed, which is near where Aziz currently resides (Jul 2023).

Aziz isn’t sure what the future holds. He doesn’t have enough money to rebuild his house in the village and doesn’t own land there. No government-led rehabilitation efforts have reached him. He’s staying indefinitely in the tent city, where he has the prospect of building on the plot he received and there are plans for the development of utilities. But much remains up in the air.

Question and Context

Aziz's story captures significant aspects of the rural-urban IDP experience. Thousands of IDPs have resettled in Karachi in the months since the 2022 floods, with thousands more who came to Karachi for temporary relief before returning to their hometowns. Each individual has faced a very challenging situation, with many facing cosmic tragedies as in Aziz's story.



One of many communities in Sindh that were severely inundated: Dera Allah Yar in the Jafarabad District as seen on August 30, 2022 (image credit: Reuters/Stringer via Kawoosa et al. 2022).

Countless people suffered as a result of the disaster, with the rural poor primarily affected. A significant amount of the affected population migrated to cities for shelter. The rural-urban migration to Karachi is a large number in absolute terms (in the tens of thousands) but relatively small compared to the vast amount of displacement around rural areas (in the millions). This migration raises questions about the intersection of humanitarian response and urban planning. For example, what practices should the host community take to best support IDPs? Such inquiry is relevant due to: [1] literature gaps in the Pakistan context, [2] reports of deficiencies in Karachi's management of IDPs, [3] the history of rural-urban migration due to disasters in Pakistan, and [4] projections of future climate migrations due to floods and also severe heat. Accordingly, the primary question of this research is:

How can key decision-makers in Karachi equitably and sustainably accommodate the short- and long-term shelter needs of flood-displaced populations who migrate to the city?

The question involves the following aspects:

- **Situation:** IDPs migrate to the city due to floods → Need for shelter in the city
- **Responsibilities:** Public officials and stakeholders → Provision of shelter for IDPs
- **Principles:** Rights of IDPs → Claim to equitable and sustainable shelter

Under an ideal humanitarian response, the provision for the need satisfies the claim. Real-world conditions complicate responses, but it's necessary to consistently reflect and improve.

Situation

Impact of the 2022 Floods

The severity of the 2022 floods is shown in Figure 1. Note that the water is most accumulated around the Indus River basin in the southeast of Pakistan, covering many of the towns and farmlands in Sindh. During the first days of the disaster, UN Secretary-General António Guterres declared, “I have never seen climate carnage on the scale of the floods here in Pakistan” (2022). He also linked the “apocalyptic flooding” to “a grim calculus of climate injustice” (UN News 2022). The floods’ natural (Hong et al. 2023) and man-made (Al Jazeera 2022) causes were exacerbated by extreme impacts of climate change like intensified monsoon rainfall and glacial melt (Mallapaty 2022). At least 1,700 people were directly killed, about 33 million people were affected, nearly 8 million people were displaced, and cumulative damages and losses exceeded \$30 billion (MoPD 2022). The sheer magnitude of the devastation is difficult to comprehend and quantify. Six months after the peak of the flooding, an estimated 5 million people were still living in flood-affected areas and millions lacked access to basic health services (RI 2023).

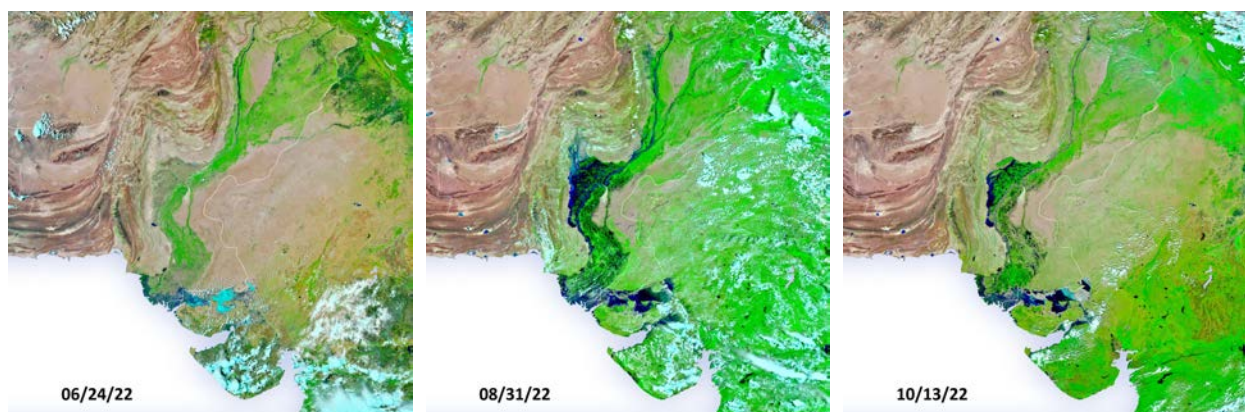


Figure 1: 2022 floods across Pakistan, showing the extent of water coverage in blue, which lasted for months in populated parts of rural Sindh (image credits: Earth Observatory 2022).

Disasters like floods are particularly devastating for socioeconomically disadvantaged populations, such as rural farmers and daily wage workers. The agricultural cycle was critically disrupted by the floods. Many farmers rely on a schedule of alternating between crop harvests to ensure a yearlong livelihood. The floods hindered economic security tied to farming, which is already onerous. Before the floods, Pakistan was classified as “low” on the UNDP’s Human Development Index, with a ranking of 161 out of 191 countries (2022), and among the 10 worst-off countries for long-term climate risks on a Germanwatch index (Eckstein et al. 2021). Floods of such a massive scale weren’t expected in 2022 by the country’s disaster management authority. The Monsoon Contingency Plan from relevant Sindhi officials shows how the “worst case” instead of “likely” scenario came true (PDMA Sindh 2022: 13). A caseload of 62,496 affected families was “likely,” with shelter preparations just above that demand (Ibid.: 23).

Rural-Urban Migration in Sindh

Back in 2010, floods in Pakistan also caused massive displacement. About 70% of the IDPs who migrated to big cities then may have permanently resettled due to the difficulties in their hometowns (Latif 2019). How cities are planning for displaced populations, in terms of both temporary assistance and permanent settlement, is an important determinant of the country's disaster preparedness and climate resilience. There's generally a steady rural-urban migration to Karachi since the city tends to provide job opportunities, but the country's massive economic crisis has involved rising unemployment (Numan 2023). Many people in Sindh work as tenant and smallholder farmers, so environmental disasters are particularly devastating to their livelihoods. Factors such as regular flooding and extreme heat² drive migration in the region. Increased connectivity between rural and urban areas through media and transportation may allow migrants to better consider the options available to them. Overall, rural-urban migration poses hardships for disaster survivors, who "may find their socioeconomic status puts them at risk again [of displacement]" and end up living in inadequate housing conditions (Joles 2022).

Responsibilities

Disaster Management in Pakistan

Enacted in the wake of the 2010 floods, The National Disaster Management Authority Act of 2010 restructured disaster management in the country. There are three layers of management:

1. National Disaster Management Authority (NDMA)
2. Provincial Disaster Management Authority (PDMA)
3. District Disaster Management Authority (DDMA)

A DDMA is responsible for the daily operations and implementation of disaster response at the local level (e.g., managing all forms of relief camps). The PDMA is responsible for coordinating actions across the various departments of the provincial government (e.g., health, education, information, and police) during pre-disaster, disaster, and post-disaster periods. The seven DDMA's within Karachi were directly responsible for official relief efforts for 2022 flood affectees who arrived in the city. More details about Karachi's governance structure is in Appendix II.

S&S and Civil Society

The S&S response to the 2022 floods, especially from international humanitarian actors, was focused on rural areas. The UN entity primarily responsible for serving IDPs as well as managing non-food items (NFI) in Pakistan is the International Organization of Migration (IOM). Working closely with the government and NGOs in the flood-affected parts of the country, IOM provided critical assistance in terms of S&S. However, its activities didn't include support for tent cities or other camps for IDPs who migrated to Karachi. The S&S response within the city was led by the

² Sindh has some of the hottest places in the world, including the city of Jacobabad.

DDMAs and a host of actors within civil society, including numerous local NGOs, some international NGOs, local communities, and private landowners and philanthropists.

