IOM Pakistan Concept for Returns, Early Recovery and Reconstruction Operations

This document describes IOM’s holistic approach for the three main components of the transition from relief to recovery in the aftermaths of the earthquake that stroke Pakistan in October last year. This document is based on IOM’s inputs into the IASC plan “Beyond Relief – Transition to Recovery and Reconstruction” and highlights IOM’s main areas of interventions in this critical joint process between the government, UN, NGOs and donors. In short, it links the safe and orderly return of IDPs to the need for longer-term community based recovery and reconstruction. In line with IOM’s experience in similar activities, it pays special attention to the involvement of the returnees themselves.

BACKGROUND AND JUSTIFICATION
On October the 8th, at 8.50PST an earthquake measuring 7.6 on the Richter scale occurred in Pakistan, Afghanistan and India. The epicentre of the earthquake was located 19km northeast of Muzaffarabad, along a fault line associated with the Indian subcontinent moving northwards at rate of 40mm/py into the Eurasian continent. More than 1000 aftershocks were recorded by the 27th of October ranging from 5.0 to 6.0 on the Richter scale.

This earthquake is cited as the worst natural disaster Pakistan has suffered in terms of the number of lives lost and injuries sustained as well as the devastating impact on the economy and infrastructure in the effected regions. The eastern districts of the North West Frontier Province (NWFP) and the Azad Jammu Kashmir (AJK) suffered the full force of the earthquake.
Since this disaster, IOM has had a rapid response in delivery of relief items as well as coordination. In addition to its long-standing office in Islamabad, IOM opened five field offices (Manshera, Batagram, Balakot, Bagh and Muzaffarabad) throughout the earthquake-affected areas and maintains a presence in three more areas (Peshawar, Bisham/Shangla and Allai).

Throughout the relief phase IOM has provided: shelter kits, through the IOM-led ‘Winter Race’, winterization kits for non-winterized tents, blankets, plastic sheeting, additional non-food items and logistical support. Throughout the process IOM has closely coordinated the implementation of these activities respective local government authorities and non-governmental structures and organizations.

Official figures from the Pakistan government shows over 73,000 people have died and 70,000 more have been left severely disabled. It has been recorded that 2.8 million people have no shelter and 2.3 million people have a less than adequate supply of food. The terrain of the AJK and NWFP is diverse, in some areas people are living in densely populated communities, other areas are hilly and mountainous.

In three districts of Pakistan-administered Kashmir and five within NWFP, there has been destruction to public and private housing, social service delivery, agriculture and livestock rearing, governance structures, commerce, and communications. The damage to the infrastructure was absolute in many of these places and, aside from the pressing humanitarian needs that must be immediately addressed, a massive reconstruction program must begin.

The scale of the damage is difficult to imagine. Below are a few statistics taken from the World Bank/Asian Development Bank Preliminary Damage and Needs Assessment that quantify the damage:

- The earthquake destroyed 203,579 housing units and damaged an additional 196,573 units.
- Over 30% of the total employment in the affected areas has been lost.
- 4,429 kilometres of road have been damaged.
- Of the 7,669 schools that were damaged, more than half were either completely collapsed or damaged beyond repair.
- 574 health facilities were either partially damaged or destroyed.
- 55 provincial office buildings and 9 (90%) district office buildings were destroyed.
PROJECT DESCRIPTION
It is widely recognized that the return of IDPs is one of the most important steps in transition from relief to recovery. The Sustainable Returns Task Force (SRTF), in which IOM is an active player, creates a unique opportunity in addressing the safe and orderly returns at the same time as issues related to the needs for the returning population to re-integrate into the society are looked into. Some of IOM’s projects on Community Stabilization Program (CSP) can therefore be essential in addressing the most urgent gaps between the emergency relief and longer-term recovery projects.

Return Plan
In the wake of the large displacements of people in the aftermath of the earthquake this project will support the safe and dignified return of internally displaced persons in NWFP and AJK. The Government of Pakistan is currently developing a plan for returns of IDPs in cooperation with the Regional Relief Commissioner. These efforts by the government are run in close coordination with the IASC Return Task Force, in which IOM is one of the key players.

In order to facilitate returns along principles of safety, dignity and voluntariness, IOM will support government and other partners in activities such as information campaigns, “go and see visits”, medical screening, transportation and reintegration projects. These activities will take place in areas of displacement, en route as well as in areas of return.

Vulnerable groups will be given special attention. Such groups will be assisted with transportation as well as initial support to rebuild their lives. It is estimated that IOM initially will assist some 40,000 organized returns from 1 April to 31 October, 2006. In addition there is a large number of unregistered IDPs, especially in camps of less than fifty tents, that will need similar assistance. The later group is currently estimated to include approximately 120,000 people.

