

BUDGET REVISION TO PAKISTAN EMERGENCY OPERATION 200177

(BUDGET REVISION NUMBER 2)

EMERGENCY FOOD ASSISTANCE TO FAMILIES AFFECTED BY MONSOON FLOODS IN PAKISTAN.			
Cost (United States dollars)			
	Present budget	Increase	Revised budget
Food cost	90,747,782	270,419,946	361,167,728
External transport	10,551,383	21,754,362	32,305,745
LTSH	15,580,643	44,408,300	59,988,943
ODOC	13,151,363	34,401,085	47,552,448
DSC	11,683,568	45,014,267	56,697,835
ISC (7%)	9,920,032	29,119,857	39,039,889
Total cost to WFP	151,634,771	445,117,818	596,752,589

NATURE OF THE INCREASE

1. This budget revision to Pakistan emergency operation (EMOP) 200177 is proposed to:
 - Provide an additional 454,564 mt of food, valued at US\$270 million (including cash transfers),
 - Provide additional associated direct costs: external transport; landside transport, storage and handling (LTSH); other direct operational costs (ODOC); and direct support costs (DSC); valued at US\$146 million.
 - Provide additional indirect support costs (ISC) valued at US\$29 million,
 - Introduce new programmatic responses to the crisis, including nutrition interventions, emergency school feeding, early recovery, and new modalities such as cash transfers.
 - Extend the EMOP in time from 1 November 2010 to 31 July 2011 (9 months).
2. The budget revision covers food assistance of those acutely affected by the flood, but is also revised to include the needs of nutritionally vulnerable groups and early recovery activities that will allow flood victims to commence restoration of their livelihoods. Given that the flood situation is still evolving, many areas are still submerged and millions of people are displaced, the EMOP scale, duration and the nature of the responses it contains will continue to be reviewed, based on the results of ongoing assessment exercises.

- **Immediate needs:** While the situation remains uncertain, the latest assessment is that 10.1 million people are in need of immediate assistance. In accordance with an agreed geographical division of responsibilities, WFP will cover 6 million people, while the Government and non-governmental organizations (NGOs) will seek to cover the remainder.
 - **Early recovery:** 3.6 million people are estimated to be in need of food assistance for early recovery: WFP plans to assist 2.9 million of them through a range of early recovery activities, of whom 1.6 million will be assisted during the relief phase (October-January); it is expected that NGOs will cover the remainder of the needs of this group.
 - **The total number of people that WFP will assist over the entire duration of this EMOP is 7.3 million.**¹
3. This revision to the EMOP is reflected in the revised Pakistan Initial Floods Emergency Response Plan (PIFERP), which the humanitarian community and the Government have updated to reflect the increasing needs of the flood-affected populations in the country.
 4. The revision has been informed by needs identified in assessments undertaken by WFP and others, and which have been consolidated into one analysis within WFP's *Pakistan Flood Impact Assessment (PFIA)*. Covering all flood-affected provinces -- including Khyber-Pakhtunkhwa (KPK), Sindh, Punjab, Balochistan, Pakistan-administered Kashmir (AJK) and Gilgit Baltistan -- the assessment estimates that 10.1 million people are in need of immediate assistance and that 3.6 million people will require early recovery assistance to mid-2011.
 5. Under the relief component of EMOP 200177, WFP will continue to undertake large-scale general food distributions, and will introduce cash distributions where appropriate. In view of the unfolding nutritional crisis, ready-to-eat supplementary food (RUSF) and high-energy biscuits (HEB) are part of the general food ration targeted at children 6-23 months and 2-12 years respectively. Under the early recovery component, WFP will focus on the restoration of livelihoods through food- and cash-for-work activities, as well as support to nutritionally vulnerable groups through supplementary feeding for young children and pregnant and lactating women. Owing to the wide-spread disruption to schooling, WFP will also seek to promote a return to school through emergency school feeding.

JUSTIFICATION FOR BUDGET INCREASE

Summary of existing project activities

6. In late July and early August 2010, Pakistan experienced the worst monsoon-related floods in living memory. Heavy rainfall and subsequent flash and river flooding have devastated large parts of the country. While assessments of the precise extent of the

¹ Of the 2.9 million to be covered under early recovery, 1.6 million will be people covered by WFP under the relief phase, while 1.3 million are additional. Adding this 1.3 million people to 6 million covered under the relief phase gives the EMOP the total beneficiary number of 7.3 million.

human impact are ongoing, the Government now estimates that over 21 million people have been directly or indirectly affected by the floods. More than 8 million people are currently displaced and while flood waters are now beginning to recede in northern provinces, they are still advancing in the densely-populated southern part of the country.

