



EUROPEAN COMMISSION

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COMMISSION DECISION

of

on the financing of emergency humanitarian actions in Pakistan from the general budget of the European Union

(ECHO/PAK/BUD/2010/02000)

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid¹, and in particular Articles 2(a) and Article 13 thereof;

Whereas:

- (1) Since 22 July 2010, exceptionally heavy monsoon rains combined with a westerly weather disturbance produced flash floods and river floods in several parts of Pakistan. The flash floods caused a high death toll and very severe damages to the communications infrastructure.
- (2) The most severe damage first occurred in the northwest provinces but as the flood waters advance downstream the Indus River, floods are now affecting seriously the central province of Punjab and the southern province of Sindh. These provinces have a higher population density and are the agricultural heartland of Pakistan.
- (3) It is currently estimated by UNOCHA (8/08/2010) that at least 4 million people are affected across the country. Many more millions are bound to be indirectly affected by food shortages, if sufficient assistance is not received in time.
- (4) To reach populations in need, humanitarian aid should be channelled through non-governmental Organisations (NGOs), international organisations including United Nations (UN) agencies and Member States Specialised Agencies. Therefore the European Commission should implement the budget by direct centralised management or by joint management;
- (5) Humanitarian aid actions financed by this Decision should be of a maximum duration of 6 months;
- (6) It is estimated that an amount of EUR 10,000,000 from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to up to 4 million people affected across the country, taking into account the available budget, other donors' contributions and other factors. The activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation;

¹ OJ L 163, 2.7.1996, p. 1.

- (7) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002², Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002³, and Article 15 of the internal rules on the implementation of the general budget of the European Union⁴;

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 the financing of emergency humanitarian actions in Pakistan from budget article 23 02 01 of the 2010 general budget of the European Union.

2. In accordance with Article 2(a) of Council Regulation No.1257/96, the principal objective of this Decision is to save and preserve life of the populations affected by the floods in Pakistan. The humanitarian actions shall be implemented in the pursuance of the following specific objective:

- to improve the humanitarian situation of people affected by the floods in Pakistan by providing emergency humanitarian aid through multi-sectoral assistance

The full amount of this Decision is allocated to this specific objective.

Article 2

1. The period for the implementation of the actions financed under this Decision shall start on 22 July 2010. Expenditure under this Decision shall be eligible from the same date. The duration of individual humanitarian aid actions financed under this Decision shall be limited to a maximum of six months.

2. If the implementation of individual actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in the implementing period of the Decision in respect of the action suspended.

3. In accordance with the contractual provisions ruling the Agreements financed under this Decision, the Commission may consider eligible those costs arising and incurred after the end of the implementing period of the action which are necessary for its winding-up.

Article 3

1. In accordance with Article 253 of the Implementing Rules and having regard to the urgency of the action, the availability of other donors and other relevant operational circumstances, funds under this Decision may finance humanitarian actions in full.

2. 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, international organisations or Member States' specialised agencies.

3. The Commission shall implement the budget:

² OJ L 248, 16.9.2002, p. 1.

³ OJ L 357, 31.12.2002, p. 1.

⁴ Commission Decision of 5.3.2008, C/2008/773

* either by direct centralised management, with non-governmental organisations and with Member States' specialised agencies.

* or by joint management with international organisations that are signatories to the Framework Partnership Agreements (FPA) or the Financial Administrative Framework Agreement with the UN (FAFA) and which were subject to the four pillar assessment in line with Article 53d 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**

Title: Commission Decision on the financing of emergency humanitarian actions in Pakistan from the general budget of the European Union

Description: Humanitarian Emergency Decision for the people affected by the floods in Pakistan.

Location of action: PAKISTAN

Amount of Decision: EUR 10,000,000

Decision reference number: ECHO/PAK/BUD/2010/02000

Supporting document

1 Humanitarian context, needs and risks

1.1 Situation and context

Westerly weather disturbance combined with heavy monsoon rain on 21 and 22 July 2010 triggered flash floods and river floods in several parts of the country. At the moment the affected areas are scattered in all provinces of Pakistan. Moderately affected are Gilgit-Baltistan region, Baluchistan and Azad Kashmir, severely affected Khyber Pakhtunkwa (KPK). This Province is also the most affected by the IDP crisis.

