



Emergency Humanitarian Aid Decision

23 02 01

Title: Emergency assistance to the victims of the earthquake of 8 October 2005 in Pakistan.

Location of operation: PAKISTAN

Amount of Decision: EUR 10,000,000

Decision reference number: ECHO/PAK/BUD/2005/01000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale:

On Saturday 8 October 2005, 10.46 GMT, an earthquake located 95 km north east of Islamabad in Pakistan, measuring 7.6 on the Richter scale (according to US Geological Survey/USGS) and qualified as one of the biggest in recent years in this region, hit Pakistan, North India and Afghanistan. The size of the affected area is 28,000 km².¹

Subsequently, more than 700 aftershocks have rocked Pakistan and landslides have occurred as a direct consequence of the earthquake.

Pakistan latest death toll as of 3 November 2005 had reached 73,276, with 69,260 injured². More than two-thirds of the casualties have been reported from Pakistani Kashmir while about 18,000 died in North West Frontier Province. Although the earthquake hit India as well, the devastation in Pakistan appears much more severe.

Nearly 2.5 million people – but possibly more as full assessments have not been possible – scattered throughout 15,000 villages have lost their houses, the majority of them now living in tents and makeshift shelters. Of the estimated 2.5 million affected 84% are in rural areas, 100,000 in semi-urban areas, and 200,000 in urban areas. The prospect of a secondary

¹ DG ECHO Islamabad Situation Report 10

² OCHA Situation Report #20 (05 November 2005)

humanitarian disaster continues to loom as thousands of injured remain stranded in isolated mountainous areas, without food, shelter or sanitation.³

According to OCHA about 90% of the population in Muzaffarabad was affected, while in Balakot, Banna and Nagh this figure is 80%.⁴ Traditional construction materials such as concrete beams, steel bars and piles of bricks contributed to the huge death toll in the quake as heavy roofs broke away and covered the people. There are 43,000 casualties in Bagh, Rawalkot and Muzaffarabad areas and this number could still increase. Helicopters, trucks, pick-ups, mules and other possible transport options are being used to access the inaccessible damaged areas. More than 48,000 people have been evacuated by the Pakistan Army from various damaged areas of Azad Kashmir while helicopters have so far made more than 1,300 sorties in these areas to drop food, tents, blankets and other relief goods. All the major roads have been re-opened in the areas while work is in full swing to re-open link roads. Access has been gained to almost all of the affected areas through different means.⁵

Needs assessments in rural areas are still very difficult. It has been possible to access an estimated 30% of the villages with an estimated 200,000 people across the affected areas in order to carry out an assessment⁶. Access constraints continue. Access via primary roads has improved and an influx of helicopter assets has assisted this process. Although some reports indicate that the urgent need for medical evacuation is beginning to level off, there are still reports of areas that have not been properly accessed; where death, injuries and damage are likely to be considerable.

According to the Government of Pakistan (GoP), the road communication between Muzaffarabad and Jura, the major town of Neelum Valley, which was hit badly, will be established in four weeks time,

The situation in northeastern Pakistan remains serious with rescue efforts severely hampered by the heavy rains. Most relief efforts concentrate on the north of Pakistan where the only means to transport supplies to distant villages is by mule trains or helicopters.

The GoP has decided to set up five relief camps along the Line of Control (LoC) between India and Pakistan to provide help and assistance to the earthquake-affected people of Kashmir. Food, medical assistance and other relief will be available in these camps for the affected population residing in the area. Pakistan and India agreed on 30 October that because of non-availability of roads due to damage to infrastructure on these points, crossing across the line would be permitted on foot. These five crossing points across the LoC will be Nauseri-Tithwal, Chakoti-Uri, Hajipur-Uri, Rawalkot-Poonch and Tattapani-Poonch.⁷