Principles

Rights of IDPs

Important bases of IDP protections in the international community include the Universal Declaration of Human Rights (UN 1948) and the Guiding Principles on Internal Displacement (OCHA 1998). There are aspects of each that are useful in evaluating the support offered to IDPs by decision-makers in Karachi. Article 25 of the Declaration states that everyone has the right to housing, among other necessities, and the right to security, such as when livelihood is lost due to “circumstances beyond [a person’s] control.” The Guiding Principles advocate that:

- National authorities are primarily responsible for assisting and heeding IDPs (Principle 3)
- IDPs have rights to “move freely in and out of camps or other settlements” (Principle 14), “be protected against forcible return to or resettlement in any place where their life, safety, liberty and/or health would be at risk” (Principle 15), and “an adequate standard of living,” with its planning including the “full participation of women” (Principle 18)
- IDPs should be able to fully participate in the “the planning and management of their return or resettlement and reintegration” (Principle 28)

Keeping these rights in mind helps frame the objectives of examining short- and long-term S&S.

Equity

The rights of IDPs point to the importance of recognizing and respecting varying circumstances. This care, by tailoring responses to needs, prevents placing a person or group at risk of further socioeconomic or environmental harm. Ensuring that IDPs – including those that have been marginalized – participate in decisions that affect them is also fundamental to equity. In the context of global health, the World Health Organization defines equity as “the absence of unfair, avoidable or remediable differences among groups of people, whether those groups are defined socially, economically, demographically, or geographically or by other dimensions of inequality” (n.d.). As such, equitable S&S is mindful of existing inequalities and promotes justice for all.

Sustainability

To prevent displacement and its impacts requires broad-ranging strategies and scenario planning. Sustainability in this context relates to “sustainable development,” which is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” (Brundtland 1987: 41). A sustainable S&S response is one in which there’s efficient, multisectoral resource management and capacity building to fully meet both current and projected needs of the affected population. Such a response would be mindful of environmental impacts and advance public health and wellbeing.

Objectives

The primary research question broadly has the goal of charting the post-disaster S&S response. A research priority of the Global Shelter Cluster is to understand how best to support disaster-affected households in the longer term (2022: 15). Extensive rural-urban migration and related issues of land, employment, and stability — as in the case of IDPs coming to Karachi — demonstrate a need for comprehensive S&S planning that upholds the rights of IDPs.

Short-Term S&S

- Note the different options for shelter available to IDPs who migrated to Karachi
- Understand the process of creating and providing accommodations for IDPs in Karachi, including who makes the decisions

Long-Term S&S

- Figure out the different roles between public and private actors in supplying shelter
- See if there were resettlement opportunities in Karachi and what the needs are



Methodology

To approach the research question and objectives, both desk research and fieldwork are necessary. The former includes a literature review and a media scan. The latter includes site visits and interviews. Qualitative methods are used since it's necessary to uncover the *how*: *how* did stakeholders in Karachi respond to the crisis, *how* are IDPs experiencing S&S, *how* can local humanitarian planning be improved.

Accommodating displaced populations involves planning at multiple levels: local organizing, domestic politics, and international assistance. While looking at the government relief efforts and urban planning, it's necessary to consider how power is distributed and to what extent affected communities are able to make decisions based on their particular needs. As such, a guiding framework for the research is whether equity and sustainability are being addressed. Both the quality of urgent service provision and long-term support systems must be examined to inform how urban accommodation of IDPs can be improved.

Fieldwork for this research included two trips to Karachi: four weeks during July-August 2023 and two weeks in December 2023. Additional travel included trips to Islamabad for a meeting with IOM and to villages in the Mehar District for a meeting and site visits with Catholic Relief Services (CRS), which is conducting housing rehabilitation with the government (Appendix III).

Stakeholders who were engaged are categorized in Figure 2. In terms of the interviews, it was important to have flexibility in the structure to properly “allow respondents the chance to be the experts and to inform the research” (Leech 2002: 668). Interview guides are in Appendix I.

<u>Category</u>	<u>Meetings</u>
Affected population	IDPs resettled in Karachi: 30 households via purposive sampling across 3 different communities; Various additional conversations, including with community leaders
Public sector	Provincial officials: disaster management, rural rehabilitation, economics, human settlement; Municipal officials: local district management
Civil society	Managers and community leaders of the 3 private tent cities; Various local charities that support[ed] the tent cities
International actors	IOM offices in Islamabad and Karachi; CRS in rural Sindh

Figure 2: The four categories of stakeholders that were engaged during fieldwork.

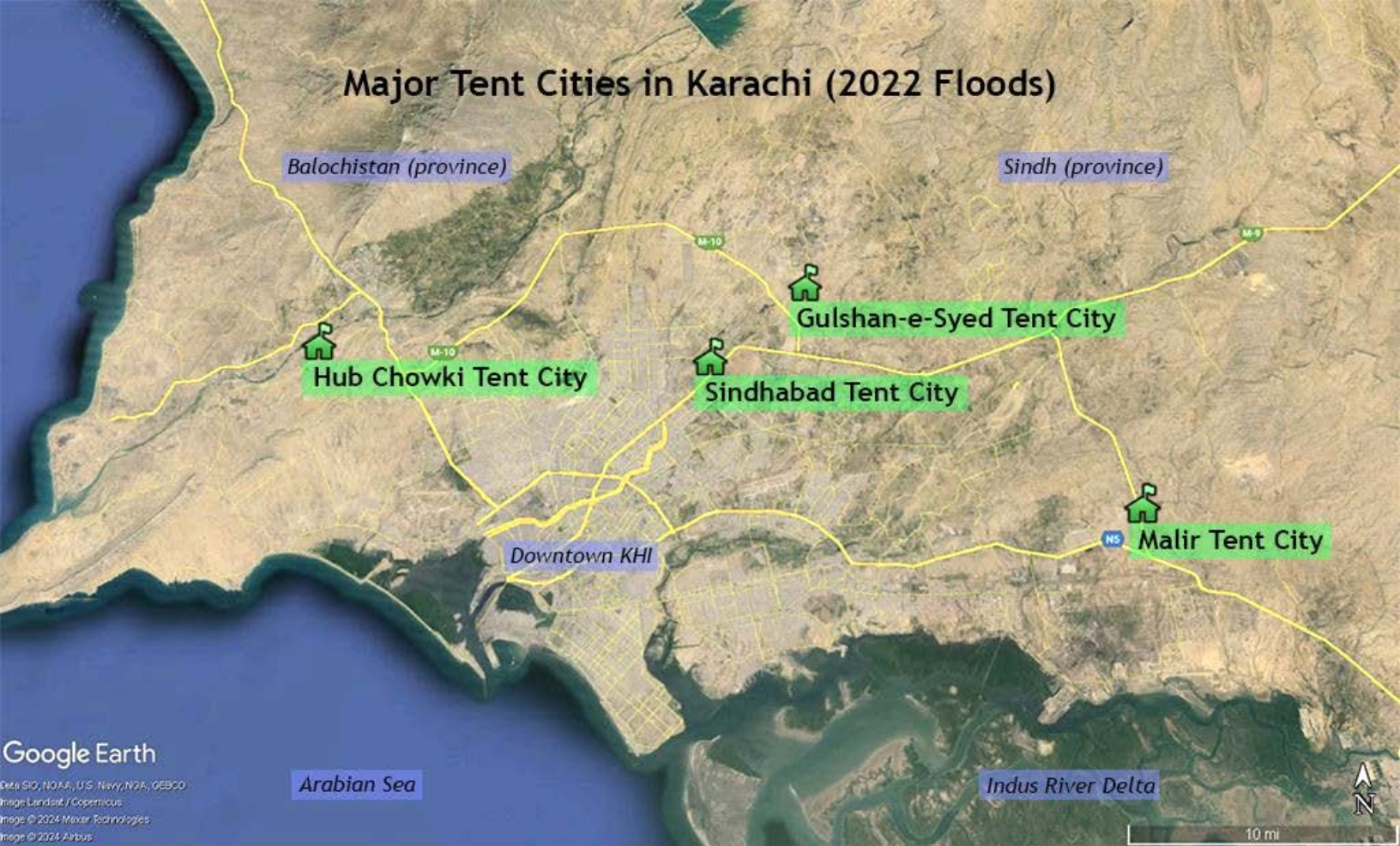


Figure 3: Location of four settlements where thousands of IDPs each are residing or resided. M-10 is the Northern Bypass highway while M-9 connects Karachi (KHI) to Hyderabad (image credit: Google Earth 2023).