Punjab and Sindh Provinces are now also severely affected as flood water is now flowing towards the south and reaching more densely populated areas. These areas expect to see a surge in river levels in addition to the difficult absorption of rain waters. In Punjab, the total number of affected people is reported to be nearly 1.6 million

The floods are currently⁵ affecting almost **1/3** of the country surface. These are reported to be the worst floods to hit Pakistan since 1929.

⁵ as of 8 August 2010

According to the latest assessment dated 8/08/10, **4 million** people have been affected by the floods. However, the National Disaster Management Authority (NDMA), which is leading the response for the Pakistani authorities, speaks already about a potential 12 million people affected. Already more than 1,600 people have been reported dead and the same figure of people wounded. A total of 263 590 houses have been damaged.

The floods have caused huge damages on the **infrastructures** in the country, especially in the North, blocking the access to some areas. Four main bridges across Indus River built on Karakoram Highway (KKH) were washed away cutting off the Gilgit Baltistan region from the rest of the country. Other vital bridges (i.e. Chakdara Bridge connecting Lower Dir with Peshawar Valley) are either damaged or are non-existent. Parts of Kohistan, Shangla and Upper Swat remain cut off from road access, while Lower and Upper Dir are accessible only through a long alternate route through the Federally Administered Tribal Area (FATA).

At the same time, barrages continue to rise and the Meteorological Department of Pakistan has declared all areas on the banks of Indus River in Sindh dangerous. Evacuation of people is underway and over 450 relief points have been established. Agricultural land has suffered severely in the wake of the flood wave, with more than 1.4 million acres of standing crop affected so far.

Assessment teams have been deployed to determine the extent of damages and losses. In Khyber Pakhtunkhwa (KPK), relief operations continue but have not yet managed to catch up with the immense scale of humanitarian needs. Aid workers have managed to reach some of the isolated areas but hundreds of thousands of people are still waiting for emergency assistance to reach them.

The **Government** of Pakistan is leading the rescue operations, supported by the National and Provincial Disaster Management Authorities (NDMA and PDMA) and by the Army which has mobilised some 30,000 troops and has deployed medical teams, boats and dozens of helicopters for the relief effort. As far as relief is concerned, according to NDMA, the UN system is expected to play a major role in the relief activities and the early recovery phase while the Government will have the lead on the Rehabilitation and Reconstruction phase⁶.

All humanitarian implementing agencies present in the country such as **UN, Red Cross/Red Crescent** Movement and **NGOs** are active on the ground responding to the most urgent needs while at the same time conducting new assessment when access becomes feasible.

On 6 August, Prime Minister Gilani called the flooding the worst in Pakistan's 63-year history and appealed for help. *"I would ask the international community to support and help Pakistan alleviate the sufferings of its flood-affected people,"* he said.

1.2 Identified humanitarian needs

Comprehensive needs assessments are still ongoing in order to identify also the needs in the newly affected areas such as the southern parts of Pakistan. Nevertheless, the following needs have been identified so far:

Food assistance

⁶ the same approach has been adopted for the IDPs crisis

The effects of the monsoon flooding threaten to entrench food insecurity and vulnerability among affected groups. Food distribution is therefore required in areas where people have lost everything. According to World Food Programme (WFP), the number of individuals in need of food assistance amounts up to 2.5 million as of 5/08/10 and is likely to increase. The impact of the floods in the newly affected areas of Sindh and Punjab may have a longer term impact on the food insecurity in the country being the main areas for food production, including cereals. If appropriate, DG ECHO will also encourage its partners to use cash and vouchers, especially in the period following the immediate response.

