

Pakistan, Asia-Pacific | Pakistan Monsoon Floods 2025



Shelter support being delivered to the flood-affected population in Punjab. (Photo: PRCS Punjab branch)

Appeal No: MDRPK028	To be assisted: 225,000 people (Secretariat) 250,000 people (Federation-wide)	Appeal launched: 30/08/2025
Glide No: FL-2025-000139-PAK	DREF allocated: CHF 999,711	Disaster Categorisation: Orange
Operation start date: 30/08/2025	Operation end date: 31/12/2026	

IFRC Secretariat Funding requirement: CHF 16 million
Federation-wide funding requirement: CHF 17 million¹

¹ The Federation-wide funding requirement encompasses all financial support to be directed to the Pakistan Red Crescent Society (PRCS) in response to the emergency. It includes the PRCS's domestic fundraising requests and the fundraising appeals of supporting Red Cross and Red Crescent National Societies (CHF 1 million), as well as the funding ask of the IFRC secretariat (CHF 16 million). This comprehensive approach ensures that all available resources are mobilised to address the urgent humanitarian needs of the affected communities.

TIMELINE



Rescue operations by PRCS staff and volunteers in Punjab. (Photo: PRCS Punjab branch)

27-28 June: Intense pre-monsoon rains caused flash floods in KP – the Swat River surges unexpectedly, sweeping away picnic-goers near riverbanks; dozens are killed or missing.

15-17 August: Khyber Pakhtunkhwa (KP) is struck hard by flash floods and cloudbursts – particularly in Buner where a cloudburst and floods kill over **300 people**, with **158 fatalities** in Buner alone.

17 August: The National Society requests funding allocation through a Disaster Response Emergency Fund (DREF) following severe flash floods and cloudbursts in KP. The province is hit particularly hard, with Buner district suffering the worst impact.

19 August: An Emergency Working Advance is transferred to the National Society to scale up its response operations.

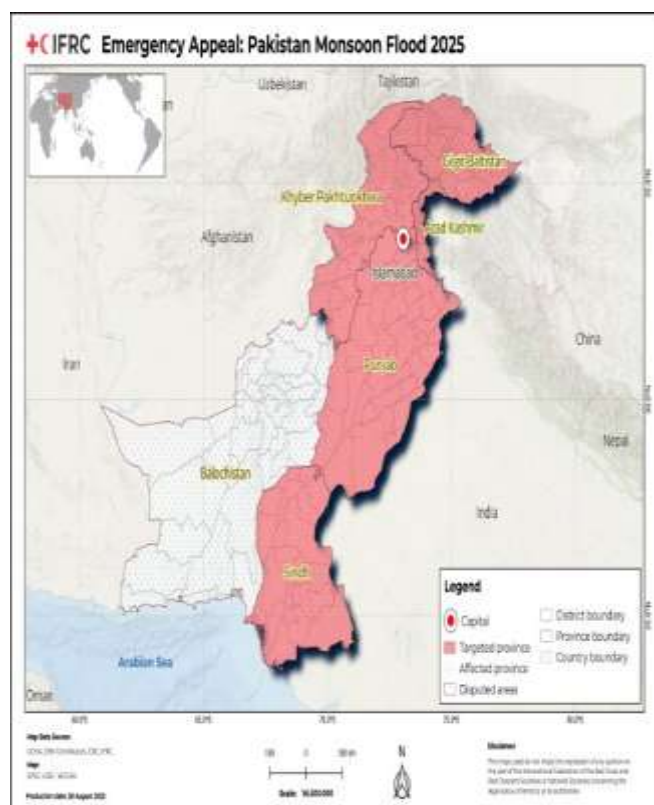
20 August: Punjab (both sides of the border) experiences its worst floods since 1988, due to extreme monsoon rains and dam water releases.

23 August: CHF 999,711 is allocated from the IFRC's DREF.

28 August: Over **one million people** are evacuated from Punjab as floodwaters from Ravi, Sutlej, and Chenab overflow, impacting more than 1,400 villages. Twelve new deaths raise the national toll to 819.

30 August: The IFRC launches an Emergency Appeal for CHF 17 million Federation-wide, with CHF 16 million through the IFRC Secretariat, targeting 250,000 people.

DESCRIPTION OF THE EVENT



As of 8 September 2025, floods have claimed 922 lives and left 1,047 injured across Pakistan, with Khyber Pakhtunkhwa (KP) and Punjab reporting the highest tolls at 504 and 244 deaths respectively.²

Pakistan faces overlapping vulnerabilities that have intensified the humanitarian consequences of the 2025 floods. High levels of poverty, chronic malnutrition, and a fragile health system still recovering from COVID-19 and the devastating 2022 monsoon floods have left millions with limited coping capacity. Many affected districts already record poor maternal and child health indicators, low immunisation coverage, and recurring outbreaks of water and vector-borne diseases. Precarious housing in flood-prone and informal settlements, combined with inadequate sanitation and unsafe water sources, has increased the risks of displacement and disease. Women, children, older persons, and persons with disabilities (PWDs) face barriers in accessing aid, exacerbating pre-existing inequalities. Climate change has intensified the frequency and severity of shocks, further eroding livelihoods that depend on fragile agricultural systems. These pre-existing vulnerabilities amplify the impact of the current floods, making recovery

more complex while leaving affected communities at heightened risk of prolonged humanitarian needs.

The 2025 monsoon floods have caused widespread devastation across the country, affecting vast areas in Punjab, Khyber Pakhtunkhwa (KP), Gilgit-Baltistan (GB), Azad Jammu and Kashmir (AJK), and Sindh provinces. According to the death toll, KP is the most affected province. However, in terms of infrastructure, livelihoods, and agriculture, Punjab has borne the heaviest impact. Relentless rains and flash floods have submerged villages, washed away roads and bridges, and destroyed homes, crops, shops, and livestock. Punjab, the country's main food basket, is experiencing its worst monsoon flooding in nearly four decades. Most standing crops and agricultural land along the Sutlej and Chenab rivers have been destroyed or inundated, raising the risk of food shortages, rising prices, as well as reduced farmland availability for the next growing season. Torrential rains, combined with unprecedented upstream water releases, have triggered exceptionally high floods in the Sutlej, Chenab, and Ravi rivers – marking the first time all three major rivers have reached such levels simultaneously. More³ than 2,000 villages have been inundated, affecting over two million people across the province.

Thousands of people are living in makeshift shelters, roadside encampments, or overcrowded camps, exposing them to harsh weather without adequate protection and increasing their vulnerability. Critical infrastructure has been severely impacted, with health facilities damaged or inaccessible, water and sanitation systems disrupted, and transportation networks cut off, limiting both humanitarian access and community mobility. The floods have triggered widespread food insecurity. District authorities report extensive destruction of houses and cropland. Livelihoods have been severely impacted with rice, sugarcane, maize, cotton, and other crops submerged during peak harvest. Livestock losses are mounting, further undermining rural incomes. Many affected families are small farmers whose homes and fields are now underwater. There is an increased risk of disease outbreaks and significant livelihood losses, particularly among agriculture-

² <https://www.ndma.gov.pk/storage/sitreps/September2025/nAvCiy3KUr7YCkMdZN.pdf>

³ [Pakistan: Monsoon Floods 2025 Flash Update #5 \(As of 02 September 2025\) | OCHA](#)

dependent communities and displaced populations. Women, children, older persons, and PWDs face heightened risks due to pre-existing inequalities and barriers to accessing services. The scale of the crisis has exceeded the immediate coping capacity of communities and local authorities. The governments of KP and Punjab provinces have declared a state of emergency in several of the worst-affected districts, mobilised relief efforts, and requested support from humanitarian partners, including the Pakistan Red Crescent Society (PRCS).

In close coordination with the National Disaster Management Authority (NDMA) and Provincial Disaster Management Authorities (PDMAs), the PRCS is complementing state-led relief efforts by addressing urgent gaps in shelter, WASH, health, livelihoods, multipurpose cash, and protection, while laying the groundwork for an inclusive and climate-resilient recovery.

Severity of humanitarian conditions

1. Impact on accessibility, availability, quality, use and awareness of goods and services.

Between June and August 2025, relentless monsoon rains and flash floods displaced 2.1 million people,⁴ caused 922 deaths, and injured 1,047 nationwide. Rain continued through the last week of August and the start of September, with all major tributaries to the Indus River receiving unpredictable inflows from India. The situation continues to deteriorate as an increasing number of villages are submerged.

Accessibility, availability, and quality of essential goods and services have been severely compromised. Over 670 km of roads and 239 bridges have been destroyed, cutting off large populations from relief, while more than 400 schools and 40 health facilities have been damaged, undermining access to education and care.⁵ Families are forced to rely on unsafe water sources as floods destroy community water systems, especially in Punjab, KP, and GB, heightening the risks of cholera, diarrhoea, dengue, and malaria. Inundated agricultural land, the loss of 6,184 livestock, and the destruction of thousands of shops

in Buner have worsened food security and livelihoods, especially for subsistence farmers, herders, small businesses, and entrepreneurs. Limited access to credit, declining gross domestic product (GDP), and rising prices further compound economic vulnerabilities.