Of the revised UN Flash Appeal for US\$ 549 million (EUR 457.5 million) over six months, US\$ 70.7 million (EUR 58.92 million) has been committed (13%) and US\$ 51.6 million (EUR 43 million) pledged. At the 26 October donor conference in Geneva, UN Member States announced additional pledges totalling US\$ 580 million (EUR 483 million).⁸

³ www.reliefweb.int

⁴ UNJLC – Pakistan Earthquake Schematic Map – Main Hub and Routes in Affected and Support Areas 28 October 2005

⁵ Pakistan to set up Relief Camps at five points across LoC: PM (www.reliefweb.int) 31 October 2005

⁶ UN Response to earthquake in Pakistan

⁷ Pakistan to set up Relief Camps at five points across LoC: PM (www.reliefweb.int) 31 October 2005

⁸ DFID CHAD OT Situation Report No. 20 - South Asia earthquake (31 October 2005).

On 26 October a revised IFRC appeal called for 152 million Swiss francs (EUR 98 million) to support the ongoing relief operation of the Pakistan Red Crescent Society in the worst hit quake areas, particularly in the remote, mountainous areas of North Western Frontier Province. To date, 42 million Swiss francs (EUR 27 million) have been received and 35 million Swiss francs (EUR 22.5 million) have been pledged.⁹

To respond to the needs of the earthquake victims, the ICRC, who has the mandate to intervene in Pakistan-administered Kashmir, extended its 2005 budget for Pakistan from an initial 5.6 million Swiss francs (EUR 3.6 million) to 62 million Swiss francs (EUR 40 million) and launched an appeal to donors on 17 October. The extension covers operations only until 31 December 2005. At 28 October the ICRC had received almost 13 million Swiss francs (EUR 8.3 million) in contributions to its operations in Pakistan¹⁰.

1.2. - Identified needs:

Geographical Approach:

Regarding the time constraint, the impacted area should possibly be thought of and planned for as three separate sectors, each requiring a specific response:

1. The first sector concerns the *villages located above the snow line and the remote valleys*, accessible only through high altitude passes. This sector is the most preoccupying from a humanitarian point of view, because it is the least covered by assistance and the most difficult to access in the coming weeks. There is a common understanding that the window of opportunity for providing major assistance to the first group will only be open for a maximum of one month from 1 November.
2. The second sector contains the *villages below the snow line* – also difficult to access. Despite being less difficult to access, these areas are also of great concern as they could be blocked by heavy snowfalls and landslides, whilst, at the same time, they contain a large number of people.
3. The third sector concerns the *villages and cities accessible permanently* on or close to the main road network. With the population moving permanently from one sector to another, the pressure is equally high to provide emergency relief assistance all over the impacted areas.

The most urgent needs as reported by various sources are: *shelter* (including winterised tents), *non-food items* (including blankets/sleeping bags, generators and diesel, tarpaulins, ground sheets, stoves, fuel and kitchen sets), *water and sanitation* (latrines), *food, health care* (such as tetanus vaccines, hospital tents and surgeons) for remote areas as well as *logistics* (such as helicopters).

According to the weather forecast published by the Pakistan Meteorological Department, regional and global parameters indicate that another harsh winter is approaching the earthquake-stricken areas. Temperatures have already decreased drastically since the end of October, dropping below zero at night and already killing at least five children in the Balakot area.¹¹ Snowfall is expected to considerably exceed the normal range both in terms of frequency of occurrence and amount. As such, the temperatures are likely to range well below normal. In December, January and February, even the day temperatures are likely to stay

⁹ www.ifrc.org

¹⁰ www.icrc.org

¹¹ IRIN 4 November 2005

several degrees below freezing, especially in mountainous areas and during January lowest minimum temperatures usually drop as low as -20s degree Celsius. The landslides and foggy weather in winter may be another factor affecting human survival in these areas.

