

PLANNING FOR THE WINTER
SOUTH ASIA EARTHQUAKE - PAKISTAN
DECEMBER 2005

The first heavy snowfalls in the last week of November marked the beginning of the winter period in the area affected by the 8 October earthquake in Pakistan. The implications have become obvious: more population movements are anticipated, more challenges will be faced for the delivery of assistance and more needs for the affected population will emerge, especially among the most vulnerable groups.

In November, both the Government of Pakistan and the humanitarian community focused, in a race against time, on bringing assistance – particularly for shelter, non-food items and the pre-positioning of food – to an estimated 200,000 people between 5,000 – 7,000 ft, whom it was feared might be cut off with the onset of winter, as well as an estimated 150,000 people in planned and self-settled camps. With the first snowfalls comes the need to reassess the situation and the humanitarian priorities in order to best respond to the evolving needs. This short note highlights the current situation, the priorities for December and the longer-term objectives for the winter period.

The overall relief effort is led by the Government of Pakistan and its various entities. The humanitarian response by the international humanitarian community complements and supports this response. This identified **Priorities for December**, as well as **The Winter Plan** includes objectives. They have been formulated within the framework of the National Plan of Action. The immediate **Priorities for December** have been identified by the sector-specific Clusters as part of the overall planning process for the winter period.

ACHIEVEMENTS IN NOVEMBER

In the eight weeks since the earthquake, much has been achieved by the respective actors. Some of the key achievements by humanitarian actors in the Cluster areas include:

Emergency Shelter	Some 23,499 emergency shelter repair kits have been distributed, with materials and assistance provided by PakMil to build shelters to benefit over 420,000 people remaining above 5000ft 410,000 tents and 3.1 million blankets have been distributed; a further 80,000 tents and 1.3 million blankets are in the pipeline.
Camp Management	21 planned camps accommodate 20,000 people; technical guidance has been provided on camp management; 13 new sites have been identified in NWFP, and are being established with additional capacity for 31,000 persons.
Food and Nutrition	3,406 MTs has been delivered in general distribution; 100,000 children aged 6-59 months have received Vit. A supplements; 200 MTs seeds and fertilizer has been distributed in Muzaffarabad, Bagh and Rawalkot.
Health	16 field hospitals are operational; 30 new emergency health kits have been distributed, providing basic drugs/equipment for 300,000/3 months; a Disease Early Warning System (DEWS) and 6 response teams are in place; 300,000 children have been vaccinated; ten Mobile Service Units are in operation providing obstetric care & 200,000 hygiene kits distributed to women; 9 mental health teams have been mobilized. 12 of 23 camps in Muzaffarabad now have primary health care.
Water & Sanitation	Almost 90% of water needs now covered in planned camps; 1,449 latrines provided (36% coverage); Muzaffarabad reservoirs have been repaired and 50% of water treatment plants are now functioning.
Education	A total of 369 schools have been opened, allowing more than 15,000 children to resume their interrupted education; 145 school tents have been provided and 2,040 'School in a Box' kits procured and are being distributed.
Protection	Over 10,000 children in camps in Muzaffarabad and Mansehra have been registered; 37 children have been reunited with their families; 16 safe play areas are available for 1024 children in Muzaffarabad and Bagh;
Early Recovery	An Early Recovery Framework has been prepared as a guide for transitional activities; the ER cluster has supported shelter efforts through distribution of 10,802 winterized tents & 9,636 kitchen sets, benefiting 10,802 families; technical assistance is being provided on building seismic resilient shelters for affected families about 2,000 ft.
IT/Communication	Basic security telecommunications infrastructure and data connectivity established in 4 locations (Muzaffarabad, Mansehra, Balakot and Bagh.)
Logistics	A "Joint Operations Centre" has been established to task UNHAS; Pak Mil; Nato and US Military air assets. 21 UNHAS tasked helicopters have been made available to fly relief cargo and personnel. 40 transit storage tents were established at all hubs, 6 at forward delivery hubs. Free transport ex supply origins to hubs and FDPs has been made available to the humanitarian community by IOM, ATLAS and WFP (272 trucks, 95 light trucks) to complement the GOP's own transport assets.

Much, however, remains to be done to consolidate and sustain these gains and, as winter closes in and the situation on the ground enters a new phase, to respond effectively to both remaining and emerging emergency needs.