Emergency Shelter and Non-Food Items (NFIs)

In Baluchistan and Khyber Pakhtunkwa, UNHCR has so far distributed 11,041 tents, 6,623 NFI kits, 8,000 plastic sheets and thousands of jerry cans, kitchen sets, plastic mats, buckets and nine water tanks⁷. There is a need to continue the distribution as some locations have not yet been accessed and new Provinces are currently affected.

Camp Coordination and Camp Management (CCCM)

The Azakhel Afghan Refugee Camp is still under water with very little possibility of distribution of household assistance. In coordination with Afghan refugees, UNHCR is negotiating with Afghan refugee elders for possible relocation to another camp within the area. So far, 1,000 families have agreed to relocate, while the remaining expressed concerns about their security. A total of 4,000 tents and 4,000 plastic sheets are to be distributed to affected population. In the South of the country, following the evacuation of people from the most affected districts, camps have also been established.

Health and psycho-social interventions

In some locations, health facilities and medicines stocks have been damaged or destroyed by the floods, whilst new flood-related health problems are emerging. It is urgent to support the health sector by supplying medicines, treatment kits, vaccinations and anti-snake venom, supporting health centres, ensuring hygiene promotion and distribution of hygiene kits, etc.

Sanitary conditions in some districts are alarming, with thousands of dead animals lying in pools of stagnant water that provide a breeding ground for flies and mosquitoes. Lack of access to safe drinking water is the biggest health risk. Groundwater sources have been submerged and surface water contaminated by the floodwaters.

In KPK, the three leading diseases reported through the disease early warning system (DEWS) are acute diarrhoea, scabies and acute respiratory tract infection⁸.

Bearing in mind that some of the most affected areas, such as KPK, have been affected not even a year ago by a massive displacement of population, trauma and psychological distress are likely to be widespread, particularly among vulnerable groups of the population. Therefore, psychosocial interventions (or components) might be necessary.

Water, Sanitation & Hygiene (WASH)

Floods have contaminated water sources (springs and tube wells), depriving the population from clean and potable water. This widespread contamination of water supplies can potentially cause major health problems. Affected population is also in need of hygiene kits and solid waste management is an issue.

⁷ Source: UNHCR flood update no 3 of 6/08/2010

⁸ Source: WHO Health cluster bulletin no7 of 6/08/2010

Protection

Protection should be mainstreamed/ streamlined into all aid programmes. Bearing in mind the overall situation in Pakistan, protection of civilians is an overarching and fundamental need in this context and will remain a priority for DG ECHO⁹. In terms of beneficiaries, specific attention needs to be paid to the most vulnerable parts of the population, in particular women, children, disabled and elderly people. Taking also into account the prevailing cultural context, partners should pay a particular attention to the gender approach for their intervention.

Early recovery and livelihood support

Bearing in mind the likely impact of the floods on the short and long term livelihood opportunities of the most vulnerable people, short term livelihood activities may be supported if they have an expected impact on the food security situation of the population. Particular attention will be given to interventions with a clear exit strategy and complementarity with more long-term instruments.

Improved partner coherence and cooperation around assessment, robust market analysis, response innovation, and joint impact assessment and advocacy will therefore remain core intervention priorities for any future livelihood recovery support.

Disaster preparedness and Disaster risk reduction (DRR)

As demonstrated by the current floods, Pakistan is a natural disaster-prone country and mainstreaming of disaster preparedness/Disaster Risk Reduction in the interventions will be highly encouraged when feasible in order to prevent the situation to worsen in the future. In these cases, the DRR components should be fully integrated in the overall approach and response, and actively pursued by the partners.

Logistics

The complexity of the crisis and its scattered geographical locations may require reinforced support in terms of logistics.

1.3 Risk assessment and possible constraints

The main constraint in the delivery of assistance is **access** to the beneficiaries due to the damages to infrastructures and potential further continuation of the rains and floods and **security** which remains a major concern in all the Provinces and regions of Pakistan.

Civil unrest in flood-affected areas may be a constraint associated with security risks, as people are clearly angry with the way the crisis has been handled up to now, as reported by the local media.