Community Stabilization Programs (CPS)
IOM’s holistic approach to the people that return to earthquake affected areas in the eastern districts of the North West Frontier Province (NWFP) and the Azad Jammu Kashmir (AJK) will be multi-sectoral and includes the identification and mapping of the communities’ absorption problems. Based on direct participation of the returnees themselves as well as local authorities this approach will support the creation of sustainable income-generation and socio-economic regeneration at the grass-roots level. In short, these activities will aim at restoring basic infrastructure, increasing agricultural productivity and put people to work, through a rural development program. IOM has successfully implemented similar programs in, among other places, Afghanistan, Angola, Albania, Democratic Republic of Congo (DRC), East Timor, Haiti, Indonesia Iraq, Kosovo and Macedonia.
Main Areas of Interventions for IOM’s projects:
Commencing immediately and in addition to the ongoing relief activities, IOM will focus on the following in the earthquake-affected areas to ensure sustainable return:

Early Recovery:
- **Immediate Community Based Projects (ICBP)** - aiming to improve the most essential and basic services such as water, livelihoods, health or education infrastructure and sanitation in key areas of return. Budget: USD 6,000,000
- **Forward Administrative and Logistical Support Hubs** - each Hub will act as a “magnet”, drawing people and interested parties away from the main corridor and up into the previously inhabited valleys. Budget: USD 3,000,000
- **Gabion Construction and Installation** - Utilization of aggregate with gabion liner and shaped rubble to fill gabions. Budget: USD 6,000,000
- **Recycling of Rubble** – work teams, in close coordination with the Army Engineering Brigade, the Public Works Department and municipal governments. The requisite equipment will be made available to begin to clear government prioritized and publicly owned land. USD 9,000,000
- **Strengthening Disaster Management Immediate Response Capacity at District Level** – which will create, equip and train twenty rapid response teams in the areas of highest return in line with federal disaster risk reduction plans. Budget USD 2,500,000

Health:
- **Rehabilitation of Handicapped and People with Disabilities** – aiming at providing assess of physical and psychological rehabilitation of handicapped and disabled and their dependents. Assistance to beneficiaries will also include shelter for their attendants and appropriate condition for the health personnel. Budget: USD 175,000
- **Health Assessments and Medical Screening of Returns** – to undertake medical screening IDPs prior to their organized return to places of origin. Budget: USD 450,500
- **Mental Health and Psychosocial Care** - as a continuation of a project component carried out under the emergency phase, this project will ensure availability of psychosocial support services by trained manpower in the community. Budget: USD 343,000
- **Reconstruction of Lady Health Houses and Integration of Mental Health and Psychosocial Support Program into Primary Health Care Pakistan Earthquake Disaster** – to provide prefabricated shelters for clinics at the district level in earthquake affected areas and to integrate mental health into primary health care. Budget: USD 500,000

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1 These projects are included in the IASC Action Plan for Relief to Recovery and project documents exist for each project described above.
Livelihood:
- **Livestock Improvement** - to quickly re-engage the affected population in economic activity through training, especially targeting women, related to agriculture, kitchen gardens and vocational training. Budget: USD 2,000,000
- **Agricultural Livelihoods** - assuring coming spring planting through provision of vegetable and fruit seeds and tools through Agricultural Starter Kits. Budget: USD 1,500,000

Shelter:
- **Transitional Shelters** – based on its role as the Cluster Lead for Emergency Shelter in Pakistan and through its extensive experience of constructing transitional housing in the tsunami-affected areas, IOM will collaborate with the government in building transitional houses, especially targeting vulnerable people. This approach also leads to large-scale employment in the implementation areas. Budget: USD 4,500,000

**ASSUMPTIONS**
The implementation of the programme will depend upon the following assumptions:

- A commitment towards these projects is maintained by all partners concerned, including the Government of Pakistan, UN agencies, NGOs and donors;

- IOM continues to participate in a number of coordination mechanisms, involving UN partners, NGOs, Government and donors to facilitate knowledge of project goals, activities and results. IOM is currently attending such co-ordinations meetings in Islamabad as well as in each respective field office;

- IOM is able to access and maintain close contact with project beneficiaries, both in the design of program interventions as well as in providing information about project activities. Through this interaction, IOM programming is informed by beneficiaries and adapted to be responsive to their needs;

- Sufficient and timely donor support is forthcoming. IOM projects are included in the IASC Action Plan for Relief to Recovery in order to ensure a coordinated and timely appeal for funding of its activities.

**MONITORING AND EVALUATION**
The above projects will be implemented by IOM’s five field offices in North-West Frontier Province (NFWP) and Azad Jammu and Kashmir (AJK), under the overall project supervision and operational support from its regional office in Islamabad and in co-ordination with IOM’s Emergency and Post-Conflict Department in Geneva.

Throughout project completion, regular up-dates, narrative and final reports will be produced covering project activities and outcomes. These report will be submitted to donors and other concerned stakeholders, where applicable.