CURRENT SITUATION OVERVIEW

With the deterioration of the weather, the downward migration below the snowline of some of the populations from higher elevations seems likely to increase, although actual numbers are difficult to assess. At the same time, delivering assistance for those who plan to remain near their homes in the mountains is becoming more challenging, even as the race to prepare them for winter with shelter programmes, food pre-positioning and other assistance continues. Snow and increased landslides are affecting access by road, despite the ongoing efforts to keep major routes clear, and weather conditions have already grounded air transport for some days. It is anticipated that, during the winter, flying days will be reduced by one third.

Populations arriving from the mountains are expected to move into planned and self-settled camps in the valleys for the winter period. Ensuring sufficient capacity for their accommodation remains a concern, as do the conditions in self-settled camps in particular. While much is being done to winterize tents, deliver heating and personal insulation materials, ensure water supplies and provide adequate sanitation facilities, these remain major challenges for the coming weeks. Outbreaks of acute watery diarrhea were successfully contained during November as a result of efficient disease surveillance and response mechanisms, but effective camp management, waste management, hygiene education, materials and sanitation facilities, as well as continued vaccination programmes, are essential for preventing potential epidemics. An increase in the incidence of respiratory infections can be foreseen, and provision of primary health care services remains vital.

Potential developments over the coming weeks remain extremely difficult to predict. The overall priorities for December for the specific sectors have been identified based on *current* analyses. As the situation evolves, and vulnerabilities and related needs potentially change, these will be reviewed. Contingency planning is constantly being revised and updated.

DECEMBER OVERALL PRIORITIES

The goal of the relief operation, shared by the Government of Pakistan and humanitarian actors, remains **to save lives and restore livelihoods** for the people affected by this disaster. The following priorities have been identified:

- Ensure the continued provision of assistance and support for an estimated 350,000 – 380,000 people who will choose to remain in their homes in remote locations.
- Support the provision and management of sufficient and appropriate camp accommodation, where required, and assistance to populations at lower elevations. The potential camp population in planned and self-settled camps for this period is estimated at 250,000 people.
- Ensure that the protection and assistance needs of particularly vulnerable populations are met, including women and children, orphans, unaccompanied and separated children, those affected mentally and physically by the earthquake, the newly-widowed, single-parent headed households, and the elderly.
- Continued assessment and monitoring of the changing situation, vulnerabilities, capacities and needs for continued contingency planning and response to emerging needs.

The thematic Clusters have identified **sector-specific priorities** for the immediate period:

Sector Priority Needs	Priority Geographic Areas
Shelter: provision of self-help shelter repair kits, related non-food items for heating and thermal protection, and winterization of tents.	Upper Neelum, Kagan, Siran, Allai Valleys, Batagram, Kahuta (for shelter materials). Muzaffarabad, Mansehra, Batagram, Palas, Balakot, Abbotabad valley floors (planned and self-settled camps).
Food and Nutrition: establishment of pre-fabricated storage depots, helipads, and sustained airlifts to food insecure families in remote locations. Supplementary and therapeutic feeding for those in need.	Upper and lower Neelum, Leepa, Kaghan, Allai, Oghi, and Jhelum valleys, northern Bagh Tehsil, Dhir Kot, Jabori, and Kaladhaka. Muzaffarabad, Mansehra, Batagram, Palas, Balakot, Abbotabad valley floors (planned and self-settled camps).
Camp Management: ensure the effective management of planned and self-settled camps, improvement in sanitation facilities and provision of basic assistance, and increase the capacity to house additional IDPs	Muzaffarabad, Mansehra, Palas, Batagram, Balakot, Abbotabad, Bagh valley floors (planned and self-settled camps accessible by road).

