



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels  
C(2009) XXX final

**COMMISSION DECISION**

**of**

**on the financing of emergency humanitarian Actions from the general budget of the  
European Communities in Pakistan**

(ECHO/PAK/BUD/2009/01000)

## COMMISSION DECISION

of

### on the financing of emergency humanitarian Actions from the general budget of the European Communities in Pakistan

(ECHO/PAK/BUD/2009/01000)

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 aid<sup>1</sup>, and in particular and in particular Articles 2(a), 4 and 13 thereof,

Whereas:

- (1) As a result of the internal conflict in Pakistan, over 2 million people have now been displaced from their homes and have substantial humanitarian needs, following the clashes between the army and militant groups;
- (2) Of particular concern is the further deterioration of the humanitarian situation in the Federally Administered Tribal Areas (FATA) and North-West Frontier Province (NWFP) with the intensification of conflict between the Pakistan military and militant groups, and between different militant groups.
- (3) The evolution of the situation in Baluchistan and other areas bordering on FATA and NWFP should be monitored closely, should the conflict spill over.
- (4) With the recent influx of displaced people in FATA & NWFP that add to the already caseload of IDPs displaced since August 2008, the local coping capacity requires humanitarian support especially in the sectors of protection, general relief assistance, food assistance and coordination.
- (5) Bearing in mind the complexity of the situation, there is a need for a better co-ordination of the relief efforts and advocacy towards respect of humanitarian principles and space;
- (6) To reach populations in need, emergency aid should be channelled through Non-Governmental Organisations (NGOs), International Organisations including United

---

<sup>1</sup> OJ L 163, 2.7.1996, p. 1.

Nations (UN) agencies. Therefore the European Commission should implement the budget by direct centralized management or by joint management;

- (7) Humanitarian aid Actions financed by this Decision should be of a maximum duration of 6 months.
- (8) It is estimated that an amount of EUR 5,500,000 of which EUR 4,500,000 from budget article 23 02 01 and EUR 1,000,000 from budget article 23 02 02 of the general budget of the European Communities is necessary to provide humanitarian assistance to over 400,000 displaced persons, taking into account the available budget, other donors' contributions and other factors. The activities covered by this Decision may be financed in full accordance with Article 253 of the Implementing Rules of the Financial Regulation.
- (9) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002<sup>2</sup>, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002<sup>3</sup>, and Article 15 of the Internal Rules on the Implementation of the general budget of the European Communities<sup>4</sup>.

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 5,500,000 for emergency humanitarian aid Actions to provide the necessary relief and assistance to the victims of conflict in Pakistan by using article 23 02 01 (EUR 4,500,000) and article 23 02 02 (EUR 1,000,000) of the 2009 general budget of the European Communities.
2. In accordance with Article 2(a) and 4 of Council Regulation No.1257/96, the humanitarian Actions under this Decision shall be implemented in the pursuance of the following specific objectives:

- To provide protection and integrated humanitarian assistance to Internally Displaced People (IDPs) and conflict affected population in Pakistan.

An amount of EUR 4,500,000 from budget article 23 02 01 is allocated to this specific objective

- To provide food assistance to Internally Displaced People (IDPs) and conflict affected population in Pakistan

An amount of EUR 1,000,000 from budget article 23 02 02 is allocated to this specific objective.

---

<sup>2</sup> OJ L 248, 16.9.2002, p.1.

<sup>3</sup> OJ L 357, 31.12.2002, p.1.

<sup>4</sup> Commission Decision of 5.3.2008, C/2008/773

## *Article 2*

1. The implementation of humanitarian aid Actions funded by this Decision shall have a maximum duration of 6 months from their starting date.
3. Expenditure under this Decision shall be eligible from 1 May 2009
4. If the Actions 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 Actions.

## *Article 3*

1. The Commission shall implement the budget by direct centralised management or by joint management with international organisations.
5. Actions supported by this Decision will be implemented either by:
  - Non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No. 1257/96;or International organisations
6. Taking account of the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation.

## *Article 4*

This Decision shall take effect on the date of its adoption.

Done at Brussels

*For the Commission*  
*Member of the Commission*



**Emergency Humanitarian Aid Decision**

**23 02 01**

**23 02 02**

Title: Humanitarian Assistance for the Victims of Conflict in Pakistan

Location of Action: PAKISTAN

Amount of Decision: EUR 5,500,000

Decision reference number: ECHO/PAK/BUD/2009/01000

---

**Supporting Document**

**1 - Rationale, needs and target population.**

1.1. - Rationale :

The Federally Administered Tribal Areas (FATA), North-West Frontier Province (NWFP) and Baluchistan of Pakistan, along the border areas with Afghanistan, has become a context of shifting areas of conflict – notably between Pakistan military and various militant groups, but also between these groups - and consequent humanitarian need, with civilian populations increasingly affected by the armed violence, including aerial bombardments, sectarian clashes, banditry and kidnappings.