Shelter:

1. Quantified needs

According to a 1998 housing census in Pakistan, there were more than 807,000 houses or dwellings in the 12 earthquake-affected districts of Pakistan-controlled Kashmir and the affected parts of North West Frontier Province (NWFP). At least 50% of these are estimated to have collapsed. Others are too badly damaged to salvage. Reconstruction as such will be a truly mammoth undertaking.¹²

But as plans continue to be made, it is obvious that the preferences of communities will need to be fully taken into account.

2. Quantified response so far:

181,648 tents have been distributed by the Government (157,461), UNCHR (2,400) and international NGOs (19,287), US (2,500). 78,180 tents are awaiting collection; 300,000 in the pipeline (no estimate of delivery date).¹³

12 Government camps with a capacity of 12,000 people – occupancy currently being 8000¹⁴ (varying in size from 60-3,000 people) have been established in and around Mansehra, Muzaffarabad and Bagh in collaboration with UNHCR. Spontaneous camps in hundreds of locations have been established. The Pakistani government intends to establish the first of three large camps in and around Batagram. The initial camp will accommodate 40,000 people.¹⁵

3. Approaches to outstanding needs:

The UN shelter cluster is increasingly focusing on "non-tent" options and urgently exploring all potential winter-resistant shelter alternatives. In addition to winterised tents it explores partially repaired accommodation, staying with host families, in camps, or locally procured emergency shelter systems such as tunnel tents using plastic sheeting. The main priorities in the lower Jehlum valley, Bagh and Rawlakot are winterised tents, as only 5% of the shelter requirements have been met. The large majority of the tents erected on the mountainsides are not winterised and will need to be replaced in the coming weeks.

Agencies are examining the possibilities of distributing improvised semi-permanent shelter. In the highland areas these shelters may even be better than the provision of tents. With items rescued from their houses, combined with zinc sheet or heavily-reinforced plastic, hammers, nails, saws, poles etc (all of which should be available in the country) families at risk can construct adequate shelter that may be able to take them through the winter without forcing them down the mountain. The majority of populations however are severely traumatised and unable to undertake the rebuilding of houses.

There are still many ambivalent reports about people's intentions. Some reports indicate that people do not want to move, and there is no enthusiasm for tent cities, which will make

¹² IRIN 31 October 2005

¹³ DFID CHAD OT Situation Report No. 20 - South Asia earthquake (31 October 2005).

¹⁴ Mission debriefing – UNHCR's emergency response to South Asia earthquake (01 November 2005).

¹⁵ DFID CHAD OT Situation Report No. 20 - South Asia earthquake (31 October 2005).

support in the form of simple reconstruction material for people to secure their houses (or parts of their houses) all the more urgent, in conjunction with tents to the extent that this is possible. The Government was planning to evacuate 100,000 people from the Allai valley and relocate them temporarily in tent villages in the Haripur district, but had to cancel this plan because of the reluctance of the population to move, despite being exposed to high risk due to approaching weather deterioration. DG ECHO's field teams have reported the other side of the situation, which is that in many places in the mountains, life is no longer bearable because insufficient aid is getting there. Populations in the camps can be expected to double in the near future as more roads are opened and families descend before aid reaches the mountains.

It is estimated that between 100,000 and 120,000 people could move voluntarily into lower areas and major towns of the Mansehra district. Access roads will be cleared in the coming two to three weeks. A site has been identified for 20,000 people between Mansehra and Jabba and another one for 30,000 people at Maira.

For those who have survived the earthquake, the most critical times are probably not the first one or two weeks (which is normally the case), but from November onwards. There is likely to be a large and increasing caseload for whom sustained shelter interventions will be priority.