2. Impact on physical and mental well-being

The impact on the physical and mental well-being of affected populations is severe, and the National Society is currently assessing the detailed needs. Many survivors are in makeshift shelters without adequate protection, exposed to harsh conditions, particularly children, pregnant and lactating women, PWDs, and older persons. With winter approaching in the northern parts of the country, especially KP, GB and AJK, populations are increasingly vulnerable to more severe weather. Children are disproportionately affected, accounting for 246 fatalities and 316 injuries.⁶ Displacement and overcrowding in camps elevate the risk of disease outbreaks, while psychological distress is rising due to repeated climate disasters, loss of homes, and hard-earned belongings. Maternal, child, and mental health needs remain largely unmet, as existing facilities are either destroyed, overwhelmed, or still recovering from the past impacts of COVID and the monsoon floods of 2022.

3. Risks and vulnerabilities

Risks and vulnerabilities are particularly high among women, children, older persons, PWDs, migrants, and minorities. Cultural barriers and conservative gender roles limit women's mobility, restricting their access to relief, cash, and livelihood support. Overcrowded camps without privacy exacerbate the risks of sexual and gender-based violence. In GB and AJK, glacial lake outburst floods have destroyed homes and water systems, while KP was struck by cloudbursts that displaced entire communities with limited coping capacity. Communities in remote mountainous areas remain cut off, increasing their exposure to protection risks, food insecurity, and inadequate health care.

The compounding impacts of damaged infrastructure, disrupted services, and socio-economic vulnerabilities underscore the severity of humanitarian needs across affected provinces.

⁴ <https://reliefweb.int/report/pakistan/pakistan-monsoon-floods-2025-flash-update-6-04-september-2025>

⁵ <https://news.un.org/en/story/2025/09/1165772>

⁶ <https://www.ndma.gov.pk/storage/sitreps/September2025/nAvCiy3KUrf7YCxkMdZN.pdf>

CAPACITIES AND RESPONSE

1. National Society response capacity

1.1 National Society capacity and ongoing response

The Pakistan Red Crescent Society (PRCS) is responding to the monsoon floods through a well-established and pre-positioned capacity framework. Its response is operationalised under the 2025 Monsoon Contingency Plan, leveraging a structured system that includes National and Branch Disaster Response Teams (NDRT/BDRTs), a network of over 20,000 trained community volunteers, and strategically located stockpiles containing essential relief items. The National Emergency Operations Centre (EOC), activated on 10 June 2025, serves as the central hub for coordinating all response activities, information management, and strategic planning. Ongoing operations include the completion of rapid assessments by provincial branches in the most affected areas, initial distributions of critical household items such as mosquito nets and hygiene kits, provision of hot meals, and deployment of mobile health units and ambulances to provide immediate medical and psychosocial support. The PRCS maintains continuous coordination with national and provincial disaster management authorities, UN agencies, and Movement partners to ensure a cohesive, efficient, and scaled humanitarian intervention aligned with the evolving on-ground requirements.

1.2 Capacity and response at the national level

The Pakistani government's response to the 2025 monsoon floods has been coordinated through the National Disaster Management Authority (NDMA), which leads the national framework under the National Disaster Management Plan 2025, emphasising proactive preparedness, mitigation, and response to climate-induced hazards such as flooding. This plan, developed in coordination with provincial disaster management authorities (PDMAs) and based on the Pakistan Meteorological Department's monsoon outlook, outlines contingencies for flood scenarios, including early warnings, evacuations, and resource allocation across federal and provincial levels. For instance, the NDMA has issued high-alert warnings for rivers including the Sutlej, Chenab, and Ravi, mobilised over two million rescues nationwide (primarily in Punjab and Khyber Pakhtunkhwa), established emergency control rooms, and deployed the Pakistan Armed Forces, Rescue 1122, and civil defence for operations in affected districts, while allocating PKR 800 million in funds for relief in KP and supporting infrastructure repairs amid over 9,400 damaged homes and 2.1 million displaced.⁷

The PRCS, as the national auxiliary to the public authorities, coordinates closely with the NDMA through daily Emergency Response Team meetings at national and provincial headquarters, joint contingency planning under the Monsoon Contingency Plan 2025, and integrated operations such as needs assessments, relief distribution (e.g. hygiene kits, tents, and cash to over 14,820 people in KP), and the deployment of mobile health units and water treatment plants, ensuring alignment with the NDMA's directives while leveraging its 1.8 million volunteers for community-level implementation.^{8,9}

2. International capacity and response

2.1 Red Cross Red Crescent Movement capacity and response

IFRC membership

The IFRC Country Delegation (CD) has been actively monitoring the situation in the country since the start of the monsoon season and maintains close coordination with the National Society and Participating National Societies.

⁷ <https://reliefweb.int/report/pakistan/pakistan-monsoon-floods-2025-flash-update-6-04-september-2025>

⁸ <https://www.unocha.org/publications/report/pakistan/pakistan-monsoon-floods-2025-flash-update-6-04-september-2025>

⁹ <https://www.unocha.org/publications/report/pakistan/pakistan-monsoon-floods-2025-flash-update-4-30-august-2025>

The IFRC ensures operational coordination at all levels within the Federation-wide network and will ensure a coordinated response including joint assessments, monitoring, and Federation-wide reporting. The IFRC CD is actively participating in interagency coordination meetings with the National Society and providing technical support to the PRCS in planning the response and Operational Strategy for the Emergency Appeal. Earlier, the IFRC CD and IFRC Asia-Pacific Regional Office (APRO) extended technical support to the National Society for the launch of the DREF operation of approximately CHF 1 million. The PRCS requested IFRC support through the DREF in August to assist 43,200 people (2,800 households) across seven districts (Buner, Lower Dir, Swat in KP; Ghizer and Shigar in GB; Neelum and Muzaffarabad in AJK). The IFRC released CHF 100,000 through an emergency cash advance request on 19 August to the PRCS while the DREF allocation was approved on 23 August. The advance amount was utilised for multipurpose cash (PKR 45,000 to 2,800 households), deployment of four mobile health teams, WASH interventions (water treatment plant and water supply rehabilitation), Disaster Risk Reduction (DRR), Protection, Gender and Inclusion (PGI), Community Engagement and Accountability (CEA), migration, and Restoring Family Links (RFL) support.

The IFRC CD continues to track developments, coordinate, and facilitate the National Society's efforts in addressing the needs of the affected population. Additionally, the IFRC is also participating regularly in Humanitarian Country Team (HCT) and National Emergency Working Group meetings.

The German Red Cross (GRC) has been active in Pakistan since the early 1980s, supporting the PRCS in National Society Development, community resilience, and humanitarian response. During the recent monsoon floods, the GRC deployed its project staff to assist response efforts in Khyber Pakhtunkhwa and provided in-house technical capacity to assist the PRCS with assessments and relief operations. On Anticipatory Action, the Early Action Protocol (EAP) has been validated and submitted, though the formal agreement between the PRCS and IFRC is still pending. Nevertheless, the GRC has committed to supporting the EAP activation along the Indus River in Punjab and Sindh with its own resources. Additionally, the GRC is funding 100,000 euros for 1,000 food parcels in Buner district, covering the basic needs of 1,000 families for 15 days. A joint GRC-PRCS team is currently conducting rapid needs assessments in various districts of Punjab. To further strengthen the response, the GRC launched a public fundraising appeal on its official website.

The Turkish Red Crescent has maintained an active presence in Pakistan since the devastating 2005 earthquake, working in close coordination and collaboration with the PRCS during both emergencies and periods of stability.

In response to the recent floods, a total of 650 food packages is currently being distributed in Punjab province by the Turkish Red Crescent as follows: 200 in Nankana Sahib, 250 in Jhang, and 200 in Narowal. Additionally, USD 15,000 (CHF 12,000) has been allocated to support the provision of further food assistance. The membership is closely monitoring the evolving situation and is actively exploring additional resources to support the PRCS in addressing critical gaps in its ongoing humanitarian response.

The Norwegian Red Cross currently operational in the country, is ensuring the delivery of primary health care services through the deployment of Mobile Health Teams (MHTs) including one supported by Canadian Red Cross. In addition to health services, Norwegian Red Cross is addressing urgent non-food item (NFI) needs of flood-affected families in Khyber Pakhtunkhwa (KP). This support includes the distribution of 3,000 hygiene kits to promote safe hygiene practices, 3,300 dignity kits to support women and girls in maintaining their health and dignity, and 2,300 safe delivery kits to assist pregnant women in ensuring safer childbirth in the absence of regular health facilities.

The European Civil Protection and Humanitarian Aid Operations (ECHO) has preselected the Norwegian Red Cross to submit an application for the Relief EU Humanitarian Implementation Plan (HIP) top-up funds in Pakistan. The funding will address the complex emergency in Bajaur district, which includes both conflict and flood-related challenges. A total of EUR 550,000 earmarked contributions will be made for rapid first-line response to sudden onset of large-scale disasters. This intervention will prioritize Multi-Purpose Cash Transfers (MPCT), Non-Food Items (NFIs), Health, Protection, and WASH.