The scope of the research focused on three tent cities that are still operational and privately-coordinated: Sindhabad, Gulshan-e-Syed, and Hub Chowki. They are plotted in Figure 3. Based on research and conversations with stakeholders, these tent cities are the largest communities of IDPs from the 2022 floods still in Karachi. Malir Tent City is also labeled on the map, though it wasn't visited as it was formally closed by the time of fieldwork. It was examined based on stakeholder meetings, social media, news articles, and reports. The four tent cities serve as important bases for approaching the research question. They are all integral for a proper understanding of the S&S response for IDPs in Karachi.

The three private tent cities were visited during both fieldwork trips (about 5 months apart), though household interviews with IDPs were only conducted during the first trip.

Notes on Research

- The fieldwork was conducted after the official response to IDPs was completed, so short-term facilities that housed IDPs during the emergency period weren't visited and secondary information was used to understand that aspect of S&S.
- It was beyond the scope of the fieldwork to gauge how many IDPs resettled in Karachi beyond the tent cities and to document their experiences.

S&S Response Overview

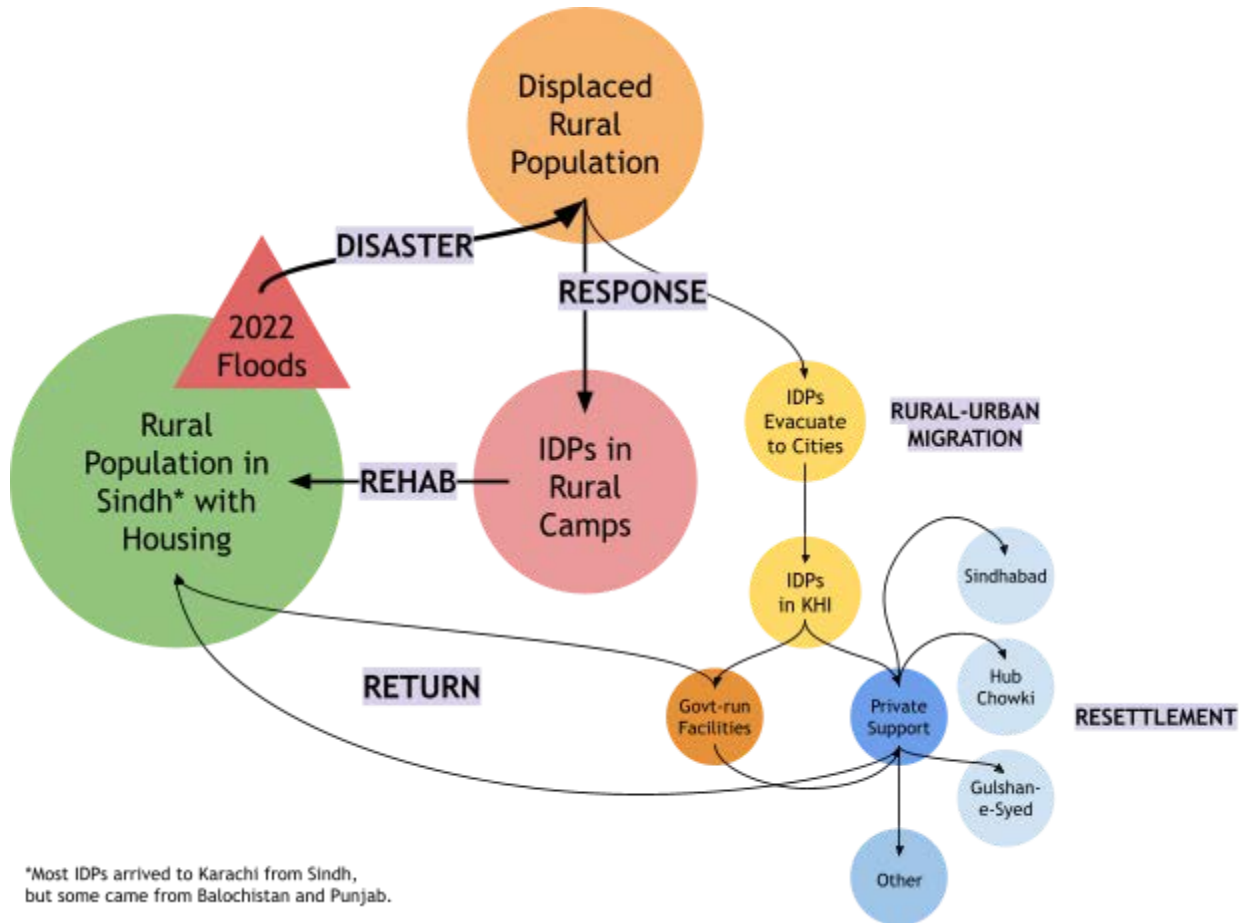


Figure 4: A schematic of IDPs’ search for shelter. Note that the shape sizes aren’t proportional to population sizes.

Scale of Rural-Urban IDPs

There were major decisions that the flood-affected population had to quickly make. Figure 4 attempts to chart the movement of IDPs from rural to urban settings – note that upon entering Karachi, IDPs wouldn’t necessarily be aware of the shelter options available to them. The earliest estimate of IDPs who evacuated to Karachi was 50,000, based on a senior official’s statement (Ayub 2022). This number was meant to include people who accessed official facilities and private accommodations (ul-Ashfaque 2022). However, its accuracy is complicated by the initial count of IDPs in official facilities of 14,450 (Ibid.). It’s certain that many IDPs came to the city and weren’t in the public camps but the number of such cases is undetermined. A local NGO estimate from July 2023 is that about a third of IDPs who came to Karachi stayed. Most IDPs who stayed long-term are struggling to get by. Basic utilities (water, electricity, gas) and services (sanitation, transport, schools) are lacking or non-existent in their tent cities.

Malir Tent City



Tents being set up for IDPs (image credit: Sindh Information Department via Facebook, Sep 20, 2022).

Setting

This tent city was near the Sassi Toll Plaza in the eastern part of Karachi. It included about 1,300 tents for over 500 families, arranged in a gridded formation across 31 acres (Ansari 2022).

Establishment

The DDMA's response across Karachi included opening up public facilities as relief camps. However, facilities such as schools that were used for their open halls needed to return to their functions after several weeks of the crisis (Siddiqui 2022). As such, in late September 2022, the government established the Malir Tent City on land owned by the Malir Development Authority to shift IDPs. It's unclear what support, if any, IDPs were given in the move to the tent city and how many IDPs chose to return to their hometowns at that point.

Challenges

Residents reported snakes in the camp, which are especially dangerous given the relative exposure of the tents. There were also reports of inadequate medical services provided to the population. The announcement in late November of the tent city's forthcoming closure was protested by residents as they expressed their need for continued accommodation.



[L] A school being used for shelter (image credit: Siddiqi/Dawn via Hasan 2022); [R] Protests outside Malir Press Club against the DDMA decision to close the tent city (image credit: Define News via Facebook, Dec 26, 2022).

Sindhabad Tent City



Dwellings in this settlement starkly contrast with the buildings across the highway in the background (Jul 2023).

Setting

The land of the settlement is nearly 9 kilometers long and encompasses 650 acres next to a major highway. The location is relatively central within the northern part of the city.

Establishment

This settlement is the city's largest place of refuge for flood-affected IDPs. It was started by a local humanitarian back in 2010 to support IDPs from the massive floods that year. Land adjacent to a highway, which is publicly owned and previously unoccupied, was used for camps. The area has grown with the arrival of IDPs from subsequent floods. "New Sindhabad" refers to the tent city portion that's mainly inhabited by 2022 IDPs. Local NGOs occasionally support the settlement. During the initial part of the crisis, Sindhabad residents raised funds among themselves to help out the IDPs who were just arriving and in need of food and supplies.

Challenges

Many accidents have occurred over the years as people have crossed the busy highway (186 deaths since 2010). Violent crime has occurred recently, including a stray bullet injuring a child. Urban flooding is a common problem here due to the city's poor drainage infrastructure.