Health:

Twelve international field hospitals (five in Kashmir/Muzzafarabad and seven in NWFP) are functioning with bed capacity for 1,037 patients. There are twelve mobile medical teams throughout the affected area. Physical trauma accounts for more than 40% of consultations at health facilities.¹⁶

The earthquake left more than 78,000 injured requiring hospital treatment. Only 22,000 people have received hospital treatment so far¹⁷. Of this number, some will need a regular follow-up to limit the risks of infection. Because of the thousands of amputations and other handicaps resulting from the disaster, there will be a greater need for healthcare provision for the disabled. In addition, because of the trauma resulting from the disaster, there will be an increased need for psychosocial healthcare provision. More generally, as more than 70% of the health facilities have been destroyed or badly damaged, there will be a need to re-establish primary health facilities alongside pre-existing setups for the whole population living in the impacted area (approximately 4,000,000 persons). To guarantee the widest possible health care coverage, outreach clinics will be established to operate amongst populations.

Acute Respiratory Infection (ARI) is the most common diagnosis reported by almost all health facilities, field hospitals and mobile teams in Muzaffarabad, Bagh and Rawalakot. There are no current reports of measles and no reported outbreaks of major communicable diseases. The total number of reported tetanus cases had increased from 104 to 113 in three days by 29 October, with related deaths now at 22. Measles, tetanus, impetigo and scabies have also been reported. There were 368 cases of scabies in one location alone due to related overcrowding and hygiene issues associated with camps.¹⁸

Logistics:

The continued access difficulties are still affecting assessment, let alone the provision of relief. Provision of appropriate logistical resources, including helicopters, is essential. Access

¹⁶ WHO Pakistan – Medical teams and field hospitals Pakistan (02 November 2005) DFID CHAD OT Situation Report No. 20 - South Asia earthquake (31 October 2005).

¹⁷ WHO and Ministry of Health – Health cluster strategy in response to Pakistan earthquake

¹⁸ WHO South Asia Earthquake Situation Report 18, 29 October 2005

to remote valleys and villages is likely to deteriorate as winter progresses. Remoteness and lack of accessibility are major obstacles to aid to reaching all the victims. The most rapid and efficient way (sometimes the only way) to provide assistance all over the impacted area is by airlift, mostly helicopters that have been progressively mobilised by the international community. Relief items (including tents when available) are dropped in the most remote villages and emergency air evacuations are undertaken to Abbotabad and Islamabad. As of 30 October 2005, 89 operational helicopters from NATO Allies, UN, Pakistan, NGOs, ICRC and from all over the world are operating in Pakistan to help with earthquake relief efforts.¹⁹

Nevertheless, the capacity to assist by air is and will remain limited. International relief assistance is continuously arriving into the country, mainly at Islamabad airport. In addition, humanitarian organisations are purchasing relief items locally in huge quantities to be distributed as quickly as possible in the impacted areas. The need is then huge to provide transportation and carriage of relief and medical assistance to the populations of the impacted area.

The need for regular transport/freight/storage is obvious in this specific context. It is a vital link to provide emergency assistance as quickly as possible and to reach simultaneously the most isolated valleys. Aerial transportation and carriage is a vital link between the victims and the assistance, but cannot cover all the needs. Complementary longer term oriented solutions have to be identified and quickly implemented in order to cope with the emergency created by the deteriorating weather conditions. Road transport, through well structured dispatching hubs, would be the most reliable solution and soon the only one as the weather will shortly end the possibility of air transport to these mountainous areas.

Water and sanitation:

Many reports are showing that sanitation is not being addressed adequately for various reasons (cultural, lack of actors, lack of financial support). Latrines that are being constructed are hastily dug, without any awareness campaign, and are quickly filling up. As size and number of the camps increase, sanitation will become a major issue. To support impacted populations remaining in their villages, emergency rehabilitation of water distribution networks will be completed and latrines installed in order to avoid major risk of disease outbreak. In parallel, hygiene sensitisation should be considered, and will require particular attention because of cultural sensitivity.

Food:

More than half of rural households surveyed by WFP and INGOs lost all or most of their grain stocks and one fourth of the livestock have been killed. Food consumption in the affected areas has also clearly begun to diminish. According to the survey, priority should be given to the estimated 200,000 people living in the most difficult to reach areas in Neelam, Jahlum, Kargan and Naran valley as well as upper parts of Alai which within the next three to four weeks will be cut off by snow for months.