Additionally, the Canadian Red Cross has contributed CAD 250,000 to support the Appeal, reinforcing its long-standing commitment to humanitarian support for the regions, where it has previously mobilized resources such

as Mobile Health Units, WASH initiatives, and emergency relief in response to the 2022 floods that affected millions across Pakistan.

Singapore Red Cross has contributed SGD 50,000 directly to PRCS in support of the emergency response. The funds are supporting relief operations including search and rescue, mobile health services, shelter provision, cash assistance and distribution of essential items.

While the Canadian Red Cross and Singapore Red Cross are the only active contributors to the Emergency Appeal to date, the British Red Cross, Hong Kong Red Cross, Qatar Red Crescent, Korean Red Cross, Iranian Red Crescent, as well as external partners such as the Swiss Embassy, German Embassy and the U.S. PRM, have all pledged their interest in contributing to the appeal.

ICRC

The International Committee of the Red Cross (ICRC), through its mandate, is present in the country and provides support to the PRCS in relevant areas such as National Society Development (NSD), First Aid (FA), Risk Awareness and Safer Behaviour (RASB), RFL, and communication. Additionally, the ICRC supported the PRCS in providing cooked food in KP in coordination with Movement partners. It also assisted the PRCS's local Emergency Response Teams (ERT) in their deployments and food distributions, enabling the distribution of 880 food parcels in Buner district.

2.2 International Humanitarian Stakeholder capacity and response

The UN initially provided USD 0.6 million to support immediate flood response operations in Pakistan and an additional USD 5 million from the Central Emergency Response Fund (CERF) for urgent assistance following the monsoon floods. This allocation enables UN agencies and partners to deliver immediate lifesaving assistance, including via cash transfers, in support of government efforts and complementing the allocation of OCHA's regional fund.

Additionally, international organisations in Pakistan including Islamic Relief, Human Appeal, IRC, HI Pakistan, and others, have scaled up immediate relief efforts and launched appeals on their websites. These fundraising efforts, both domestic and international, will enable the organisations to provide emergency response, expand their support in early recovery, and offer resources to local actors for a more localised response.

International humanitarian stakeholders, including different UN agencies, have provided support in the areas of health services, disease surveillance, WASH (water, sanitation, hygiene), shelter, food assistance, psychosocial support, protection, education, livelihoods recovery, winterisation, and anticipatory actions.

In addition, the European Union allocated PKR 350 million (CHF 1 million) towards emergency services, including health, WASH, and cash support. The United Kingdom pledged GBP 3.4 million (CHF 3.6 million) focused on preparedness measures, especially in Sindh province. As the lead of the Shelter and Household Item sector in Pakistan, the International Organization for Migration (IOM) is working closely with national and local authorities, UN agencies, and humanitarian partners to support response efforts and deliver life-saving assistance to flood-affected communities. Through the IOM Common Pipeline, a supply chain mechanism that channels essential household items to partners for onward distribution, IOM is mobilising supplies to provide immediate relief to families impacted by the monsoon floods.

The IFRC is part of HCT, representing both the IFRC and PRCS in this forum. To avoid duplication of efforts, humanitarian actors coordinate through the NDMA, PDMA, and DDMA for a geographical division of targeting and activities. The IFRC and PRCS actively engage in all coordination and sectoral activities to ensure the most effective and complementary response. The PRCS adds value by already having close coordination with the DDMA through existing programmes and by maintaining a presence and implementing activities across the country, notably in areas where other actors do not have a presence, such as certain districts in KP and AJK, and by reaching marginalised groups, including migrants.

3. Gaps in the response

Health

The monsoon floods in Pakistan have severely disrupted services and access to care. More than 671 kilometres of roads, 239 bridges, and 78,596 houses have been damaged, isolating many communities in KP, Azad Jammu and Kashmir (AJK), and Gilgit-Baltistan (GB). In high-impact KP districts, health facilities report surges in cases of skin infections, fever, malaria, and snakebites, already exceeding local capacity.¹⁰ While some medical camps are operational, they are overstretched and unable to meet demand. Additionally, large populations are unable to access health services due to damaged roads and bridges. A rapid assessment in KP indicates that 1.57 million people have been affected across ten districts, of which 604,000 are in urgent need of assistance. Buner, Swat, and Shangla are among the worst-hit areas, with 25 health facilities and 29 schools damaged in Buner alone.¹¹ Major health gaps include continuity of primary healthcare and referral services in cut-off valleys, shortages of essential medicines and diagnostics, inadequate mental health and psychosocial support (MHPSS), gaps in vector control, and limited emergency obstetric and newborn care. Damage to health facilities and last-mile access constraints caused by washed-out roads and bridges further compound the crisis.

Water, Sanitation, and Hygiene (WASH)

Floodwaters have contaminated wells, boreholes, and piped systems, while power outages have disrupted pumping stations in urban and peri-urban pockets of GB, AJK, and KP. The resulting shortages of safe water are particularly acute in remote valleys and overcrowded relief sites. OCHA and humanitarian partners warn of heightened risks of diarrheal diseases, typhoid, and vector-borne illnesses such as dengue and malaria, especially in displacement camps where hygiene items are limited. Damaged roads and bridges have also impeded the delivery of water trucking services and hygiene kits, leaving many cut-off communities without reliable access to safe water and sanitation. The most urgent gaps include the provision of emergency water treatment and point-of-use chlorination, restoration of small community schemes, installation of latrines and bathing facilities in rural and spontaneous settlements, desludging overburdened sanitation systems, distribution of hygiene kits (including menstrual hygiene management items), and sustained hygiene promotion activities to curb outbreak risks.

Shelter and Essential Household Items

The floods have caused widespread destruction of housing and public infrastructure, with 7,851 houses damaged nationwide, along with 671 kilometres of roads and 236 bridges. Livestock losses – estimated at 6,184 animals – have compounded household asset depletion.¹² In Punjab, heavy riverine flooding along the Chenab, Ravi, and Sutlej rivers has displaced an estimated 1.9 million people and affected over 3.9 million, with evacuations still ongoing.¹³ Hundreds of relief camps and dozens of medical camps have been established, but many remain overstretched, particularly in hard-to-reach valleys and areas outside media coverage. Urgent needs for shelter and essential household items include emergency tents, shelter repair kits, bedding, kitchen sets, blankets, solar lighting, and mosquito nets, with special prioritisation for female-headed households, older persons, and PWDs who face greater barriers to recovery.

Livelihoods and Food Security

Preliminary reports indicate severe losses to agriculture and livestock, threatening food security and livelihoods across affected provinces. In KP alone, at least 57,892 acres of crops have been damaged and over 5,412 animals lost.¹⁴ Satellite-based assessments suggest that up to 892,075 hectares of cropland may be affected nationwide, including rice, sugarcane, cotton, and vegetable fields.¹⁵ Livestock mortality and crop destruction are already causing multi-billion-rupee losses, with analysts warning of food price pressures mounting in the coming weeks. The FAO has highlighted the risk of deepening food insecurity, especially as food stocks and productive assets are depleted ahead of the next IPC analysis. The most urgent gaps include emergency cash for basic needs,

¹⁰ <https://www.ndma.gov.pk/storage/sitreps/September2025/nAvCiy3KUrf7YCxkMdZN.pdf>

¹¹ <https://reliefweb.int/report/pakistan/rapid-needs-assessment-assessing-scale-and-scope-impact-response-kp>

¹² <https://www.ndma.gov.pk/storage/sitreps/September2025/nAvCiy3KUrf7YCxkMdZN.pdf>

¹³ <https://reliefweb.int/report/pakistan/pakistan-monsoon-floods-2025-flash-update-6-04-september-2025#:~:text=Flood%20waters%20have%20forced%20over,displacement%20sites%20across%20the%20country.>

¹⁴ <https://www.arabnews.com/node/2613836/pakistan>

¹⁵ <https://reliefweb.int/report/pakistan/pakistan-rain-monitor-issue-number-16-01-07-september-2025>

unconditional grants for smallholder and tenant farmers, provision of certified seeds, tools, and fodder for re-sowing, veterinary outreach for surviving livestock, and cash-for-work schemes to support debris clearance and repair of minor irrigation systems.

Protection, Gender, and Inclusion (PGI)

Disaggregated data on the impact remain limited; however, rapid assessments and field reports indicate that women, girls, children, older persons, and PWDs face disproportionate risks. Women and girls are particularly vulnerable to gender-based violence in displacement settings, while also struggling with a lack of privacy, inadequate menstrual hygiene management facilities, and limited access to safe WASH infrastructure. Children face heightened psychosocial distress, disruption of education, and increased protection risks, while PWDs and older people experience barriers in reaching shelters, water points, and distribution sites. Damaged bridges and roads have further restricted mobility and access to services for vulnerable groups. Critical PGI gaps include the provision of safe, gender-segregated WASH facilities, distribution of dignity and Menstrual Hygiene Management (MHM) kits, establishment of child-friendly spaces, inclusive distribution and feedback mechanisms that account for women, persons with disabilities, minorities, and older persons, and scaled-up MHPSS services for all age groups.¹⁶

Migration and Displacement

Migration and RFL are critical considerations in flood emergencies, as large-scale displacement results in family separation, loss of communication, and heightened protection risks, particularly for vulnerable groups such as women, children, older persons, and undocumented migrants. Floods frequently impact populations already on the move, including seasonal labour migrants and Afghan refugees, who face barriers in accessing services and assistance. Integrating migration and RFL interventions into the emergency response ensures that displaced and migrant communities are not excluded, while enabling separated families to reconnect, access life-saving information, and restore a sense of dignity and security.