Bearing in mind **cultural** sensitivities in Pakistan, notably as far as women are concerned, the limitations to properly access part of the beneficiaries should not be underestimated. Partners will have to carefully ensure that the design of each intervention integrates this aspect.

In terms of **monitoring**, it is important to mention that DG ECHO will endeavour to ensure that all funded projects be monitored, including by its own expatriate staff. This is without

⁹ Directorate General for Humanitarian aid and Civil protection

prejudice to all the potential restrictions, including security, which could, at the end, prevent the monitoring from taking place.

2 Proposed DG ECHO response

2.1 Rationale

DG ECHO's response to the humanitarian crisis in Pakistan has been quite significant with EUR 70,500,000 allocated in 2009 through two funding decisions of EUR 25,500,000 for emergency and EUR 45,000,000 for ad hoc interventions. Some interventions funded in 2009 are still implemented in 2010.

On Friday 30 July 2010, a EUR 30, 000,000 decision to respond to the needs of the people affected by the conflict and displacement crisis in Pakistan was adopted by the Commission (for the KPK and FATA areas). This funding decision foresaw the possibility to respond to natural disasters which would affect the same vulnerable population.

DG ECHO is therefore currently supporting partners who are working already in the most affected areas of KPK and who have integrated the response to the floods in the more general support to the population affected by the conflict.

DG ECHO field office has been reinforced in order to strengthen its capacity to carry out field needs assessments.

The analysis of the needs assessments has confirmed the need to scale up the intervention in response to the floods in the other parts of Pakistan including, but not exclusively, Punjab and Sindh Provinces.

2.2 Objectives

- Principal objective: To save and preserve life of the populations affected by the floods in Pakistan
- Specific objective: to improve the humanitarian situation of people affected by the floods in Pakistan by providing emergency humanitarian aid through multi-sectoral assistance

2.3 Components

- Food assistance
- Emergency Shelter and Non-Food Items (NFIs)
- Health and psycho-social interventions
- Water, Sanitation & Hygiene (WASH)
- Protection
- Early recovery and livelihood support
- Disaster preparedness and Disaster risk reduction (DRR)
- Logistics

2.4 Complementarity and coordination with other EU services, donors and institutions

DG ECHO Monitoring and Information Centre of the European Commission (**MIC**) has been actively monitoring the situation and has been in contact with Member States and UN OCHA regarding possible civil protection assistance. The mechanism has been activated on 6/08/2010 following a request sent by the Pakistan Mission to UN as official request for assistance. This information has been communicated to all the participating states and some states have already offered items like water purification liquid and water purification units.

Dialogue and coordination with **other services of the Commission**, and notably RELEX, AIDCO and the EU Delegation are taking place on a regular basis since the beginning of the floods. These services consider that the crisis is currently of a humanitarian nature and that DG ECHO should be in the lead during this emergency phase.

The EU **Member States** are also active in responding to the humanitarian crisis and several have already provided support in kind and/or pledged some funds such as UK with GBP 10 million, Spain with EUR 2 million, Italy with EUR 1.3 million, Germany with around EUR 500,000, Sweden around EUR 205,000 and the Czech Republic EUR 160,000.

The **U.S.** pledged USD 35 million in emergency aid and have also provided rescue boats, water filtration units, prefabricated steel bridges and packaged meals.

China has announced the delivery of humanitarian aid worth 10 million Yuan (€1.13 million)

Canada has pledged USD2 million, **Australia** AUD5 million, **Japan** USD 2.2 million in aid supplies and USD 3 million for grant aid. Several other countries have pledged in-kind assistance, such as but not exclusively **Saudi Arabia, Indonesia, Qatar** and **Turkey**.

(See table 3 in annex)

2.5 Duration

The duration of humanitarian aid actions shall be maximum 6 months

Expenditure under this Decision shall be eligible from 22 July 2010.

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 actions.

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.

3 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 Union 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.