[L] One of the six houses constructed by volunteers from China in September 2022 (Jul 2023); [R] A classroom in the older part of settlement – classes are still infrequent due to funds (Dec 2023).

Hub Chowki Tent City



Relief tents from NGOs and makeshift shelters are mixed with under-construction brick houses (Aug 2023).

Setting

Hub Chowki is in the western part of Karachi, adjacent to its border with Hub, a city in Balochistan. Its name signifies its location near a guard post at the provincial border. Wilderness was cleared to make way for accommodations at this 17-acre tent city.

Establishment

The settlement was started by a humanitarian to support IDPs on public land where he was given permission by a local official to manage a relief site. Compared to the other tent cities, many residents were given disaster relief tents due to connections with NGOs, such as Doctors Without Borders. In addition to tents, there are a few latrines and solar-powered lamp posts that were provided. Basic utilities are lacking at the site but arrangements are made for free water tanker delivery. The daily tanker distributes 10-liters of water per household.

Challenges

The location is relatively remote and on the outskirts of Karachi. There hasn't been sufficient medical care to support all of the needs. As with the other tent cities, some residents are completely dependent on aid due to disabilities, orphanhood, or health issues.



[L] Relief tents from over a year ago are still being actively used, as many are unable to afford building a house (Dec 2023); [R] Solar panels are often the only source of electricity for households (Aug 2023).



The view from a school that's being built along the settlement's main road. The mosque was donated by a family. The adjacent shelter is still makeshift but the household has started constructing a wall (Dec 2023).

Setting

Off of the Northern Bypass highway, the tent city is in a relatively open area, encompassing about 50 acres. Its name reflects its founder's aspirations for a planned, gardenized settlement with 10,000 trees consisting of the IDPs who have stayed there since its time as a relief camp.

Establishment

The settlement was started by a private landowner to support 2022 IDPs on land he owns. During its initial phase as just a camp, various local NGOs supported it. The planning of the settlement has allowed for housing developments and potential integration into the city's formal urban fabric. The settlement is still mainly composed of IDPs living in makeshift shelters and tents. As the IDPs have been allocated free plots, some have started building houses.

Challenges

There have been contested claims to the land, though officials have expressed support for the settlement. Tragically, a dispute in December 2023 led to violence, with a child getting shot dead. IDPs are unlikely to know about Karachi land issues, but are vulnerable to its dangers.



[L] Residents with enough savings are able to construct 1-room brick houses (Dec 2023); [R] A tent from UNHCR serves for occasional visits from local medical teams (Dec 2023).

Comparison of the Tent Cities

The IDP experience has been different based on the relief camps that they have stayed in during their time in Karachi. Figure 5 notes some attributes of the four tent cities for comparison.



	Malir Tent City	Sindhabad	Hub Chowki	Gulshan-e-Syed
Settlement Ownership	Sindh government: Malir Development Authority; coordination by DDMA and PDMA	Public land adjacent to highway: Received support for creating the tent city from local officials	Public land: Received oral agreement from local officials for creating the tent city	Private land: Also received NOC (No Objection Certificate) to protect settlement
Land Tenure	Free tents and basic facilities provided for IDPs to use; Support was only short-term and the tent city was closed by early 2023	IDPs stay on the land for free but lack ownership of any plot; IDPs are still allowed to develop plots and some people have	IDPs were equally distributed free plots that they may develop and have ownership over; Plots can't be sold for 5 years	IDPs were equally distributed free plots that they may develop and have ownership over; Plots can't be sold for 5 years
Population Estimate	5,132 (early 2023) <i>This is the last official count, not the peak.</i>	~7,500 (Dec 2023) <i>Total: 151,281 (2023 count from govt); as told by coordinator.</i>	~5,000 (Dec 2023) <i>Figure provided by coordinator.</i>	~7,000 (Dec 2023) <i>Figure provided by coordinator.</i>
Community Management	N/A	3 main committees, focused on everyday matters (72 members), patrol (312 members), and judgment (30 members)	32-person council with 3 main leaders that handles everyday issues and coordinates mutual aid to support the community	12-person committee that handles everyday issues across the community
Equity Matters	Closure was too early for many IDPs and there was a lack of support for IDPs afterwards	Emphasis on communal unity and supporting the most disadvantaged residents	Property titles are under the name of the women in the households to prevent exclusion	Commitment to improve resources; Property documents are distributed to residents
Sustainability Matters	Lack of planning support offered to IDPs, which can prolong their vulnerabilities	Various health risks associated with living adjacent to the highway; Conditions of past IDPs still poor	Plots are spread out and developments are according to a plan, which intends to provide utilities	Progress is being made on the provision of utilities, such as electricity, as well as on schooling

Figure 5: A comparison of the four tent cities based on six metrics.

Key Findings: Rural-Urban IDP Experience

Interviews were conducted with IDP households who resettled in Karachi after floods across three privately-managed tent cities, as shown in Figure 6. This subgroup of IDPs who sought long-term shelter isn't representative of all IDPs who came to Karachi: all IDPs sought short-term shelter but most didn't remain in the city for more than a few months. Still, each of the interviewees has insights into both short- and long-term accommodations for IDPs in the city given their lived experience.

	Interviews (households)	Member had been to Karachi before	Resettling in Karachi (no plans to return)	Reported direct support from govt during displacement
2022 IDPs	22	9 (41%)	22 (100%)	0 (0%)
2011 IDPs*	1	0 (0%)	1 (100%)	0 (0%)
2010 IDPs*	7	1 (14%)	7 (100%)	1 (14%)
Total	30	10	30	1

Figure 6: Key findings from household interviews conducted in July and August 2023. All of the 2010 and 2011 IDPs were interviewed in Sindhabad. Some of them live in New Sindhabad due to social relations.

Short-Term Shelter

IDPs who have resettled in the three tent cities were asked about their initial experience arriving in Karachi. How did they access shelter, which at the time was presumed to just be a short-term accommodation? Interviews revealed that arriving in Karachi for this population generally involved paying for a ride on a truck to evacuate to the city, getting dropped off on highways, and then finding shelter through word of mouth. Other IDPs who were evacuated from flood-affected areas received transport and were directly guided to relief facilities, in processes coordinated by DDMA's, though this wasn't a universal experience.

Travel to Karachi

1. **Main modes of transport:** It's common for IDPs to have arrived in Karachi via truck (many cited Mazda or Toyota pickup trucks) or bus, a journey that lasted from several hours to two days, depending on the path, road conditions, and other individual factors. The trip was at relatively high costs for many IDPs, though some were provided free rides coordinated by local officials.
2. **Other modes of transport:** Less common ways of arriving in Karachi that were mentioned during interviews (each once) included train, donkey wagon, and walking, all of which are relatively slow but more accessible for certain communities.

3. **Highway dropoffs:** Most of the interviewed IDPs ended up being dropped off on highways and major intersections — and most had never been to the city before.



[L] People riding atop a Toyota pickup truck, which is the mode of transport that many IDPs took to Karachi (Dec 2023); [R] A scene along a highway in Sindh, showing a truck carrying wheat next to a donkey cart (Dec 2023).

Accommodation Types

1. **Initial homelessness:** Many of the interviewed IDPs experienced homelessness for multiple days after coming to the city, primarily due to a lack of awareness of or inability to reach relief camps.
2. **Repurposed facilities:** Many of the IDPs who arrived in Karachi ended up staying for several weeks in facilities designated by the DDMA to serve as shelters. These included schools, which have assembly halls that provide space for setting up beds.
3. **Makeshift structures:** Within the private tent cities, many of the IDPs didn't have access to enclosed tents so had to make their own makeshift shelters. Many of these — commonplace in Sindhabad and Gulshan-e-Syed — were made of branches in a pitched frame, covered with tarps and textiles. A water container was usually kept inside and filled when a tanker arrived. A pit latrine was usually shared among adjacent shelters.
4. **Relief tents:** Tents procured by government officials were set up at Malir Tent City, though it's unclear if they were donated to the IDPs. At the other tent cities, some NGOs distributed sturdy relief tents. This distribution was most evident at Hub Chowki Tent City, where hundreds of households were provided dome-shaped shelters. The water and sanitation arrangement was similar to that of the makeshift structures.