OPERATIONAL CONSTRAINTS

The operation may face several barriers to effective implementation, including limited access to flood-affected areas due to damaged infrastructure, logistical challenges in transporting relief items, and supply chain disruptions. Due to the high-risk environment, the operation may face challenges in timely delivery of shelter, WASH, health, and Cash and Voucher Assistance (CVA) services. Human resource constraints are also expected, with branch staff already fully engaged in the response. To address this, the PRCS has mobilised staff from unaffected branches and will recruit additional personnel, supported by the IFRC and Movement surge capacities.

Security remains a critical concern given the complex operating environment. Risks include militant activity, poor road access, traffic accidents, sporadic civil unrest linked to economic instability, and worsening floods. To mitigate these, the IFRC's security framework will apply to all staff, with area-specific assessments conducted before deployment. Measures include continuous situation monitoring, security updates, movement tracking, and pre-deployment briefings. All IFRC personnel must, and PRCS staff and volunteers are encouraged, to complete the IFRC Stay Safe e-learning courses. The IFRC regional and country security focal point will maintain close coordination with the PRCS, local authorities, and humanitarian actors to ensure personnel safety and operational continuity.

FEDERATION-WIDE APPROACH

This Emergency Appeal is part of a Federation-wide approach, based on the response priorities of the Pakistan Red Crescent Society (PRCS) and in consultation with all Federation members contributing to the response. The approach, reflected in this Operational Strategy, will ensure linkages between all response activities (including bilateral and domestically funded efforts) and assist in leveraging the capacities of all members of the IFRC network in the country to maximise the collective humanitarian impact.

¹⁶ <https://www.dawn.com/news/1710660/floods-double-protection-risks-for-women-and-children>

The Federation-wide funding requirement for this Emergency Appeal comprises all support and funding to be channelled to the PRCS in response to the emergency event, including the domestic fundraising ask, the fundraising ask of supporting Red Cross and Red Crescent National Societies, and the funding ask of the IFRC secretariat.

Membership Coordination

The IFRC in Pakistan promotes a collaborative and coordinated approach with the PRCS and all in-country partners. Emphasising a PRCS-led response model, the IFRC network provides strategic, technical, and programmatic support, enabling the PRCS to drive preparedness and response efforts while leveraging the collective capacities of the Federation-wide network. This approach reflects the core tenets of the IFRC's Way of Working – reinforcing local leadership, aligning resources, and maximising collective impact for communities affected by disasters.

The PRCS works closely with the Turkish Red Crescent, German Red Cross, Norwegian Red Cross, and other Participating National Societies (PNSs) supporting remotely to secure support for the response operation. The PRCS National Headquarters (NHQ) and provincial branches are also making efforts to mobilise domestic fundraising. Notably, the Punjab provincial branch has demonstrated strong domestic leadership by mobilising local resources and philanthropic contributions during the initial flood response phase.

Since the onset of the monsoon rains, the IFRC has maintained frequent coordination with its membership while planning the response operation – initially through the DREF and subsequently transitioning to an Emergency Appeal. This joint and well-synchronised planning process has enabled a coherent and complementary response, aligned under the PRCS's leadership and supported by pooled technical and financial resources. The principle of "Shared Leadership" is actively applied in both routine programming and in the implementation of the flood operation. The IFRC focuses on strategic and operational coordination, while the technical expertise of the IFRC and PNSs is made available for implementation with support offered across relevant thematic areas.

The IFRC maintains a coordinated and inclusive approach, ensuring that all partners are engaged in planning, coordination calls, and resource mobilisation efforts. This reflects a predictable and coherent approach to keeping the PRCS response efforts at the centre.

Subject to PRCS requests and identified needs, the IFRC will deploy rapid response personnel and global response tools, bringing in expertise from across the IFRC network to strengthen PRCS capacities. To support resource mobilisation, the IFRC continues to coordinate with partners and donors, ensuring transparent updates on the evolving situation and the progress of the Federation-wide, locally led response. Participating National Societies, such as the German Red Cross and British Red Cross, are also mobilising resources and have launched domestic fundraising campaigns to support the PRCS in this response. These arrangements show the capacities of the IFRC membership to ensure a more coherent and harmonised response and recovery operation once the emergency phase concludes.

Movement Coordination

The Movement coordination mechanism is fully functional in Pakistan, following a collective Movement approach for regular information sharing, decision-making, and effective use of resources to enable a seamless response operation. The signed Movement Coordination Agreement (MCA) guides coordination among Movement partners to support the PRCS in preparedness, readiness, and response in flood-affected areas. In line with the MCA, regular meetings are convened at strategic, operational, and technical levels between the PRCS, IFRC, ICRC, and PNSs to ensure a harmonised response and strengthen the collective impact. To advance long-term development and the PRCS's transformation journey, the leadership has endorsed a three-tier structure comprising the Leadership Group/Steering Committee, the Movement Transformation Taskforce, and technical committees. This structure builds on the MCA, provides strategic direction, and contributes to National Society Development.

Additional coordination mechanisms will be established as needed at the onset of crises and as operations evolve, with the frequency of meetings determined jointly by the PRCS, ICRC, and in-country PNSs.

OPERATIONAL STRATEGY

Vision

The PRCS will support 35,714 vulnerable households (250,000 people) across 23 severely flood-affected districts with immediate relief and longer-term recovery over a 16-month period. The operation will address urgent needs in shelter, health, WASH, livelihoods, and basic needs, while also investing in recovery measures that strengthen resilience and adaptive capacity.

In the immediate phase, the PRCS will complement government-led efforts by providing multipurpose cash assistance, emergency shelter, water treatment plants, latrines, hygiene kits and promotion, and essential health services. Recovery activities will focus on restoring livelihoods through livestock restocking, business grants for small-scale enterprises, inputs and training for climate-smart agriculture, and the adoption of nature-based solutions. The operation will further scale up climate-smart DRR, early warning systems, and community adaptation initiatives to reduce vulnerabilities and enhance preparedness.

Special attention will be given to women, PWDs or chronic illness, older persons, unaccompanied children, as well as internally displaced people (IDPs), refugees, and migrants. By strengthening coordination with external stakeholders – such as the Commissionerate of Afghan Refugees (CAR) and the IOM, and disseminating key messages – the PRCS will continue to engage and sensitise relevant forums to ensure the needs of vulnerable migrant groups, including undocumented Afghans, are adequately addressed. CEA and systematic monitoring, including Post-Distribution Monitoring, will ensure relevance, accountability, and quality of programming. The response will also reinforce the PRCS's district-level structures, address NSD, National Society Preparedness priorities, and strengthen outreach capacities in targeted areas. The National Society will carry out a Detailed Needs Assessment (DNA) in flood-affected areas and based on its findings, a Flood Recovery Plan will be developed, with the Operational Strategy revised accordingly.

The Emergency Appeal is aligned with the Pakistan Country Plan, particularly through recovery activities that emphasise community-based disaster risk reduction, with a focus on locally led climate adaptation measures, and environmental protection, as well as NSD. These efforts will continue beyond the emergency operation through unified planning under the 2027 Country Plan.

Anticipated climate-related risks and adjustments in the operation

In the short-term, heavy rainfall, flash floods, riverine flooding, and landslides may continue to disrupt access, damage infrastructure, and limit the safe delivery of humanitarian services. In the medium to longer-term, projections indicate recurrent seasonal flooding, prolonged droughts, heatwaves, and increased public health risks, which will continue to strain the coping capacity of vulnerable communities. To address these risks, the operation will integrate climate-smart and risk-informed programming by promoting flood-resilient shelter awareness and WASH designs, applying safe site selection and construction standards, and strengthening branch and community-level preparedness systems. The response will also prioritise early warning early action, nature-based solutions, and the mainstreaming of PGI and CEA to ensure that interventions do not exacerbate vulnerabilities. By embedding resilience-building measures across all sectors, the operation will contribute to reducing future disaster risks and support communities in adapting to the evolving impacts of climate change.

Targeting

1. People to be assisted

This response operation will target 250,000 of the most vulnerable flood-affected people in Punjab, Khyber Pakhtunkhwa (KP), Azad Jammu and Kashmir (AJK), Sindh and Gilgit Baltistan (GB). The focus will be on families

who have lost homes, family members, livelihoods, or access to basic services, particularly those displaced into temporary shelters, schools, or host communities.