Since August 2008 the conflict has intensified greatly with a consequent escalation in the scale of humanitarian needs, notably numerous weapon-wounded people and displacements of the civilian population leading to 168,000 IDPs (Internally Displaced People)<sup>1</sup> by the end of 2008. From January to April 2009, an additional 379,000 people have been displaced.

After the recent clashes between the army and armed opposition groups in Buner, Lower Dir and Swat districts in North Western Frontier Province (NWFP), the humanitarian and security situation in NWFP has further deteriorated with a fresh influx of IDPs from Dir, Buner and Swat. Given the difficulty to access these areas due to the fighting, the exact figures are not yet known but humanitarian agencies are speaking of up to 1 million people in total. The figures are likely to increase drastically in the coming days and weeks.

---

<sup>1</sup> Source : UNHCR weekly up-date 6 January 2009

In Malakand district, orders have been given to the civilian population in Mingora city (capital of Swat with an estimated population of 200,000 to 300,000) to vacate their homes and shift to safer areas further south. Most are likely to leave for Peshawar and the surrounding districts as and when the curfew is relaxed.

According to OCHA/UNHCR<sup>2</sup>, on the already existing and registered IDPs (556,539) less than 100,000 were living in 11 camps while 462,912 were living outside camps (mostly in host families or rental accommodations). Furthermore, there were and are still IDPs that are not going through the screening/registration process but are nevertheless in need of protection.

Local authorities, with the support of UNHCR, have set-up three new camps to receive the new influx of IDPs: two in Mardan and one in Swabi districts. UNHCR is also already working on extending the Jalozai camp capacity in the Nawshera district to be able to accommodate potential 5000 more IDPs.

Some agencies and the authorities are already speaking about potential 500,000 more IDPs to come if new (massive) military offensives were launched in the Swat valley in the coming days or weeks.

Despite relief efforts by local authorities and other local actors, including temporary shelter in public buildings or with host families, the scale of the needs within such a short time period requires additional humanitarian assistance, provided strictly according to the principles of neutrality and impartiality. This additional assistance provided would be as a contribution to the first phase humanitarian response while the Government of Pakistan increases its assistance to the displaced.<sup>3</sup>

The International Committee of the Red Cross (ICRC), already assisting the IDPs since 2008, partly with DG ECHO<sup>4</sup> support<sup>5</sup>, has launched in March 2009 and extension of its appeal to respond to the deterioration of the humanitarian situation. Equally, the 2009 Humanitarian Response Plan (HRP) was complemented in March 2009 by a "Prioritisation Statement" and will be revised further in May to take into account more realistic forecasts for 2009. UNOCHA has decided to scale-up its presence in view of the necessity of enhanced protection of the humanitarian principles and space.

## 1.2. - Identified needs:

The humanitarian needs are those of the displaced and their host populations since January 2009, and primarily the most recently displaced since 1 May 2009 and any further displaced people over the next few months.

---

<sup>2</sup> Sources: UNHCR - IDP update and UNOCHA situation report 5 May 2009

<sup>3</sup> According to the Humanitarian Response Plan Prioritisation Statement "The Government of Pakistan has reported spending funds totalling PKR 2.5 bn (USD31.5 million) to address the emergency since the start of the crisis.

<sup>4</sup> Directorate-General for Humanitarian aid - ECHO

<sup>5</sup> Funding Decision ECHO/PAK/BUD/2008/01000

As most displaced were forced to leave their homes in haste, they often have nothing but the clothes they are wearing. Depending on the specific requirements whether for those displaced to camps, or those assisted by host communities, primary needs are for shelter, an initial food ration and nutritional support, and domestic items such as clothes and kitchen equipment, as well as medical support. Further, in some places access to safe water and adequate sanitation facilities is insufficient. Enhanced temporary water storage and distribution, together with sanitation facilities is required to avoid the outbreak of water and hygiene related disease.

Of particular note is the Global Acute Malnutrition (GAM) amongst the IDPs at 21% (15% being the usual trigger for humanitarian interventions)<sup>6</sup>. In the "Prioritisation Statement" issued by the UN in March 2009, food assistance was put as a top priority. In addition, health facilities require reinforcement, for example with mobile teams, and increased surgical capacity. In February, to cope with the increasing number of weapon wounded, and in addition to existing health facilities, ICRC set up a 60 bed field hospital in Peshawar, with 2 operating theatres.

The civilians caught up in the fighting, or living in nearby areas, and the displaced need protection and more so in the case of women and children, in particular women-headed or child-headed families.