On the issue of migration, the survey noted that less than 10% of the affected population have left their communities for safer areas, preferring to stay close to their lands and livestock. While larger numbers of people are expected to move into camps with the approach of winter, the survey noted that this is seen as a last resort.²⁰

¹⁹ UJLC – Rotary wing assets deployed (02 November 2005) NATO EADRCC Situation Report No. 14
Earthquake – Pakistan 30 October 2005

²⁰ WFP Emergency Report No. 44 of 28 October 2005

1.3. - Target population and regions concerned:

The target population is the 2,5 million affected, with special emphasis on the 500,000 most affected.

The main impacted areas in Pakistan are North West Frontier (NWFP) and Pakistan-administered Kashmir.

During the immediate relief phase little distinction will be made among the victims in terms of the type of aid provided as this would slow down the distribution process to an unacceptable level. Following this phase, the beneficiaries will be targeted according to the priorities defined by the ongoing needs assessments.

1.4. - Risk assessment and possible constraints:

The main constraint is the difficult mountainous terrain and the consequences of the earthquake on the infrastructure which is destroyed (roads, bridges). The weather can rapidly become the major constraint in delivering aid. Rains have started, and even snow, and the winter season will start around the middle of November. Bad weather will also hamper helicopters delivering relief items to the affected areas. The relief aid should be dispatched quickly before heavy snow falls in Kashmir.

At present, aftershocks of a lesser magnitude are still occurring indicating that there is still a high degree of risk. Furthermore important quakes cannot be discounted. This could not only result in additional needs, but the possibility could also disrupt the implementation of relief operations funded under this Decision.

In addition, lack of security due to the chaotic context at the moment has also to be considered. Another limit could be the radicalisation of the attitudes of the population if aid is not forthcoming.

2 - Objectives and components of the humanitarian intervention proposed:²¹

This Decision builds on and complements the previous Decisions adopted by the EC since the beginning of the humanitarian disaster. Operations financed under this Decision are urgently needed and shall complement the ongoing Primary Emergency²² and Emergency Decision²³. Another EUR 600,000 was also allocated to provide relief assistance under an ongoing Ad Hoc decision for the region.²⁴

Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Article 110 thereof, and its Implementing Rules in particular Article 168 thereof (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16 September 2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31 December 2002).

Rate of financing: In accordance with Article 169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

²² ECHO/-SA/BUD/2005/05000

²³ ECHO/-SA/BUD/2005/06000

²⁴ ECHO/-AS/BUD/2005/05000

ECHO/PAK/BUD/2005/01000

The funding for the current Decision comes from the EUR 30 million DG ECHO mobilised from the EC's reserve. The remaining EUR 20 million will be allocated through an Ad Hoc Decision DG ECHO is currently drafting.

2.1. - Objectives:

Principal objective: To save and preserve the life of the Pakistani population affected by the earthquake of 8 October 2005.

Specific objective:

- To assist the victims of the earthquake with integrated relief and small-scale rehabilitation support.

2.2. - Components:

The activities funded under this Decision include the following:

- Provision of winterised tents and emergency shelter.
- Support to small-scale rehabilitation of houses destroyed by the earthquake. Repairs to buildings must reflect the disaster risk reduction concept as a preparedness measure that can be mainstreamed.
- Distribution of non food items, including blankets, plastic sheeting, fuel and basic household items, notably kitchen stoves and fuel heaters.
- Provision of health care for the affected population.
- Psychosocial support for traumatised survivors, notably children
- Provision of safe water supply (water distribution, water treatment, restoration of water systems) and activities restoring minimal sanitary and hygiene conditions (latrines, provision of hygiene articles together with hygiene promotion activities).
- Distribution of food parcels.
- Support to logistic activities in order to enable relief items to reach the beneficiaries in a timely manner.
- Facilitate the coordination of the humanitarian organisations in place.