Targeted Districts and Provinces for Flood Response

Province	No. of Targeted Districts	District Names
KP	4	Buner, Swat, Lower Dir, and Shangla
AJK	2	Neelum and Muzaffarabad
GB	3	Ghizer, Shigar, and Diamer
Punjab	8	Narowal, Jhang, Muzaffargarh, Chiniot, Multan, Kasur, Hafizabad, and Sailkot
Sindh	6	Will be determined based on RNA (tentatively Khairpur, Shikarpur, Jacobabad Larkana, Dadu, and Badin)
Total	23	

The targeted population will be identified through detailed needs assessments in coordination with PDMAs, local branches, and community leaders. Priority will be given to:

- Households with fully or partially destroyed homes.
- Female-headed households (widows, single mothers, pregnant and lactating women).
- Children-headed households.
- Families with children under five, older persons, or PWDs.
- Extremely low-income households or those that lost their main livelihoods (daily wage earners, smallholder farmers, and livestock keepers).
- Displaced families and migrants living in makeshift shelters, schools, or with host families.
- Communities facing acute health (waterborne diseases, diarrhoea, cholera, etc.) and WASH risks due to poor water and sanitation access.
- Priority attention will also be given to remote and cut-off valleys in KP, Neelum Valley (AJK), and the highland districts of GB, where access constraints leave families underserved and at heightened risk.
- Special focus will be placed on migrants and refugees residing in the target districts and impacted by the floods. This includes women, men, children, older persons, and PWDs.

This approach ensures that MPCA, WASH, and health interventions are delivered to those least able to recover without support, while reinforcing accountability and dignity.

2. Considerations for protection, gender, and inclusion and community engagement and accountability

Under PGI and CEA considerations, selection criteria and targeting will be discussed with communities in a transparent and culturally appropriate manner. Information will be shared by local volunteers and field staff through community meetings, brochures, standees, and banners in the local language highlighting the most vulnerable groups and ensuring accessibility despite low literacy rates. Special efforts will be made to engage women, PWDs, older persons, religious minorities, and marginalised groups in separate or inclusive settings, as appropriate. Sex, Age, and Disability Disaggregated Data (SADDD) collection will be collected with support from PMER and programme teams, helping improve programme effectiveness and ensure equitable service delivery. Feedback mechanisms with multiple channels will be established and disseminated to guarantee that the most vulnerable can access complaint and feedback processes. This approach ensures that communities clearly understand the process, promoting trust, accountability, and equitable access to assistance.

PLANNED OPERATIONS

INTEGRATED ASSISTANCE

 Shelter, Housing, and Settlements	Female > 18: 3,250	Female < 18: 19,500	CHF 4,175,000
	Male > 18: 9,750	Male < 18: 58,500	Total target: 91,000
Objective:	<i>Ensure that people affected by the crisis have their immediate needs met through timely, adequate, and flexible in-kind assistance, while providing emergency shelter and essential household support that upholds safety, dignity, privacy, and protection in disrupted living conditions.</i>		
Priority Actions:	• Distribute shelter tool kits, tarpaulin sheets, kitchen sets, and family kits¹⁷ to the most vulnerable households. • Provide tents and essential shelter items to cover immediate basic needs. • Transport and distribute dry rations and essential household items to the NHQ warehouse and regional hubs. • Ensure the prepositioning of DP stocks and family kits for a timely response. • Install Rubb Halls at key sites to support temporary shelter and community needs. • Conduct Post-Distribution Monitoring (PDM) to assess the relevance, coverage, and effectiveness of shelter and household assistance. • Integrate feedback mechanisms to improve accountability and community engagement.		

 Livelihoods	Female > 18: 19,213	Female < 18: 18,173	CHF 1,631,000
	Male > 18: 16,837	Male < 18: 15,777	Total target: 70,000
Objective:	<i>Restore and strengthen the livelihoods of flood-affected households, enhancing their economic resilience and capacity to withstand future shocks.</i>		
Priority Actions:	• Distribute agricultural inputs – fertiliser, seeds, tools – to 5,000 households • Provide women-focused home-gardening and vocational support to 5,000 women. • Strengthen and equip PRCS staff to execute small scale livelihood projects.		

 Multi-purpose Cash	Female > 18: 13,720	Female < 18: 20,580	CHF 1,417,000
	Male > 18: 14,280	Male < 18: 21,420	Total target: 70,000

¹⁷ Include blankets, jerry cans, Long-Lasting Insecticidal Nets (LLINs), hygiene kits, kitchen sets, and solar lamps

Objective:	<i>Provide timely and dignified cash assistance to affected households, enabling them to address their basic needs in alignment with their priorities, while simultaneously strengthening local markets and supporting early recovery.</i>
Priority Actions:	• Collaborate with local authorities and communities to ensure a transparent and inclusive selection process of the targeted population. • Conduct a comprehensive market assessment to analyse the availability, accessibility, pricing, and supply chain capacity of essential goods and services, ensuring informed decisions for cash, voucher, and in-kind assistance programming. • Train staff and volunteers on digital registration tools (Red Rose, Kobo) and key CVA standards to ensure quality implementation. • Register and verify households, conduct data cleaning and analysis, and coordinate with Financial Service Providers (FSPs) for secure and timely cash transfers. • Provide unconditional Multipurpose Cash Assistance (MPCA) for one month to 10,000 households (70,000 people) across priority provinces. • Conduct comprehensive monitoring (including PDM), market assessments, and technical monitoring, to ensure accountability, measure effectiveness, and inform adaptive programming.

HEALTH AND CARE INCLUDING WATER, SANITATION, AND HYGIENE (WASH)

(MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT / COMMUNITY HEALTH)

 Health and Care <i>(Mental Health and Psychosocial Support/ Community Health/ Medical Services)</i>	Female > 18: 60,315	Female < 18: 46,435	CHF 2,274,000
	Male > 18: 57,950	Male < 18: 44,614	Total target: 210,000
Objective:	<i>The health and dignity of communities in emergencies and disease outbreaks are maintained by providing access to appropriate primary healthcare and mental health psychosocial services.</i>		
Priority Actions:	• Integrated Health and Psychosocial Support (PSS): Provide essential and basic healthcare services by deploying 15 Mobile Health Units (MHUs) and MHPSS services through the provision of Psychological First Aid (PFA). • Cash assistance for pregnant women through FSPs. • Community health awareness and disease prevention campaigns: Health promotion campaigns and volunteer/community trainings on PFA, Risk Communication and Community Engagement (RCCE), Epidemic Control for Volunteers (ECV), Community-based Surveillance (CBS), and Epidemic preparedness and Control in Communities (EPiC) will be conducted in target areas. Oral Therapeutic Points (OTPs) will be deployed, and LLINs will be distributed in target communities to prevent disease outbreaks.		

	- Rehabilitation of damaged Health Facilities (HFs): Damaged HFs in the target locations will be rehabilitated during the recovery phase, following detailed assessments. - Capacity strengthening of the PRCS: The Health and Well-being department of the PRCS at both national and provincial levels will be strengthened through the provision of technical staff and related training sessions. - Cash for Health (CfH) for 920 pregnant women in the targeted districts.
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 Water, Sanitation, and Hygiene	Female > 18: 33,533	Female < 18: 25,806	CHF 1,637,000
	Male > 18: 34,901	Male < 18: 26,860	Total target: 121,100
Objective:	<i>Ensure equitable access to safe water, improved sanitation, and hygiene services for the affected population while building community resilience and mitigating public health risks.</i>		
Priority Actions:	- Deploy 12 water treatment plants and distribute 10,000 jerrycans to ensure safe water access and storage for targeted communities. - Rehabilitation/reconstruction of 120 damaged water supply systems by involving local communities and committees. - Construct/install 500 gender and disability inclusive emergency latrines during the response and 1,500 permanent household latrines during the recovery, in consultation with the targeted communities while ensuring safety, accessibility, dignity, and special needs. - Distribute 5,000 hygiene kits to affected households, sufficient for one month. - Conduct hygiene promotion activities, including campaigns and sessions to raise awareness and prevent disease. - Distribute 30,000 soap bars as part of hygiene promotion activities to encourage handwashing.		

PROTECTION AND PREVENTION

(PROTECTION, GENDER, AND INCLUSION (PGI), COMMUNITY ENGAGEMENT AND ACCOUNTABILITY (CEA), MIGRATION, RISK REDUCTION, CLIMATE ADAPTATION AND RECOVERY, ENVIRONMENTAL SUSTAINABILITY, EDUCATION)

 Protection, Gender, and Inclusion	Female > 18: 18,400	Female < 18: 8,478	CHF 184,000
	Male > 18: 3,000	Male < 18: 2,000	Total target: 31,878
Objective:	<i>Communities in crisis-affected areas and displaced individuals in vulnerable situations are safe from harm, including violence, discrimination, and exclusion, and their needs and rights are met.</i>		

Priority Actions:	• Train field staff and volunteers on mainstreaming PGI minimum standards, safeguarding policies and reporting mechanisms. • Establish/strengthen referral pathways for SGBV and coordinate with other relevant stakeholders providing SGBV referral services. • Develop sector specific PGI guidelines and conduct assessments to develop recommendations for relevant sectoral leads. • Ensure the safe and dignified distribution of hygiene, dignity, and other essential kits, considering the specific needs of women, men, and PWDs. • Establish safe spaces for women and children and provide training on women's and children's engagement to relevant staff. • Procure and distribute dignity kits. • Hold community awareness sessions on safeguarding policies and Menstrual Hygiene Management (MHM). • Conduct needs assessments of PWDs in emergency situations and the subsequent provision of assistive devices. • Conduct Child Safeguarding Risk Analysis in targeted areas.
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 Community Engagement and Accountability	Female > 18: 9,750	Female < 18: 5,250	CHF 49,000
	Male > 18: 9,750	Male < 18: 5,250	Total target: 30,000
Objective:	<i>The diverse needs, priorities and preferences of the affected communities guide the response through a people-centred approach and meaningful community participation.</i>		
	• Capacity building of staff and volunteers on the ten minimum CEA actions to ensure effective community engagement. • Establish feedback and complaint mechanisms, developing tools for data collection, analysis, and dissemination. • Share feedback mechanism through banners, standees, and posters that highlight reporting channels. • Organise community sessions on the feedback reporting system with men and women jointly or separately as per the community context. • Satisfaction Survey on humanitarian assistance is delivered in a safe, accessible, accountable and participatory manner.		