Basic Needs

1. **Food:** The interviewed IDPs reported that local NGOs were primarily responsible for providing food, water, and related supplies to IDPs. Members of the local community also donated food, especially in the early days of the crisis.
2. **Clothing and other support:** Some local NGOs conducted clothing drives, and there were reports of volunteers offering services like haircuts in the camps.

3. **Health and safety:** There were sanitation and health concerns across the relief camps. Mosquitoes were a major concern, especially for the outdoor camps. Snakes posed a danger at the tent cities, which were set up on uninhabited land.

Long-Term Shelter

IDPs still in the private tent cities likely plan to stay indefinitely due to plot access, employment opportunities, and social networks. It's unclear if rural rehabilitation efforts will make an impact on their decisions going forward – note that interviews were conducted before many rural rehabilitation projects with funding began. Still, the three tent cities were all nearly as populated (as described by the coordinators) over a year after the flood evacuations.

Accommodation Types

1. **Continued conditions:** At least for the majority of interviewed IDPs who are still in tent cities, the shelter conditions are the same as short-term. However, those who received relief tents, as in Hub Chowki, expressed the degradation of the tents after months.
2. **New developments:** All of the interviewed IDPs have the opportunity to build houses, and those in Gulshan-e-Syed and Hub Chowki own the plots. There are one-story brick houses at various stages of construction, with greater development noticed during the second fieldwork trip. At the Gulshan-e-Syed developments, there are dozens of houses being built, with the standard layout including a main room with two small rooms for a kitchen and bathroom. The primary determinants for housing development are whether IDPs can afford to build and whether they plan to permanently resettle in the tent city.

Basic Needs

1. **Changed circumstances:** For the majority of interviewed IDPs, there is much less charity support months into their migration. With most households having at least one breadwinner, they are supporting themselves for food. Water distribution involves tankers making regular deliveries. The IDPs were most concerned with receiving basic utilities (stable water supply, gas, electricity) at an affordable price. A few IDPs are reliant on assistance arranged by coordinators due to disabilities and health conditions.

Settlements

For both short- and long-term shelter, there is the corresponding need for settlement provisions, which includes the necessary network of services and spaces around an individual's shelter. A man who arrived in Sindhabad in 2010 said, "There are a thousand difficulties here," citing daily struggles in the settlement. Though everyone in the settlement has some shelter, there's a need for adequate housing connected to utilities and resources. Many IDPs are disconnected from schools and jobs in addition to transportation and green spaces.

Housing, Land, and Property

1. **Receiving of plots:** At each tent city, all of the IDPs reported having a plot for their household. This provision is significant for IDPs who had to rent land in their villages. It also offers a potentially stable path forward if they choose to develop the plot.
2. **Property rights:** It's unclear if the plots donated to IDPs are officially registered by the city. But the coordinators of Gulshan-e-Syed and Hub Chowki have provided files to IDPs.
3. **Local land disputes:** There have been issues in the establishment of tent cities due to disputes surrounding land, which is often a severely contentious resource in Karachi.

Employment

1. **Previous professions:** Most of the interviewed IDPs worked as farmers or laborers.
2. **New opportunities:** In the city, many IDPs have found jobs in the informal economy. Of the interviewed IDPs, current jobs include artisan (jewelry), laborer (logging), and street sweeper. While these jobs may pay higher than farming, they may be less secure.
3. **Income in the city:** Interviewed IDPs reported daily household incomes from about \$0-6. None of the IDPs at the time owned personal transportation and were reliant on walking (often long distances) or taking relatively costly rickshaw or bus rides to reach work.

Social Aspects

1. **Gender and tent city management:** All of the founders of the tent cities are men, and only men were seemingly part of the inner coordination circles. As such, it's hard to properly gauge how women are included in decision-making on S&S processes.
2. **Religious pluralism:** Each of the coordinators expressed their pride in the religious diversity and tolerance in the camps, which was especially noticeable in Sindhbad.
3. **Cultural heritage:** While not mentioned by interviewed IDPs, an issue potentially linked with rural-urban migration noted by the government is the "heavy, often irreparable losses to the tangible and intangible cultural heritage of Pakistan" (MoPD 2022: 53).



[L] A mandir (Hindu temple) in New Sindhbad (Jul 2023); [R] A mosque and imambargah (Shia congregational hall) in New Sindhbad (Jul 2023); note that there is also a gurdwara (Sikh place of worship) in the settlement.

Key Findings: S&S Planning in Karachi

The IDP experience seems distant from S&S planning. This finding is based on who makes the impactful decisions on where people stay and what accommodations they have (local government, landowners, NGOs) and who is most directly impacted (IDPs). There doesn't seem to be a public engagement mechanism between IDPs who stayed long-term in the city and any governmental authority. The governmental disaster response within Karachi only focused on short-term support, while civil society has helped fill important capacity gaps in relief efforts and provide critical assistance to IDPs still in the city.

Role of Government

Response Takeaways

1. **Overarching policy:** In terms of rural-urban migration, the government at the local and provincial levels viewed its role as supporting IDPs during the initial crisis of displacement to the city. The goal was for these IDPs (e.g., those staying at Malir Tent City) to return after the floods had receded in their hometowns.
2. **Relief camp considerations:** The 2022 Monsoon Contingency Plan, made months before the devastation, describes that there are 76 relief camp locations within Karachi and that camps would involve NGO support (PDMA 2022: Annex-I, 44). Daily situation reports during the crisis indicate that by September 6 there was a peak of IDPs in Karachi: 41 relief camps across six districts accommodating 16,128 people (PDMA 2022-3).
3. **Relief camp shortcomings:** Various relief camps were criticized by occupants for lacking essential supplies (Aaj News TV 2022 and Amin 2022). These deficiencies indicate insufficient preparation to meet the basic needs of IDPs. Also, there was a lack of engagement of IDPs themselves in the planning process for their accommodations.
4. **Coordination with civil society:** As shown in Figure 5, there was an important, albeit limited, level of cooperation between local government, private landowners, and philanthropists in providing shelter for IDPs (primarily through land agreements).
5. **Lack of long-term S&S support:** There is no plan for urban resettlement, so all IDPs who stayed in the city after the publicly-run tent city and accommodations were closed are on their own. Officials appear reluctant to propose policies of resettlement for IDPs due to political factors. However, such a policy may be necessary for equity and to ensure that those who were completely devastated and traumatized by the loss of their homes and livelihoods during the floods can be welcomed into the city.

Urban Planning in Karachi

1. **Informal settlements policy:** The process of formalizing settlements in the city (which enables infrastructure upgrades and resource access) is focused on those settlements

that can prove establishment before 2012. As such, the settlements composed of recent climate migrants wouldn't necessarily be part of public development efforts.

2. **Extensive challenges:** Consistent, or even existing, infrastructure for water, sewerage, drainage, and electricity is a major issue for communities across the city. Such a context renders satisfying the needs of people entering the city during crises especially difficult. One official in August 2023 mentioned how there's a "lack of [urban] planning on the basis of data" in the city, citing issues with consistent and organized infrastructure.

Policies Since the 2022 Floods

1. **Monsoon Contingency Plan 2023:** There's a recognition in this plan of the importance of partnerships in disaster management. The 2022 floods response had to involve local and international actors in order to meet the urgent needs (PDMA Sindh 2023b: 65). There are also sustainability considerations that weren't in the previous contingency plan: after the discontinuation of relief camps, DDMA's should arrange the "retrieval of non-consumable and reusable camp items" to store (Ibid.: 72).
2. **Sindh Disaster Management Policy (SDMP):** This new policy further articulates the need for partnerships by describing the NGO and philanthropic role in pre-disaster capacity building, disaster-time facilitation of temporary shelters and camps, and post-disaster assistance in rehabilitation activities (PDMA Sindh 2023c: 45-6).
 - a. A related sustainability consideration is the flow of information between these partners to "avoid duplication and wastage of resources" (Ibid.: 72). However, there is no mention of an apparatus for accountability.

A significant change in terms of S&S is that "no schools, other education facilities and government facilities shall be allowed for establishment of relief camps" (Ibid.: 70-2).