4 Management Issues

Humanitarian aid actions funded by the European Union are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by United Nations agencies based on the Financial Administrative Framework Agreement with the UN (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

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and international organisations not complying with the requirements set up in the Financial Regulation applicable to the general budget of the European Union for joint management, actions will be managed by direct centralised management.

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.

5 Annexes

Annex 1 - Summary decision matrix (table)

Principal objective To save and preserve life of the populations affected by the floods in Pakistan				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹⁰
to improve the humanitarian situation of people affected by the floods in Pakistan by providing emergency humanitarian aid through multi-sectoral assistance	10,000,000	Pakistan	<ul style="list-style-type: none"> • Food assistance • Emergency Shelter and Non-Food Items (NFIs) • Health and psycho-social interventions • Water, Sanitation & Hygiene (WASH) • Protection • Early recovery and livelihood support • Disaster preparedness and Disaster risk reduction (DRR) • Logistics 	<u>Direct centralised management</u> - ACH- ESP - ACTED - ACTIONAID - - CARE - UK - CESVI - CROIX-ROUGE - AUT - CROIX-ROUGE - DEU - CROIX-ROUGE - DNK - CROIX-ROUGE - FRA - CROIX-ROUGE - SWE - ISLAMIC RELIEF - OXFAM - UK - PLAN INTERNATIONAL UK - RI-UK - SAVE THE CHILDREN - UK <u>Joint management</u> - IFRC-FICR - IOM - UNICEF - WFP-PAM - WHO
TOTAL	10,000,000			

¹⁰ ACCION CONTRA EL HAMBRE, (ESP),ACTIONAID,AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR),CARE INTERNATIONAL UK,CESVI,CROIX-ROUGE FRANCAISE,DANSK RODE KORS, (DNK),DEUTSCHES ROTES KREUZ, (DEU),FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE,INTERNATIONAL ORGANIZATION FOR MIGRATION (INT),ISLAMIC RELIEF WORLDWIDE,OESTERREICHISCHES ROTES KREUZ (CROIX ROUGE), (AUT),OXFAM (GB),PLAN INTERNATIONAL (UK),Relief International-UK,SVENSKA RÖDA KORSET,THE SAVE THE CHILDREN FUND (GBR),UNICEF,WORLD FOOD PROGRAM,WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE

Annex 2 - List of previous DG ECHO decisions

List of previous DG ECHO operations in PAKISTAN				
Decision Number	Decision Type	2008 EUR	2009 EUR	2010 EUR
ECHO/-AS/BUD/2008/01000 (*)	Global Plan	750,000		
ECHO/PAK/BUD/2008/01000	Ad hoc	1,500,000		
ECHO/-AS/BUD/2009/01000 (*)	Global Plan		750,000	
ECHO/DIP/BUD/2009/02000 (*)	Ad hoc		510,000	
ECHO/PAK/BUD/2009/01000	Emergency		25,500,000	
ECHO/PAK/BUD/2009/02000	Ad hoc		45,000,000	
ECHO/-AS/BUD/2010/01000 (*)	Global Plan			750,000
ECHO/DRF/BUD/2010/02000 (*)	Ad hoc			92,744
ECHO/PAK/BUD/2010/01000	Ad hoc			30,000,000
	Subtotal	2,250,000	71,760,000	30,842,744
	TOTAL	104,852,744		

Date : 07/08/2010

Source : HOPE

(*) decisions with more than one country

Annex 3 - Overview table of the humanitarian donor contributions

Donors in PAKISTAN over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Belgium	2,000,000	DG ECHO	45,842,744
Czech Republic	360,000		
Finland	2,250,000		
France	1,100,000		
Germany	4,224,651		
Italy	1,330,000		
Luxembourg	500,000		
Spain	4,000,000		
Sweden	2,393,178		
Subtotal	18,157,829	Subtotal	45,842,744
TOTAL	64,000,573		

Date : 07/08/2010

(*) Source : DG ECHO 14 Points reports. <https://webgate.ec.europa.eu/hac>

Empty cells : no information or no contribution.

Annex 4 - Maps