 Migration and Displacement	Female > 18: 6,064	Female < 18: 4,961	CHF 148,000
	Male > 18: 6,311	Male < 18: 5,164	Total target: 22,500
Objective:	<i>Prevent suffering and reduce vulnerabilities among migrants, host communities, and displaced people by ensuring timely access to family link services and humanitarian assistance, thereby strengthening protection, dignity, and resilience during emergencies.</i>		
Priority Actions:	• Training for PRCS staff and volunteers on the Movement's principled approach to migration and displacement; including RFL in Emergencies: - Coordination with external stakeholders.		

	- Outreach and awareness sessions about RFL services. • Promote and communicate the key messages on migration and RFL via radio slots, IEC materials, and social media. • Provide RFL services and other assistance to vulnerable groups, such as migrants, displaced people, and unaccompanied and separated minors. • Rollout and launch the PRCS Migration and Displacement Strategy at the national level. This will involve mainstreaming displacement-sensitive approaches into all emergency operations, including the current flood response, and setting a strategic foundation for protective-sensitive responses in the future. • Strengthen coordination with relevant stakeholders such as CAR, SAFRON, and IOM, among others, to enable effective access to people in need, irrespective of their status.
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 Risk Reduction, Climate Adaptation and Recovery	Female > 18: 17,150	Female < 18: 17,150	CHF 973, 000
	Male > 18: 17,850	Male < 18: 17,850	Total target: 70,000
Objective:	<i>Communities are empowered to take proactive and sustained climate smart risk reduction actions that strengthen their resilience against evolving and multiple shocks and hazards.</i>		
Priority Actions:	• Select targeted communities and schools for disaster risk interventions to strengthen local ownership and coordination. • Conduct multi-sectoral hazard mapping of schools and communities, followed by the development and dissemination of School Safety Plans and Community Evacuation Plans. • Deliver structured training for Village Committees, community members, community volunteers, and staff to enhance disaster preparedness, emergency response, and recovery skills. • Implement awareness campaigns, evacuation drills, plantation drives, and the provision of safety/response kits for schools, communities, and district authorities to build long-term resilience against disasters. • Promote Climate-Smart Agriculture (CSA) practices to enhance food security, build resilience to climate change, and reduce environmental impacts through sustainable land, water, and resource management. • Conduct pre-disaster coordination meetings with relevant stakeholders to strengthen preparedness, ensure clarity of roles and responsibilities, and enhance timely, coordinated response during emergencies. • Strengthen Cash and Voucher Assistance (CVA) preparedness through systems development, staff and volunteer capacity building, market analysis, and engagement with FSPs to enable timely and scalable cash responses during emergencies.		

 Environmental Sustainability	Female > 18: 8,700	Female < 18: 8,037	CHF 46, 000
	Male > 18: 9,000	Male < 18: 6,762	Total target: 32,499
Objective:	<i>Improve the operation's environmental sustainability by minimising and mitigating ecological impacts, promoting responsible resource use and strengthening community-driven environmental resilience.</i>		
Priority Actions:	• Ensure that the project design and all needs assessments systematically consider environmental risks, resource use, and potential ecological impacts. • Implement measures across all sectors to reduce waste generation, encourage recycling and reuse, and eliminate single-use plastics through sustainable procurement and supplier engagement. • Integrate awareness-raising on environmentally responsible behaviours, support community-led waste management initiatives, and ensure that approaches consider local environmental sustainability. • Organise regular community clean-up drives for flood debris, drainage channels, and public spaces, while promoting collective pledges to reduce plastic use and waste generation.		

Enabling approaches

 National Society Strengthening			CHF 2,027,000
Objective:	<i>Strengthen the PRCS's preparedness and response capacities by reinforcing branch-level structures and the workforce, mobilising inclusive and trained volunteer networks for effective operation, and advancing youth-led initiatives that improve community resilience.</i>		
Priority Actions:	National Society Capacity Strengthening • Reinforce PRCS branch infrastructure and operational capacities in disaster preparedness, response, youth engagement, volunteering, support functions and community resilience using the Preparedness for Effective Response (PER) approach. • Enhance staff and volunteers' knowledge and practice of EOC procedures and disaster response Standard Operating Procedures (SOPs) to improve disaster management capacities at the national and provincial levels. • Strengthen internal coordination and communication between the NHQ and branches ensuring real-time information flows and localised decision-making. • Improve operational readiness by upgrading warehouses and branch structures and the pre-positioning of essential relief items for a timely response. • Facilitate business continuity planning at the NHQ and branches to ensure uninterrupted regular operations during emergencies.		

- Support essential human resources at the NHQ and branches ensuring the smooth implementation of operations, including surge capacity, CVA, and other technical expertise.
- Hold regular national and branch-level planning and review meetings to assess progress, identify gaps, and strengthen evidence-based decision-making.
- Apply any findings from previous Branch Organisational Capacity Assessment (BOCA) exercises and the recent PER assessment (PER Plan of Action) to strengthen branch-level operational capacity, including linking provincial EOCs with the HQ EOC using digital tools and data systems.
- Strengthen local branch development by investing in infrastructure, staff training, and preparedness systems enabling timely and effective responses at the community level.

Volunteer Management and Development

- Enhance volunteer management through strategies, structured registrations, engagement, monitoring and continuity, with a focus on building a diverse and skilled volunteer pool.
- Implement a unified digital volunteer system jointly managed by the NHQ and branches to track volunteer deployments, activities, capacities, and training sessions.
- Promote inclusion and resilience through youth-led initiatives such as clean-up drives, climate adaptation campaigns, cultural/sports events, and mapping services for vulnerable groups.
- Establish Youth Clubs and training centres to build leadership and coordination capacity at the branch level, with a focus on youth and women.
- Ensure volunteer safety and recognition through duty of care measures including insurance, Emergency Response Team (ERT) kits, psychosocial support, and public acknowledgment events.
- Conduct targeted capacity building for CEA, PGI, migration, humanitarian principles, emergency communications and social media, complementing the scale up of induction training for new and existing volunteers.

Digital Transformation

- Enhance and upgrade PRCS IT and digital infrastructure such as the video conferencing system, EOC facilities, and server infrastructure to improve connectivity, coordination, and operational reliability.
- Promote and expedite the rollout of the PRCS Volunteer and Information Management System (IMS). Additionally, conduct needs assessments, volunteer registrations, activity tracking and reporting to ensure efficiency and transparency of the volunteer base.
- Strengthen mobile data collection tools for real-time community feedback, needs assessments, and operational monitoring to support timely and informed decision-making.
- Enhance access to the IFRC's eLearning platform for staff and volunteers, with a focus on disaster preparedness, climate action, and other priority areas to support continuous capacity building.

Security Management

- Develop and update basic security policies, guidelines, and SOPs in coordination with branches for standardised security protocols and procedures.
- Train staff and volunteers through safety workshops and ensure completion of the IFRC's Stay Safe e-learning modules.
- Improve surveillance and basic security systems at both NHQ and branches to enhance safety.
- Conduct regular safety briefings and field-level security orientations for teams working in high-risk areas.
- Conduct regular safety assessments of operational areas to ensure staff safety.
- Set up an incident reporting system to quickly and effectively track and respond to security issues.
- Include basic security checks in planning and transport activities ensuring the safe movement of staff, volunteers, and supplies.

Finance

- Recruit finance and audit personnel at the NHQ and key branches to support financial oversight, budget validation, and expense justification.
- Conduct pre-audit exercises with provincial branches and provide financial orientations to improve preparedness and compliance with emergency procedures.
- Build staff and volunteer capacity through targeted training sessions on financial systems, financial management in emergencies, Microsoft Office tools, and IFRC e-learning modules.
- Develop and implement financial SOPs for disaster and emergency contexts to standardise procedures and strengthen internal controls.
- Upgrade infrastructure and provide essential IT equipment and supplies to enhance transparency and efficiency in finance and audit operations.
- Ensure regular financial progress reviews, maintain sufficient cash flow, and apply sound financial control mechanisms for timely and accountable fund management.
- Review, strengthen and roll out of a Finance software module to develop digital financial reporting across branches for real-time accountability.