- a. It's unclear which facilities will be used for camps. It's mentioned that the creation of camps (presumably like Malir Tent City) will be "at suitable locations keeping in view accessibility, safety, and security of the displaced peoples" (Ibid.).
 - b. There are other equity considerations mentioned such as "special care shall be given to women, children, elderly, and disabled persons" (Ibid.). But the relevant S&S programming remains unclear as does any process for fair camp closure.
3. **Sindh Disaster Management Plan, 2023-2032:** The government's post-disaster recovery and rehabilitation includes resettlement of the displaced population on a "build back better basis" (PDMA Sindh 2023a: 31).

Role of Civil Society

Local NGO Support

1. **Activity in tent cities:** Local NGOs have provided the only periodic aid to IDPs who resettled in the three privately-run settlements. These NGOs include Bahar Foundation,

Khadmain Sindh Foundation, and Karachi Social Forum. However, their support in the settlements has dwindled in the months since the disaster. Note that international NGO presence is limited overall in Pakistan, and INGOs aren't as focused on IDPs in Karachi.

2. **Connectedness to affected population:** The interviewed IDPs expressed a general awareness of the types of support offered by the local NGOs, and community leaders seemed to be in regular contact with the NGOs and some medical clinics.

Private Sector Coordination of Tent Cities

1. **Religious and cultural motivations:** The tent city founders all cited religious (Islam) and cultural (e.g., Sindhi heritage) motivations for their commitment to assist the IDPs.
2. **Outreach efforts:** Word of mouth played a critical role in spreading information about the tent cities. During the 2022 response, there wasn't a public mechanism to share details of all shelter options with IDPs. Coordinators of the tent cities have used news, social media, and highway banners to reach IDPs about the available accommodations.
3. **Engagement with IDPs:** The coordinators seemed to have positive relationships with the IDPs and be attuned to the needs in their respective settlements. However, interviewed IDPs were not asked (nor did they explicitly share) any complaints that they have against how the tent cities are managed on a daily basis.
4. **Recurring role in response:** The Sindhabad case shows how instrumental those in civil society have been in assisting IDPs in the city over the years. This history also points to ongoing gaps in the governmental planning for post-disaster migration.



Recommendations: Policy Framework

The goal of disaster policy is, first and foremost, prevention. As such, policies to prevent displacement and loss of shelter – e.g., changes to irrigation management, creation of resilient infrastructure, and alleviation of rural poverty – are necessary. However, such large-scale efforts to prevent the impacts of disasters like flooding take time to achieve, especially in low-resource settings. Given the need to address the ongoing impacts of climate-related disasters (and prepare for potential crises), it's necessary to improve the S&S response in addition to preventative measures. Per the findings, three main areas of policy can be improved: Shelter Programming, Public-Private Partnerships, and Outreach and Communications.

Needs Assessment

The actual needs and aspirations of IDPs should guide any planning to support IDPs. A comprehensive needs assessment and inclusive participation of IDPs in the policymaking process is key for a truly equitable and sustainable implementation plan. Recommendations for the proposed three-part policy framework are guided by the following summary of needs:

1. Thousands of households have resettled in the city, primarily due to an inability to securely return, and face various shelter challenges despite some local support.
2. Coordination between the public sector and civil society in assisting IDPs in tent cities is lacking in terms of accountability, monitoring and evaluation, and resource allocation.
3. Many IDPs who arrived in the city had little to no knowledge about options for relief and shelter, and many of them still in the city are likely unaware of rehabilitation funding.

Shelter Programming

IDPs would be better supported through multiple shelter options that accommodate the varying needs of different households and also ensure that IDPs are looped into urban networks. This flexible and comprehensive shelter programming could have options beyond well-maintained relief shelters and tent cities such as local hosting arrangements.

Public-Private Partnerships

Government and civil society actors can strategize on how to more thoroughly assist IDPs by sharing resources, providing incentives for landowners, and identifying service gaps. Such prepared public-private partnerships can make planning more efficient and involved.

Outreach and Communications

Communities during crises should clearly be alerted of available urban resources. And IDPs who are in long-term shelters should also be kept informed of any efforts that support a safe return. These robust disaster outreach mechanisms would allow IDPs to make better decisions.

Two essential aspects of the policy framework that link the aforementioned three areas of the response together are shelter phasing and information flows. Both require partnerships.

Shelter Phasing Model

S&S planning should have phases to accommodate varying IDP migrant needs during and after the crisis period, with flexibility based on input from IDPs themselves. These phases would promote equity and prevent undue pressure on IDPs to prematurely or forcibly return. Four phases are conceptualized for the disaster management authorities to lead (Figure 7), beyond just the first phase which the authorities have been implementing with some success.

1. Short-term shelter for those arriving to the city until return *with* recovery is possible
2. Extended shelter security and services for those unable to return yet
3. Long-term support for those who are still unable to return but eventually seek to
4. Resettlement support for those who seek to stay in Karachi due to various economic, social, and psychological factors

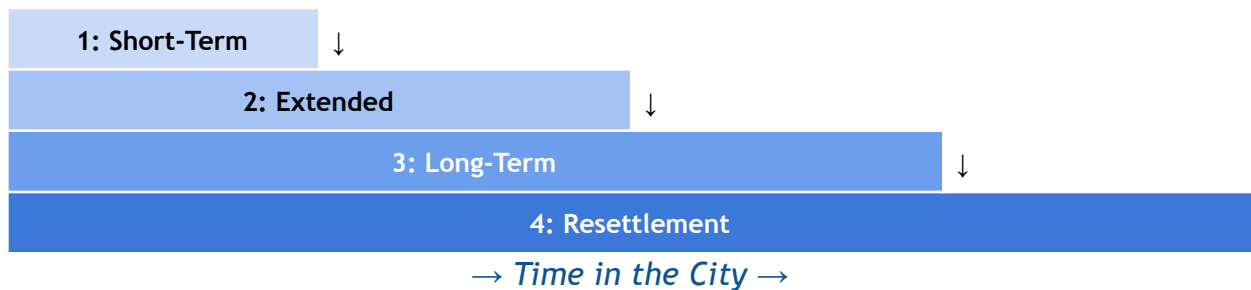


Figure 7: A schematic of shelter programs, with different accommodations for different needs. The downward arrows represent the ability for flexible programming. The relative times are currently undetermined.

Information Flows Model

Information should flow comprehensively to rural-urban IDPs, as depicted in Figure 8.

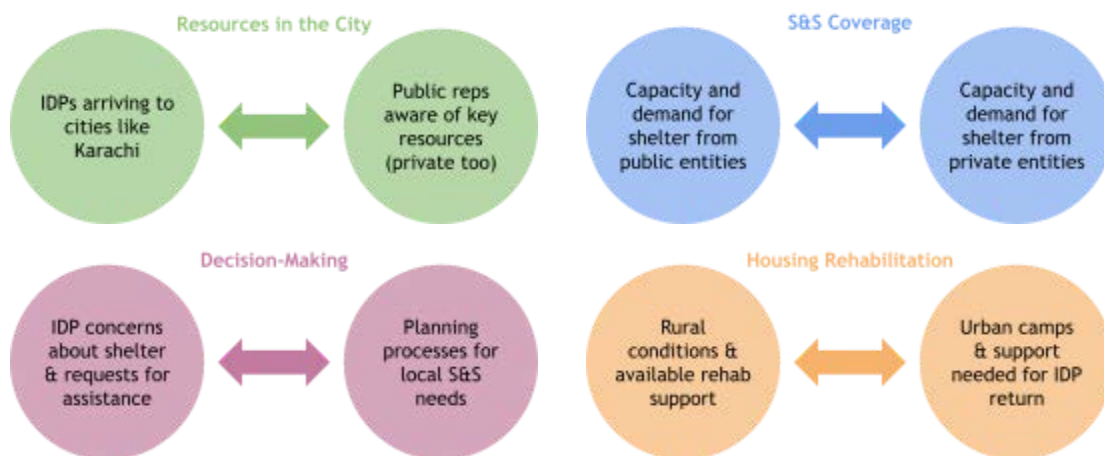


Figure 8: Four information flows that could be strengthened to better serve the needs of IDPs.

Recommendations: S&S Checklist

The policy framework provides a general idea of areas for the S&S sector to improve on. Figure 9 expands on the framework by analysis across seven key dimensions. This outline serves as a basis for the S&S checklist on the next page. Note that these lists aren't necessarily about actions that weren't followed in 2022; rather, they are an amalgamation of practices that should be continued, improved, and initiated.