Water and Sanitation: provision of appropriate sanitation facilities and hygiene education in all planned and self-settled camps. Restoration and maintenance of the water supply in urban centres and areas of high population density.	Sanitation in planned and self-settled camps throughout the affected area. Water supply in Muzaffarabad, Poonch, Bagh, Abbottabad, Mansehra, Neelum, Shangla, Balakot.
Health: disease surveillance, outbreak management and the provision of primary health care; female medical staff.	In all affected areas, but with particular attention to areas of high population density and planned/self-settled camps.
Education: sourcing of winterized tents for school structures and the provision of essential teaching materials.	Throughout the affected area.
Protection: registration of unaccompanied/ separated children and single-women headed households.	Planned and self-settled camps throughout the region.
Early Recovery: Information and communication outreach on the entitlements of affected populations; environmental guidelines for rubble removal and recycling; policy decisions on land issues including land and property rights; capacity development of local institutions; skills training.	For all affected areas.
IT/Communications: all common locations are telecommunications MOSS compliant and have basic data connectivity.	All common locations for the humanitarian operation.
Logistics Operation: maintaining road and air services for the delivery of assistance; establishing final assistance points for remote areas.	Serving all affected areas.

THE HUMANITARIAN RESPONSE PLAN

The **Winter Plan** has been developed within the thematic Clusters of the international humanitarian community. The Clusters include representatives of the Government as well as a wide range of humanitarian actors, and consultation on the objectives, actions and priorities outlined in the Plan has taken place in both Islamabad and the humanitarian hubs. The planning timeframe for most Clusters is 90 days, except where specific circumstances make a different period more appropriate. The Plan will be reviewed on a monthly basis to 'fine tune' priorities, planning assumptions, and the proposed responses.

The Winter Plan is based on a number of assumptions:

DECEMBER PLANNING ASSUMPTIONS

General Situation

- An estimated 350,000 – 380,000 will remain in remote areas (between 5,000 ft to 7,000 ft) and require support, including food assistance.
- Some population movement will continue, especially from higher valleys to lower elevations, but patterns of movement will remain unpredictable, and will differ from valley to valley, with no consistent trend.
- Net population movement to lower elevations across the affected area will be between 70,000 – 150,000 persons.
- Specific areas of responsibility (including camp management and road maintenance) will be transitioned smoothly but gradually to the civilian governmental authorities of PAK and NWFP from 1 December 2005.

Security

- The security situation will remain stable to allow the continuation of humanitarian operations by the international community throughout the affected area.
- Sufficient police escorts will be available to facilitate the movement of humanitarian personnel and the movement and delivery of assistance.
- Cultural sensitivities relating to gender will affect the deployment and behaviour of female humanitarian personnel in some areas, particularly northern NWFP.

Planned and Self-Settled Camps

- Assistance will be provided to 250,000 persons in planned and self-settled camps (with more than 50 tents).
- The majority of camp populations will be women and children.
- Camp management and support to planned and self-settled camps is a collaborative effort and all clusters will participate in ensuring camp conditions are appropriate and basic needs are met.
- Approved stoves/heating equipment will be provided in camps. Equipment will be in place by the end of December.

Logistics

- Access to remote areas by main roads will be limited during winter months as a result of deteriorating weather conditions and roads blocked by snow and/or landslides. Sufficient engineering assets will be present to clear and keep major routes open, but tertiary roads will not be useable.
- There will be increased reliance on air operations for remote locations; flying days will be reduced by one third (20 days) due to poor weather conditions.
- Army mules will continue to be used to reach the unreachable.

Funding/Capacity

- Financial resources, cash flow and capacity for all stakeholders, including NGOs, will be sufficient to implement the planned activities.
- Local procurement can be sustained and the price of relief items will be kept stable.

SECTOR-SPECIFIC OBJECTIVES

EMERGENCY SHELTER: provide secure shelter in Upper Neelum, Kagan, Siran, Allai Valleys, Batagram and Kahuta; winterize 100,000 non-winterized tents in settlements in Muzaffarabad, Mansehra, Batagram, Balakot, Abbotabad valley floors and provide emergency shelter-related items to tent-dwellers. Shelter security will be monitored to ascertain levels of protection afforded by tents so far distributed; to provide technical guidance on convected/radiated heat options, and thermal protection and to integrate emergency shelter into rehabilitation and recovery frameworks, through progressively merging Emergency Shelter into the Early Recovery Clusters and establishing technical shelter advisers within Tehsil ERRAs offices.

FOOD AND NUTRITION: save lives, and prevent malnutrition and micro-nutrient deficiencies. The nutritional status of women and <5 year old children in Mansehra district and NWFP camps, PAK camps and Muzaffarabad district; Vitamin A supplementation and the rehabilitation of severely malnourished children will be undertaken; Growth monitoring, nutrition surveillance and nutrition education will be maintained throughout the winter.