3 - Duration expected for actions in the proposed Decision:

The duration of humanitarian aid operations shall be 6 months from their start date.

Expenditure under this Decision shall be eligible from 8 October 2005.

If the implementation of the actions envisaged in this Decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

On 24 October the Commission announced that DG RELEX would contribute to the reconstruction with EUR 80,000,000.²⁵

6 - Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 10,000,000

²⁵ Pakistan earthquake: Commission proposes EUR 93,600,000 million aid package IP/05/1332

6.2. - Budget breakdown by specific objectives:

Principal objective: To save and preserve the life of the Pakistani population affected by the earthquake of 8 October 2005.			
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners²⁶
Specific objective 1: To assist the victims of the earthquake with integrated relief and small-scale rehabilitation support	10,000,000	PAKISTAN	- CARITAS - AUT - CROIX-ROUGE - DNK - CROIX-ROUGE - SWE - GERMAN AGRO ACTION - HANDICAP (FR) - IOM - MERCY CORPS SCOTLAND - OXFAM - UK - UN - UNHCR - BEL - UN - UNOCHA - UN - WFP-B - WHO - OMS
TOTAL:10,000,000			

²⁶ CARITAS AUSTRIA, (AUT), DANSK RODE KORS, (DNK), DEUTSCHE WELTHUNGERHILFE / GERMAN AGRO ACTION, (DEU), HANDICAP INTERNATIONAL (FR), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), MERCY CORPS SCOTLAND (GBR), OXFAM (GB), SVENSKA RÖDA KORSET, UN - WORLD FOOD PROGRAM - LIAISON OFFICE, UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE

7 - Budget Impact article 23 02 01 :

-	CE (EUR)
Initial Available Appropriations for 2005	476,500,000
Supplementary Budgets	-
Reinforcement from Emergency aid reserve	130,000,000
Transfers	- 5,000,000
Total Available Credits	601,500,000
Total executed to date (09/11/2005)	563.113.870
Available remaining	38.386.130
Total amount of the Decision	10,000,000

COMMISSION DECISION
of
on the financing of emergency humanitarian operations from the general budget of the
European Union in
PAKISTAN

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid²⁷, and in particular Article 13 thereof,

Whereas:

- (1) An earthquake located 95 km north east of Islamabad measuring 7.6 on the Richter scale occurred on 8 October 2005, 10.46 GMT, causing massive destructions that has seriously affected Pakistan and North India.
- (2) As of 31 October 2005, the earthquake has caused over 73,000 deaths and many thousands injured in North West Frontier and Pakistan-administered Kashmir in Pakistan.
- (3) The earthquake also caused widespread destruction of houses and public infrastructure such as roads, bridges, schools, hospitals and telecommunications.
- (4) There is barely one full month left before the winter really sets in, a window of opportunity which, if not taken, will result in a second humanitarian disaster caused by winter following the earthquake.
- (5) Humanitarian aid operations financed by this Decision should be of a maximum duration of six months.
- (6) It is estimated that an amount of EUR 10,000,000 from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to over 500,000 victims of the earthquake in Pakistan, taking into account the available budget, other donors-contributions and other factors.

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 10,000,000 for emergency humanitarian aid operations to provide the necessary assistance and relief to people affected by the earthquake of 8 October 2005 in Pakistan by using line 23 02 01 of the 2005 general budget of the European Union.

²⁶ OJ L 163, 2.7.1996, p. 1-6
ECHO/PAK/BUD/2005/01000

2. In accordance with Article 2 (a) of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:
 - To assist the victims of the earthquake with integrated relief and small-scale rehabilitation support.

The total amount of this decision is allocated to this objective.

Article 2

1. Humanitarian aid operations funded by this Decision shall have a maximum duration of 6 months from their starting date.
2. Expenditure under this Decision shall be eligible from 8 October 2005.
3. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the humanitarian aid operations.

Article 3

This Decision shall take effect on its adoption.

Done at Brussels,

For the Commission

Member of the Commission