	<u>Flexible and Comprehensive Shelter Programming</u>	<u>Prepared Public-Private Partnerships</u>	<u>Robust Disaster Outreach Mechanisms</u>
Short-Term S&S Goals	Array of available public facilities, each with proper medical and resource access; Community-based hosting	Coordination across available plots/accommodations; Incentives to landowners for relief camp establishment	Variety of social media and info channels to provide clear guidance to IDPs to navigate their time in the city
Long-Term S&S Goals	Long-term shelter options; Resettlement support such as reduced rental programs and construction grants	Continued coordination; Scenario planning to prepare for relevant outreach and resettlement needs	Personalized check-ins for IDPs who are still in the city; Collection and analysis of IDP perspectives on S&S
Equity Impact	One size doesn't fit all so give IDPs enough time to make S&S decisions, especially for the most disadvantaged groups	More stakeholders properly involved can lead to shared decision-making processes (with IDPs) and the filling in of programming gaps	Diverse and proactive sources of info can help overcome language, educational, cultural, and accessibility barriers
Sustainability Impact	Shelter options that meet shelter needs can promote public health and foster economic development	Resource allocation, including reuse of materials, is optimized when all partners are engaged	Better comms saves time, reduces costs like transport, and builds an archive of relevant info for future use
Government Role	Serve as main coordinator; Implement layered policies; Maintain transparency and promote accountability	Promote accountability across all stakeholders; Build relationships and trust with new partners	Seek IDP engagement; Create a strategic plan for sharing info across partners; Increase access to tech
Civil Society Role	Provide land/space to supplement govt efforts; Link shelter programs with available social services	Coordinate with government in a consistent manner, as on resource management and data collection	Amplify outreach through available channels; Make role clear to IDPs within different policies
International Role	Support financing and operations of shelter access; Assist with overall monitoring and evaluation	Identify gaps left by local partnerships and coordinate with international stakeholders to help fill gaps	Provide technical support to maintain outreach platforms; Recommend best practices and innovations for comms

Figure 9: An elaboration of the policy framework across relevant dimensions of the S&S response.

Below are key actions to advance the policy framework. The first set of actions is pertinent to international humanitarian practitioners interested in longer term shelter recovery.

Support IDPs in Karachi

- Planning process:** Government officials and relief camp coordinators should empower IDPs in the decision-making processes that shape relevant shelter and settlements. All participatory mechanisms should be inclusive across gender, age, religion, health, etc.
- Local integration:** Planners in Karachi could integrate the tent cities by creating adjacent public transit nodes and investing in schools and job training. For Sindhabad, a focus on safe infrastructure and greenery adjacent to the highway would be especially beneficial.
- Shelter protection:** Local officials should ensure that any land titles or deeds provided to IDPs are legitimate and upheld to prevent alterations or subsequent displacement.
- Community engagement:** Local officials like the DDMA should create community-based outreach mechanisms between IDPs still in the city and relevant partners so that IDPs are supported in specific relief, return, and resettlement needs.
- Situational awareness:** Stakeholders in rural rehabilitation should ensure that awareness about their efforts are clearly shared with all IDPs, including those who migrated to cities and may still want to return if provided adequate resources.

Plan for Future S&S Response

- Comprehensive facilities:** Shelter facilities and warehouses should be made in different parts of the city to meet Sphere standards and scenarios of displacement crisis. When not activated, the facilities could serve functions within local communities.
- Urban growth:** Planning in Karachi should consider how growth tends to occur along highways post-disaster – this presents opportunities for designating local public land for relief camps and settlements and coordinating with private landowners for assistance.
- Capacity sharing:** In addition to public-private partnerships to meet given caseloads, inter-provincial collaboration via PDMA, especially in Balochistan and Punjab, may be useful for best supporting IDPs who might come from those provinces to Karachi.
- Knowledge transfer:** Local officials must ensure that the successes and shortcomings of any S&S response are thoroughly documented into localized protocols to share with subsequent officials and that resources are accessible for all those involved.
- Effective media:** Facebook, WhatsApp, and TikTok are key for reaching as many people as possible during an emergency. Not everyone in rural areas has access to technology, but individuals who do can relay information to the rest of the community.
- International advocacy:** Climate change is a global responsibility so engaging global actors in supporting S&S in climate vulnerable countries such as Pakistan is a meaningful way to foster disaster preparedness, response, and solidarity.

Conclusions

Aziz and countless other IDPs in Karachi have faced challenges in seeking relief since the 2022 floods that uprooted them. The Shelter & Settlements response from decision-makers in both government and civil society supported thousands of households entering the city by providing urgent accommodations. Still, there were significant shortcomings of the response that must be addressed. The needs of IDPs who migrate to Karachi could be better served through a wider array of shelter options, stronger partnerships, and greater outreach.

Planning for S&S is a complicated process but essential to ensure preparedness during a crisis. Cities like Karachi must strengthen their systems to support climate migrants, which can be a means of promoting regional development and internal resilience. Pakistan is dealing with serious economic and political troubles, which can constrain S&S planning and capabilities.

When planning to support IDPs, it's necessary to hold that one size doesn't fit all. In other words, a dynamic, participatory, and responsive approach is needed to equitably and sustainably meet the varying needs of IDPs. The ideal S&S response includes accounting for every person affected by and vulnerable to disasters: Everyone who loses their home and/or network of services is provided with a safe roof over their heads and adequate measures are taken to prevent tragedies like the loss of children due to infectious diseases.

Finally, there is a need to address the development issues that set the context for any response carried out by the S&S sector. Three primary areas affecting relief shelters in Pakistan are [1] environmental management, [2] environmental justice, and [3] socioeconomic welfare. All areas are relevant for the humanitarian community as they involve systemic changes in places like Sindh. As is the case in many parts of the world, those most vulnerable to disasters and displacement tend to be those with the least privilege. It's imperative that such communities are empowered and supported towards actualizing their basic rights to safety and shelter.

Further Research Directions

This report sought to provide an initial examination of accommodations for flood-affected IDPs in Karachi. There is still much to uncover on this topic and the web of issues surrounding it.

Potential areas of further research include:

1. Comparison of the 2010, 2011, and 2022 S&S responses
2. Setup, provisions, and land tenure of tent cities across urban and rural settings
3. Decision-making processes in relief camps, with a focus on gender equity
4. Best practices of S&S in similar international contexts
5. Humanitarian-Development nexus in Pakistani policies

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Appendix I: Interview Guides

Questionnaire for IDPs in Karachi

Background

1. What is your age? [18+]
2. Where is your hometown [or district]?
3. Do you own or rent land in your hometown?
4. What was your occupation before last year's flood?

Experience in Karachi

5. When did you arrive in Karachi?
6. How did you get to Karachi?
7. How many people did you travel with to Karachi?
8. Did you arrive at this camp or another one?
9. Have you been to Karachi before?
10. How was your shelter set up here?
11. Do you own or rent the land here?
12. Are you employed?
 - a. If so, where and what's your current income?
13. Have you been offered support from the government here?
 - a. If so, from whom and what type?
14. Have you been offered support from NGOs here?
 - a. If so, from whom and what type?
15. What types of challenges have you faced in this settlement?

Future Plans

16. Do you know about the current conditions in your hometown?
17. Do you know if the government or NGOs supported rehabilitation in your hometown?
18. Do you plan to return to your hometown or resettle in Karachi?
19. How do you think the government can improve its support for people displaced by floods?

Open Conversation

20. Any additional comments...?



Questions for Government Officials

1. Can you describe your role within the government? How do you coordinate across the city, province, and country levels?
2. What is your office's responsibility during a disaster?
3. What type of work did you do to support IDPs during the 2022 floods?
4. How many people did you support, where did you support them, and for how long did you support them?
5. How did you coordinate with NGOs during the crisis?
6. What was the role of public-private partnerships during the emergency response?
7. Is the government supporting IDPs who chose to stay in Karachi?
8. Should the government have a post-disaster resettlement program for the most affected people?
9. What were the biggest challenges of supporting the IDPs, and how does your office assess its response to them?
10. How can planning for displacement due to disasters be improved in Karachi? How can it be more fair and sustainable?