There is also a need for an increased coordination of the response efforts and protection of humanitarian principles with the clear fear of militarisation of the humanitarian space. UNOCHA needs to be further strengthened in terms of presence and capacity in order to fully play its mandated role for coordination and advocacy in Pakistan where the cluster system is in place. The general coordination meeting has been reinstalled in Islamabad to discuss the humanitarian situation and related issues such as security and accessibility and challenges facing the humanitarian community.

A DG ECHO mission 24-26 March 2009 assessed the increased scale of needs and the appropriateness of supporting ICRC and some UN agencies in their efforts to assist the IDPs. The most recent displacements confirm the needs.

### 1.3. - Target population and regions concerned:

Assistance is focused on NWFP and FATA, origin of most of the displaced, and especially on NWFP where most of the displaced people are now located, targeting primarily the IDPs but also host communities where appropriate.

Nevertheless, considering the sensitivity of the situation in Baluchistan and other provinces, assistance in these areas should also be envisaged on the basis of close monitoring

### 1.4. - Risk assessment and possible constraints:

The main risk is that of access constraints for assessment, relief delivery and monitoring, either due to security problems or to restrictions imposed by the military.

Further access constraints could arise in some areas due to extreme weather conditions, especially in the winter months.

---

<sup>6</sup> Source: WPP March 2009 Sitrep

## **2 - Objectives and components of the humanitarian intervention proposed:**

### 2.1. - Objectives:

Principal objective:

Provide humanitarian relief assistance to the victims of conflict in Pakistan

Specific objectives:

- To provide protection and integrated humanitarian assistance to Internally Displaced People (IDPs) and conflict affected population in Pakistan.
- To provide food assistance to Internally Displaced People (IDPs) and conflict affected population in Pakistan.

### 2.2. - Components:

*For specific objective one:*

- Protection
- Relief assistance comprising :
  - non-food items (NFIs) comprising shelter material, and domestic items such as clothes, blankets and kitchen items;
  - livelihood support including food rations for the initial phase;
  - medical support, such as mobile teams, and increased surgical capacity;
  - water and sanitation assistance for temporary water storage and distribution, together with sanitation facilities;
- Coordination of the response

*For specific objective two:*

- General food assistance including food distribution and supplementary feeding for children

At the time of preparing this Decision, DG ECHO has only identified ICRC and UN agencies as potential partners for the implementation of this Decision. Funding will nevertheless be based on the assessment of funding proposals and could be more extensive. Moreover, DG ECHO will continue to monitor the situation on the ground in order to ensure the most appropriate response, including the inclusion of other Humanitarian organisations should it be necessary for attaining the objectives of this Decision.

## **3 - Duration expected for Actions in the proposed Decision:**

The duration of humanitarian aid Actions shall be maximum 6 months.

Expenditure under this Decision shall be eligible from 1 May 2009.





## 5 - Overview of donors' contributions

Donors in PAKISTAN the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	2,000,000		
Belgium		Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland	100,000				
France	160,000				
Germany	3,069,591				
Greece					
Hungary					
Ireland					
Italy	3,397,000				
Latvia					
Lithuania					
Luxemburg	500,000				
Malta					
Netherlands	1,500,000				
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden	1,335,233				
United kingdom					
Subtotal	10,061,824	Subtotal	2,000,000	Subtotal	0
		Grand total	12,061,824		

Dated : 09 April 2009

(\*) Source : DG ECHO 14 Points reporting for Members States. <https://webgate.ec.europa.eu/hac>  
Empty cells means either no information is available or no contribution.

## 6 - Amount of Decision and distribution by specific objectives:

6.1. - Total amount of the Decision: EUR 5,500,000

## 6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> <i>Provide humanitarian relief assistance to the victims of conflict in Pakistan</i>			
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Potential partners<sup>8</sup></b>
Specific objective 1: To provide protection and integrated humanitarian assistance to Internally Displaced People (IDPs) and conflict affected population in Pakistan	4,500,000	NWFP, FATA	- ICRC-CICR - OCHA - UNHCR
Specific objective 2: To provide food assistance to Internally Displaced People (IDPs) and conflict affected population in Pakistan	1,000,000	NWFP, FATA	- WFP-PAM
TOTAL: 5,500,000			

<sup>8</sup> COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, WORLD FOOD PROGRAM

## **7 - Evaluation**

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid Actions financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent Actions." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

[http://ec.europa.eu/echo/policies/evaluation/introduction\\_en.htm](http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm).

## **8. MANAGEMENT ISSUES**

Humanitarian aid Actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at [http://ec.europa.eu/echo/about/actors/partners\\_en.htm](http://ec.europa.eu/echo/about/actors/partners_en.htm).

For International Organisations identified as potential partners for implementing the Decision, actions will be managed under joint management.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.