Communications

- Develop and disseminate the PRCS Crisis Communication Plan and the overall communication strategy, including communication SOPs that cover design and printing, in addition to briefing sessions with journalists and media influencers.
- Facilitate media coverage of the flood-affected areas through field visits, the production of six short documentaries, publication of Urdu columns, and editorials in print media.
- Launch and manage paid digital campaigns across PRCS social media platforms, maintain the PRCS website, and engage interns for content creation and social media management.

	• Execute paid radio campaigns in regional languages across targeted provinces and activate the Podcast Centre at PRCS NHQ for enhanced outreach. • Print Crescent Magazine editorials (English and Urdu/ biannual), produce promotional materials, and manage a media archive of emergency appeals. • Support the communications department's human resources and engagement of three management interns for one year. PMER • Conduct multi-sectoral risk and needs assessments to support an integrated response and early recovery planning and inform evaluations. • Implement post-distribution monitoring and joint field visits using standardised tools to ensure service quality and accountability. • Carry out mid-term progress reviews to assess progress and guide operational improvements. Logistics • Develop the National Society Procurement Manual, reflecting detailed procurement procedures and thresholds (financial and signatory) for emergencies and long-term programming. • Strengthen human resources in the Procurement Department at PRCS NHQ. • Train and orient National Society procurement staff on procurement policies and procedures. • Upgrade infrastructure in the procurement office. • Assess warehouse facilities and identify needs for upgrades.
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 Coordination and Partnerships			CHF 227,000
Objective:	<i>Strengthen coordination and collaboration within the IFRC membership and the wider Movement ensuring technical and operational complementarity, while enhancing cooperation with external partners to improve the effectiveness and reach of PRCS operations.</i>		
Priority Actions:	Membership Coordination • Ensure a harmonised response by engaging the IFRC network contributing to the PRCS operation, with a focus on joint planning, implementation, monitoring, partner calls, and coordinated resource mobilisation. • Maintain consistent coordination across the Movement and with IFRC network members to align technical and operational support and facilitate the timely deployment of resources and personnel based on needs on the ground. • Promote transparent and open information sharing across the membership while addressing challenges and integrating improvements based on the PRCS Floods 2022 evaluation recommendations.		

- Facilitate joint operational and financial planning to ensure complementarity, optimise resource use, and ensure coordinated support.
- Promote shared leadership and the “Way of Working” by leveraging the capacities, skills, technical expertise and contributions of the IFRC network for effective and unified actions.

Movement Cooperation

- Organise Movement coordination meetings between the PRCS, ICRC, and IFRC to share updates on response, preparedness, and long-term development, and ensure complementary support to the PRCS.
- Facilitate the implementation of the Movement Coordination Agreement and hold meetings at the strategic, operational, and technical levels keeping the National Society’s immediate, medium, and long-term priorities at the forefront in all coordination efforts, while promoting coherence and the shared expertise of all partners.
- Support the security management capacities of the PRCS through regular coordination among partners enabling the PRCS to have safe access in the flood operational areas and mitigate risks for staff and supplies.
- Hold meetings with the ICRC and partners to showcase the PRCS’s role, response and communication products keeping these aligned with Movement fundamental principles and strategic guidance.
- Coordinate external engagement to strengthen visibility of PRCS flood operations, supporting improved access and resource mobilisation.
- Conduct orientations and dissemination of the Seville Agreement 2.0 jointly with the ICRC to enhance awareness among the PRCS and partner staff on all its components.

Engagement with external partners

- Strengthen coordination with local authorities, UN agencies, International Non-Government Organisations (INGOs), Non-Government Organisation (NGOs) and other stakeholders involved in flood response and recovery, including regular engagement with the HCT, to ensure PRCS operations are complementary and well-integrated.
- Maintain strong representation with donors, external partners, and the diplomatic community to secure sustained support and demonstrate the impact of the PRCS’s response across the immediate, medium, and long-term phases.
- Organise bilateral meetings between humanitarian actors, foreign embassies, and donor agencies for enhanced coordination and complementarity in the response. Strengthen engagement with key stakeholders, including the private sector and non-traditional donors, to build strategic partnerships that mobilise financial and in-kind support for PRCS operations.
- Ensure effective grant management and donor stewardship through timely, transparent, and quality reporting that reflects operational achievements and challenges.

	Regularly coordinate with the NDMA, PDMA, District Disaster Management Authorities (DDMAs), health, and other relevant departments through bilateral meetings to align PRCS operations with government-led efforts and advocate for improved flood preparedness and a coordinated response.
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 IFRC Secretariat Services			CHF 1,192,000
Objective:	<i>Strengthen and reinforce internal support functions and systems to drive an effective and adaptive flood response operation, enhance coordination, and leverage digital tools for timely, data-driven decision-making and community-centred action.</i>		
Priority Actions:	Human Resources - Coordinate surge support for the operation as per requests from the National Society. - Review the PRCS's HR manual in consultation with the HR technical working group. - Develop the National Society's emergency recruitment procedures for hiring staff during the emergency response. - Conduct regular HR Technical Working Group meetings to share learning and best practices across the Movement and incorporate them into the National Society's HR manual. PMER - Conduct final evaluations led by the IFRC to measure impacts and generate insights for future operations. - Recruit dedicated Reporting and Information Management Officers at both the national and provincial levels, and the IFRC, to strengthen PMER capacity and support continuous planning. - Develop and operationalise a digital MIS integrating CEA, IM, and PMER for real-time reporting and data-driven decision-making. - Organise national level workshops to build staff and volunteer capacity on 'AI in PMER' and 'Reporting in Emergencies' to ensure timely and quality reporting. Information Management - Set up a Federation-wide Information Management system to consolidate data from the PRCS, IFRC, and Participating National Societies. - Develop real-time dashboards to track people reached by sector, province, sex, and age (SADDD), and partners. - Train staff at the national and provincial levels to support branches in digital data collection and analysis (Kobo). - Automate cleaning, verification, and analysis processes for rapid use in decision-making.		

- Produce regular Federation-wide Situation Reports, 5Ws (Who, What, Where, When, Why), and donor updates.
- Integrate community feedback and CEA mechanisms into IM systems to track and respond to issues raised by affected communities.
- Align reporting with the IFRC Indicator Bank and Federation-wide Monitoring Framework.
- Maintain updated risk and vulnerability maps (flood zones, disease outbreak hotspots, winterisation needs).
- Share IM products with operations, technical sectors, and external partners for advocacy and coordination.
- Institutionalise IM within the PRCS EOC to strengthen long-term readiness and emergency response capacity.
- Integrate IM with the PRCS's MIS, PMER, and CEA systems for seamless data flows.

Risk management

Risk	Likelihood	Impact	Mitigating actions
Continuous rains and further flooding	High	High	- Robust contingency planning with flexible operational approaches, pre-positioning of stocks in high-risk areas, enhanced coordination with relevant government departments.
Risk of sexual exploitation, abuse and harassment for vulnerable groups	Low	High	- Provide safeguarding policies awareness and training (covering anti-harassment, corruption prevention, and sexual misconduct) to all staff, volunteers and communities to reduce the risk of exploitation and abuse. - Ensure the dissemination of IEC materials mentioning hotline numbers and email addresses, implement a functional CEA/Feedback and Complaint Mechanism (FCM), and strengthen the reporting system to address the concerns and complaints.
Inaccurate targeting: The most vulnerable groups (e.g. female-headed households, landless labourers, PWDs, transgender people) are excluded from target lists due to flawed data or community bias	Medium	High	- Use clear, transparent, and multi-dimensional targeting criteria (e.g. loss of assets, social vulnerability, loss of livelihood). - Develop selection criteria in close coordination with local communities, local authorities, the IFRC, and Movement partners. - Conduct community validation meetings to publicly review and amend preliminary lists.

			- Establish a confidential feedback and complaint mechanism.
Exclusion of vulnerable groups	Low	High	- Train staff in gender and diversity inclusive approaches. - Conduct needs assessments using tools to collect SADD data. - Carry out frequent field visits and community meetings to ensure that vulnerable groups are included in all steps of sectoral interventions during the relief and recovery phases.
Access to humanitarian assistance: Exclusion from response/relief due to a lack of Computerised National Identity Cards (CNICs) or official documentation, denial of food, shelter, health care, CVA, and other humanitarian services	High	High	Apply needs-based targeting instead of document-based criteria; Apply the 'leave no one behind' concept in all targeted areas, and particularly for the most vulnerable groups.
Protection: Fear of approaching the PRCS for aid; vulnerability to exploitation	High	High	Maintain confidentiality in data handling; avoid sharing personal data with non-humanitarian actors; safe referrals to United Nations High Commissioner for Refugees (UNHCR)/IOM, etc.
Natural shock recurrence: Another disaster such as drought or disease outbreak occurs during the response and recovery phase	Medium	High	- Develop contingency plans that anticipate overlapping disasters (e.g. drought following floods, vector-borne disease outbreaks). - Preposition relief stocks (food, WASH, medical supplies) in strategic locations to allow for rapid scale-up. - Strengthen disease surveillance in coordination with health authorities and the WHO. - Implement preventive health and hygiene promotion campaigns to reduce the risk of outbreaks (cholera, dengue, malaria, etc.).
Inputs arrive too late: Delays in procurement or distribution cause increased loss of lives and livelihoods, and do not reach people in the most critical time of need	Medium	High	- Conduct rapid needs assessments immediately. - Pre-identify and vet local suppliers for procurement to shorten procurement timelines. - Continuously coordinate with the IFRC team and reference procurement guidelines.