Questions for Private Tent City Coordinators

1. How was this settlement established?
2. Is the land here privately owned?
3. Have there been any issues with land ownership between you and the government?
4. Does the government recognize this settlement? If so, does the government provide any utilities or services here?
5. How are the IDPs allocated land, and do they have to pay for it? Have any people left?
6. If there's no payment for the land, do you receive any benefit from the development?
7. How was land allocated? To families and individuals, to men and women? What about people with disabilities or health issues? Was anyone not offered a place to stay? Is the land only for IDPs, how did you verify needs?
8. How did IDPs find this settlement and do people plan to stay long term?
9. Who resolves any community issues that arise?
10. Which NGOs provide support here, and what type of support?
11. How can landowners like you and the government work together to provide housing for people after a disaster?

Questions for NGO Leaders

1. Did you offer support to IDPs at the government tent cities or other temporary shelter locations?
2. How were the government shelters run? Who provided which items to the IDPs?
3. How did the government coordinate with NGOs during the crisis? Were there any issues with information or finances?
4. Were resources provided to people in a fair way? Were there issues with people not receiving support?
5. Did you offer support to IDPs at the camps on private land? Did other NGOs do the same?
6. Were other people taking support that was meant for IDPs?
7. Do you support IDPs who resettled in Karachi? Do other NGOs?
8. How can the emergency response to give IDPs shelter in the city be improved in the future?

Appendix II: Karachi Facts

Population Estimates

According to the Pakistan Bureau of Statistics' National Digital Census (2023)

- **Pakistan:** 241,499,431
- **Sindh:** 55,696,147
 - Growth rate since 2017: 2.57%
 - Average household size: 5.64
 - Rural-Urban ratio: 1 to 1.16 (25,771,071 to 29,925,076)
- **Karachi Division:** 20,382,881
 - Growth rate since 2017: 4.10%
 - Average household size: 5.93
 - Percent of Sindh population: 36.60%
 - Percent of Pakistan population: 8.44%

National Highways in and around the City

Note: M = Motorway; N = National Highway

1. **M-9:** between Karachi and Hyderabad, Sindh
2. **M-10 (Northern Bypass):** connects M-9 (city's northeast) to the Karachi Port (city's southwest)
3. **N-5:** between Karachi and Torkham, Khyber Pakhtunkhwa
4. **N-10 via branch of N-25:** between Karachi and Gwadar, Balochistan
5. **N-25:** between Karachi and Chaman, Balochistan
6. **N-55 (Indus Highway) via branch of N-5:** between Karachi and Peshawar, Khyber Pakhtunkhwa

Governance Structure

Karachi, Sindh's capital, is classified as one of the seven divisions of the province. Within the Karachi Division, there are seven districts (Figure 10). The division is led by a Commissioner, a civil servant who reports to the elected Chief Minister of Sindh (CM). Deputy Commissioners (DCs) are key administrators of the city's districts. A DC's responsibilities include coordinating local disaster management efforts.

The Mayor of Karachi is locally elected for four years and leads the Karachi Metropolitan Corporation (KMC), which is in charge of much of the city's everyday planning. Relevant duties include maintenance and construction of roads, drains, and other infrastructure as well as environmental and cultural initiatives. Note that the responsibility for major aspects of land management and administration within the city lie with provincial officials.

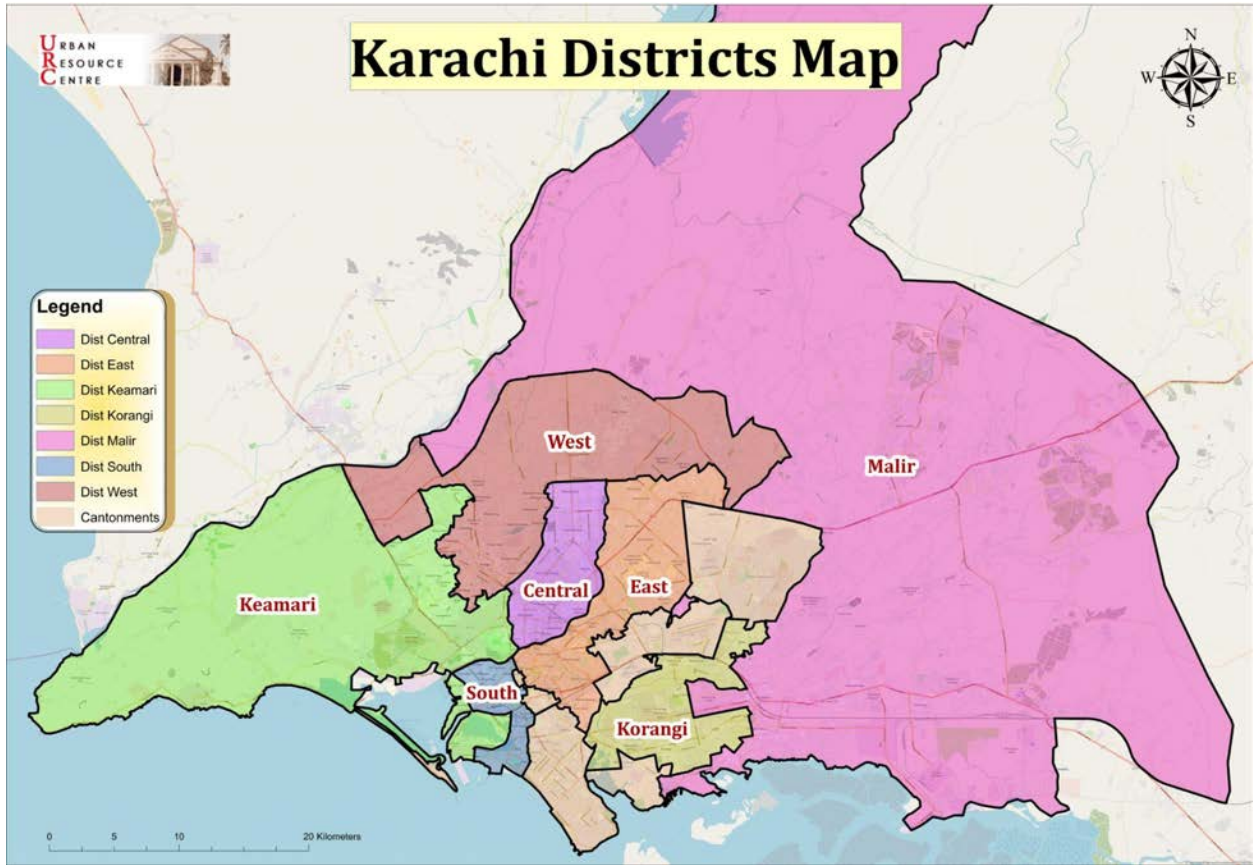


Figure 10: A map showing the seven districts of Karachi (image source: URC 2020).

Districts with Tent Cities

1. **Keamari:** Hub Chowki Tent City
2. **West:** Gulshan-e-Syed Tent City (near border with Malir)
3. **Malir:** Malir Tent City (closed in early 2023)
4. **East:** Sindhabad Tent City

Appendix III: Rural Rehabilitation



Tents and reconstructed houses side-by-side at the Suhbat Khoso Village in Mehar District. Catholic Relief Services, collaborating with the government initiative, is working on village rehabilitation with the community (Dec 2023).

Widespread rural rehabilitation is currently underway through a project called the Sindh People's Housing for Flood Affectees (SPHF) led by the provincial government. It's largely financed by a World Bank loan. NGOs are contributing to coordination and funding in various villages surveyed by the government. SPHF's primary focus is on building simple houses atop raised foundations. To receive funds currently, residents must verify that their house was destroyed and that it was either on land they owned or publicly-owned land. This information was gathered during surveying in 2023. Houses in flood severity zones must be relocated (a process that can complicate rehabilitation for those households). Partially-damaged houses are ineligible for initial funding, though the goal is to eventually reach those households. Funding is accessed in stages, contingent on showing progress on various aspects of the structure: foundation, walls, roof. SPHF isn't investing in settlement planning and services. However, there is a parallel initiative sponsored by IOM focused on resilience and recovery. There is criticism that the government housing is too set on using concrete and not investing in the most sustainable building methods. SPHF believes that sturdy and fast housing is the prime concern.



[L] A new road is paved adjacent to the village (Dec 2023); [R] Many IDPs are still living in tents (Dec 2023).