CAMP MANAGEMENT: provide humanitarian assistance and life sustaining services in organised camps and ensure support for hundreds of spontaneous settlements. Mapping, sustainability recommendations, WatSan assessment, and training will be provided to the military and all involved in basics of camp management. Quick Impact Mobile Technical Teams will monitor progress and propose appropriate action. Contingency planning will continue to respond to potential population movement, including new site selection and the development of new camps able to accommodate significant numbers.

WATER AND SANITATION: ensure access to minimum safe drinking water supply and sanitary means of excreta disposal in camps and urban areas; ensure provision and management of solid waste disposal facilities/services for 140,000 people in camps, urban congregations and rural areas; manage solid waste disposal for people in camps and urban congregations; promote safe hygiene practices and environmental health awareness and build capacity among Government departments in charge of WES emergency response.

HEALTH: provide life-saving services, through the maintenance of at least sixteen field hospitals; support 150 Basic Health Units to provide primary care; provide drugs and staff where necessary. About 100 BHUs and 20 RHCs will be replaced with pre-fabs by mid-January; all camps of over 50 tents have access to a primary health care facility. Provision of primary health care to people above the snowline, through pre-positioning NEHKS and staff in 10 forward supply areas. As many women as possible deliver with a trained birth attendant, through the maintenance of 20 MSUs and ensuring trained obstetric staff are available at BHUs. Some 600,000 children will be vaccinated against childhood diseases. Early detection of disease outbreak will be maintained. Nine teams of psycho-social professionals will be provided.

PROTECTION: pursue the identification and registration of the most vulnerable groups. Psycho-social support to all vulnerable populations will be provided. Women, adolescents and young people will be mobilized through community-based approaches to participate in the rehabilitation activities in camps and settlements and ensure

protection of children and women against all forms of abuse, exploitation in all situations; impart essential life-skills and HIV prevention messages. A national strategy and Plan of Action for the protection of the most vulnerable groups affected by the recent earthquake will be prepared.

EDUCATION: ensure that one third of school-age children in earthquake affected areas (summer zone), previously in school, are re-enrolled. Support parents' readiness to send their children to school by ensuring school structures appropriate to the context and functional needs. Children will be given textbooks and basic learning materials free of charge, plus special teaching-learning materials which deal with post-earthquake trauma. Teachers for all transitional schools established will be trained and provided with the basic support required.

EARLY RECOVERY AND RECONSTRUCTION: enhance the capacity for administration, planning and management. In support of employment and livelihoods, cash for work programmes for basic sustenance, small business activities and rubble removal will be organized, especially in the affected urban areas of Mansehra, Poonch and Bagh Districts. Policy and technical support will be provided to national and local government on housing issues. Demonstrations and training for emergency shelter construction and reconstruction of earthquake resilient housing units will be organized. Cooking and heating equipment will be provided to the affected population.

IT/COMMUNICATIONS: ensure that all common locations are MOSS compliant from a telecommunications perspective and all common locations have basic data connectivity provided through use of VSAT systems.

LOGISTICS: maintain two parallel supply chains, meeting the increased demand for air deliveries; promote use of commercial transport contracting for use of such assets for secondary transport at hubs; maintain warehouse facilities, and offer advance forward hubs on demand.

FINANCIAL SITUATION

Implementing the humanitarian response plan to address these priorities is dependent upon a number of factors, not least the availability of sufficient humanitarian capacity and resources. At 1 December, some **US\$158.2 has been committed/contributed. A further US\$64.5 million has been pledged.** Together, they cover about 40% of the financial requirements specified in the UN Flash Appeal. In addition to funding against the Appeal, substantial pledges were made during the High Level Ministerial Meeting in Geneva on 26 October and during the 19 November Donor Conference on Reconstruction in Islamabad.

The complementary roles in the relief effort played by the Government of Pakistan and the humanitarian community has not only allowed the effective use of assets, staff and resources to benefit the humanitarian operation but has also reduced some anticipated funding requirements initially reflected in the Flash Appeal.

In this context, and given this continued complementary role, **needs can be met, but subject to additional funding coming**, as during the month of November, when almost US\$90 million was received. Without the continued financial support, the operations will have to be phased down by mid-winter.