Security situation in the country may limit access for staff and pose risks to both staff and volunteers.	Low	High	- Close coordination will be maintained with local authorities to receive timely security updates. - Establish a robust security protocol for staff and volunteers. - Pre-position supplies and resources to ensure continuity of critical services in case of temporary access restrictions. - Engage community volunteers and local partners for service continuity if staff access is limited.
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Quality and accountability

Quality Assurance Steps:

To ensure PGI across interventions, SADDD will guide inclusive planning, with all activities aligned to the PGI Minimum Standards of Dignity, Access, Participation, and Safety (DAPS). Staff and volunteers will be trained on children and women safe spaces engagement, safeguarding policies and reporting mechanisms. Child safeguarding risk analysis will be conducted to identify gaps in child safeguarding systems and to ensure safe and protected interventions. Community sessions will raise awareness on non-discrimination and complaints and feedback channels. Moreover, referral pathways will be strengthened for SGBV survivors, women and children's safe spaces will be established, and the needs of PWDs will be identified through an assessment and addressed through assistive devices and psychosocial support. PGI will be mainstreamed across Shelter, Livelihood, WASH, Health, and CVA interventions through sectoral PGI specific assessment guidelines to ensure safe, dignified, and inclusive access for women, PWDs, older people, and other vulnerable groups.

CEA will be strengthened to regularly collect community feedback on services and ensure that voices are reflected in decision-making. A feedback and complaint mechanism will be established and supported by tailored tools for data collection, analysis and dissemination. Communities will be informed of reporting channels through banners, standees, and posters, while awareness sessions will be conducted with men and women, jointly or separately depending on the context, to promote trust and inclusivity. In addition, community surveys will be carried out to assess whether humanitarian assistance is delivered in a safe, accessible, accountable, and participatory manner, ensuring continuous improvement in programming. The PRCS and IFRC are actively coordinating with the UN - Accountability to Affected Population (AAP) Working Group for a harmonised approach and collective learning. Regular internal coordination is maintained with Movement partners through the PGI and CEA technical working group to ensure mainstreaming in all emergency response and long-term projects.

Federation-wide Risk Management:

A joint risk register will be maintained and regularly updated, consolidating inputs from the PRCS, IFRC, and PNSs. Risks will cover operational, programmatic, financial, safeguarding, reputational, and security dimensions. SADDD will inform risk assessments to ensure the inclusion of vulnerable groups. Lessons learned from the 2022 Monsoon Floods Appeal and from the Final Evaluation of the response will be systematically applied to reduce any risks of exclusion, duplication, and operational delays. Donors and partners will be regularly briefed on risk trends and mitigation efforts through transparent reporting, while the use of digital information systems (MIS integrating PMER, IM, and CEA) will allow real-time flagging of emerging risks, including community concerns. Security risks will be continuously monitored through the PRCS's EOC and IFRC Minimum Security Requirement

documents, ensuring staff and volunteer safety. Federation-wide compliance with PSEA, child safeguarding, and anti-fraud policies will be mandatory.

M&E Approach:

PMER and programme teams will jointly ensure field monitoring visits by the PRCS, IFRC, and PNS technical teams to verify the quality, safety, and relevance of services. Quarterly operational reviews at both the branch and national levels will help address gaps and adapt programming. Furthermore, Federation-wide reporting will be implemented with the PRCS and IFRC's network partners, using a harmonised list of indicators that will be regularly collected and reported to provide a complete picture of the response efforts. Ongoing reporting will be maintained, while adhering to IFRC standards for external reporting. Regular sitreps and progress reports will be developed and issued to donors and stakeholders, following IFRC quality standards. IFRC PMER will engage with the PRCS and all IFRC network partners for consultation and support in establishing and maintaining the necessary systems and practices for regular monitoring. Evaluation and learning will be ensured by conducting a final evaluation, as well as a Federation-wide lessons learned workshop. The Federation-wide list of indicators defined for the initial phase of the operation is as follows:

Sector/Enabler	Indicator	Target ¹⁸
Shelter, Housing, and Settlements	Number of people reached with shelter support	91,000
	Number of family kits prepositioned by the National Society	5,000
Livelihoods	Number of people reached with livelihoods support	70,000
Multipurpose Cash	Number of people reached - Cash Transfer Programming	70,000
Health & Care	Number of local health facilities supported with staff, equipment, and/or running costs for the provision of medical services in emergencies	46
	Number of mobile health service units deployed to provide quality primary health care	15
	Number of consultations through primary health care rooms, outreach services, mobile units, or clinics operated by the National Society	162,000
	Number of staff and volunteers trained in epidemic control and RCCE	600
	Number of people reached with Mental Health and Psychosocial Services (MHPSS) and Psychological First Aid (PFA) from the National Society in emergencies	13,500
	Number of social workers, volunteers, and staff who participated in psychological first aid training, psycho-social educational activities or support	575
	Number of people receiving Long Lasting Insecticide-treated Nets (LLINs)	27,600
	Number of women reached by the National Society's Cash for Health (CfH) assistance	920
	Number of staff and volunteers trained in Epidemics Preparedness and Control in Communities (EPiC)	600
	Number of people reached by the National Society's community health promotion	2,300
	Number of litres of safe water distributed through RCRC emergency water supply (cumulative)	10,000,000
WASH	Number of people reached by WASH assistance	121,100
	Number of water sources constructed or rehabilitated (wells with pumps, spring protection, community ponds with filtration)	120
	Number of people supplied by the RCRC with an improved protected source of drinking water (according to WHO and Sphere standards)	25,200

¹⁸ Figures stated are IFRC EA Secretariat targets

	Number of people covered with hygiene promotion activities	35,000
Protection, Gender, and Inclusion (PGI)	Number of people reached by protection, gender, and inclusion programming	31,878
	Number of people trained on implementing the PGI Minimum Standards	300
	Number of girls, female adolescents, and women reached by information dissemination sessions on menstrual hygiene management and who receive dignity kits (MHM)	5,000
	Programme has completed the IFRC Child Safeguarding Risk Analysis	Yes
Community Engagement and Accountability (CEA)	Percentage of people surveyed who report they know how to provide feedback about the operation	30
	Number of opportunities for communities to participate in planning and managing the programme/operation (e.g. number of community committee meetings, planning workshops, focus group discussions, town hall meetings, etc.).	32
	Number of staff, volunteers, and leadership trained on community engagement and accountability	300
Migration	Number of migrants and displaced persons reached with services for assistance and protection	22,500
Risk Reduction, Climate Adaptation & Recovery	Number of people reached with disaster risk reduction	70,000
	Number of community disaster response team (CDRT) training sessions	50
	Number of communities that developed a risk informed community plan of action with the National Society's support, based on vulnerability and capacity assessments	50
Environmental Sustainability	Number of people reached by public campaigns involving clean-up and greening	32,499
National Society Strengthening	National Society has a Protection of Sexual Exploitation and Abuse (PSEA) policy to enforce prevention and support survivors	Yes
	National Society covers health, accident, and death compensation for all of its volunteers	Yes
	National Society has a safeguarding focal person	Yes
Coordination and Partnerships	National Society has a membership coordination mechanism in place	Yes
	Number of government-led coordination platforms the National Society is a part of	8
	Number of strategic partnerships the National Society is engaged in	3
IFRC Secretariat Services	Movement coordination mechanism is described and active	Yes
	Number of evaluations conducted	1
	Number of branches that have the capacity to lead the operation at the local level	5

FUNDING REQUIREMENT

Federation-wide funding requirement*



**For more information on the Federation-wide funding requirement, refer to the section: Federation-wide Approach*

Breakdown of the IFRC secretariat funding requirement



OPERATIONAL STRATEGY

MDRPK028 - Pakistan Red Crescent Society
Monsoon Floods 2025

FUNDING REQUIREMENTS

Planned Operations	12,534,000
Shelter and Basic Household Items	4,175,000
Livelihoods	1,631,000
Multi-purpose Cash	1,417,000
Health	2,274,000
Water, Sanitation & Hygiene	1,637,000
Protection, Gender and Inclusion	184,000
Education	0
Migration	148,000
Risk Reduction, Climate Adaptation and Recovery	973,000
Community Engagement and Accountability	49,000
Environmental Sustainability	46,000
Enabling Approaches	3,466,000
Coordination and Partnerships	247,000
Secretariat Services	1,192,000
National Society Strengthening	2,027,000
TOTAL FUNDING REQUIREMENTS	16,000,000

all amounts in Swiss Francs (CHF)

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Reference



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