7. Floodwaters have devastated infrastructure throughout the country. Almost 11,000 villages were reported to be completely inundated when the Swat and Indus rivers swelled to more than 10 to 20 times their normal size. Millions of residents lost electricity and access to clean drinking water. Many of the roads in affected areas have been submerged or washed away, making ground travel to towns and villages either extremely difficult or impossible. The agricultural sector, one of the country's economic mainstays, has also been severely hit; the Food and Agriculture Organization (FAO) reports floodwaters have submerged 16 percent of all cultivable land in Pakistan. Markets have also been severely disrupted, with food prices reported to have increased dramatically in various parts of the country
8. The armed forces have taken the lead in responding to the disaster with the search-and-rescue teams which have to date rescued more than 1.36 million people. Concurrently, the Government, United Nations agencies, NGOs, and other humanitarian operators, have all launched responses to provide life-saving emergency assistance.
9. WFP has been responding quickly since the outset, launching EMOP 200177 on 1 August 2010 based on initial tentative estimates of one million people in need of assistance. A budget revision approved on 20 August 2010 increased the needs to 6 million people in 61 flood-affected districts for a period of 3 months. The first response was with in-country stocks. Four commodities that were immediately available have been distributed as monthly rations – fortified wheat flour, HEB, vegetable oil and RUSF.
10. The objective of WFP assistance under this EMOP is to mitigate the negative impacts of monsoon flooding on people whose food and nutrition security has been critically and abruptly compromised. More specifically, WFP aims to save lives and avert hunger for vulnerable flood-affected persons (WFP Strategic Objective 1 “save lives and protect livelihoods in emergencies”).
11. Since the outset, WFP has reached almost 4.3 million people. More than 53,000 mt of relief food has been distributed to 50 districts. As the food pipeline improved, the food basket was expanded to address the minimum nutritional requirements of flood-affected households, including pulses, sugar, tea and salt, depending on the type of activity being implemented. The flooding has however also affected WFP's own response capacity, with in-country food stocks sustaining some losses, amid significant damage to the key storage facilities of Pirpiyai and Azakhel.
12. WFP already has an extensive operational presence in several affected areas, placing it in a strong position to implement this EMOP effectively. This includes nine humanitarian hubs which were already in place in KPK, 17 additional warehouses across the country, and a network of operational partnerships with both national and international NGOs. Since the EMOP was launched, WFP has established two major logistics hubs in Multan (Punjab province) and Sukkar (Sindh province) to cater for the major logistical needs in these highly populated flood-affected areas.

13. Compounding the challenges of delivering assistance to date has been the access to areas where destroyed infrastructure has made it impossible for aid to reach people by road. WFP launched a Special Operation which has been revised in early September to a value of US\$47 million to allow for provision of strategic airlifts, an expansion of the United Nations Humanitarian Air Service (UNHAS) fleet of helicopters, construction of three humanitarian logistics hubs with the Government, and extension of non-air Logistics Cluster and Emergency Telecommunications Cluster services. This has allowed more than 2,700 mt of relief items, predominately food, to be provided to otherwise cut-off communities. In addition to airlifts, WFP is transporting food by any possible method, including the utilization of mules where no other option is available.
14. As the lead of the Food Cluster, WFP is also coordinating with other Food Cluster members to ensure the greatest number of people can be reached by different organisations. From an initial “3W” (who, what, where) cluster exercise, there are presently over 50 government and non-government organisations involved in food relief efforts. Preliminary information collected indicates that over 6.5 million people have been assisted in more than 60 districts in KPK, Sindh, Punjab, Balochistan and AJK, with more than 73,000 mt of food delivered. This indicates that the Government and other organizations have been able to reach about 35 percent of those in need of immediate assistance, in addition to people reached by WFP. WFP is urging Food Cluster members to continue their efforts in providing emergency food relief for as long as it is necessary to ensure that needs are met. Ongoing efforts are being made with cluster members to prioritise locations requiring immediate intervention, despite the large access constraints and scale of the disaster. In addition, WFP is coordinating with the Nutrition, Health and Water Sanitation and Hygiene (WASH) clusters to ensure the greatest impact on the health and nutrition status of the affected population, in particular young children and women.

Conclusion and recommendation of the re-assessment

15. The flood situation has worsened since the last budget revision in mid-August. Flood waters have continued to submerge vast swathes of land in the southern provinces of Punjab and Sindh, with large areas still under water. WFP has undertaken a comprehensive *Pakistan Flood Impact Assessment* (PFIA), based on several rapid surveys, which has determined that at least 14.1 million people live within the flood extent and have therefore been directly affected by the floods. Of these, WFP estimates that 10.1 million people are in need of immediate assistance.

Re-assessment findings:

16. The *Pakistan Flood Impact Assessment* is a consolidation of several rapid assessments. These include the WFP-led Initial Vulnerability Assessment (IVA), which was conducted in 49 flood-affected districts in KPK, Punjab, Sindh and Balochistan to quantify the number of people affected and in need of assistance. Analysis of results from a Multi-Cluster Rapid Assessment (McRAM) are also included. The McRAM was conducted by various partners in 27 districts and examined the impact of the flood on livelihoods, food security and nutrition. Also included in the WFP PFIA is the Agriculture Cluster’s assessment,² looking at the extent of damage incurred in the agriculture sector. Market and price monitoring data, organized by WFP, along with

² Preliminary Damage Assessment in the Agriculture Sector for Flood-Affected Areas of Pakistan

price data from the Federal Bureau of Statistics, has also been analysed to assess the impact of the floods on markets, while a geographic information system (GIS) analysis was used to verify the number of people directly affected by the flood. The WFP PFIA also used data from WFP's *Food Insecurity in Pakistan* (2009) report to contextualize the findings of the assessment. The WFP PFIA gives WFP and partners the ability to plan immediate relief interventions as well as to define the strategy for early recovery, nutrition and livelihood support.

17. The PFIA pointed to extensive damage to housing and infrastructure. Approximately 730,000 houses were destroyed and further 385,000 houses were rendered uninhabitable. Some 7,600 schools and 450 health centres were extensively damaged, resulting in significant limitations for communities to access health care and education services. Damage to road infrastructure has also been significant, with many communities still cut off from essential supplies; the worst damage was in mountainous areas where flash floods destroyed roads and bridges. The WFP PFIA estimates up to 8.1 million are currently displaced.
18. FAO's agricultural assessment report indicates unprecedented damage to agricultural crops, livestock, fisheries and forestry, with destruction of primary infrastructure including tube wells, water channels, household storage and animal sheds, as well as personal seed stocks, fertilizers and agricultural machinery. The floods struck just before the harvesting of key crops, including cotton, rice, maize, vegetables and sugar cane. The PFIA found that over 2 million hectares of standing crops were either damaged or destroyed. FAO has estimated overall production loss of sugar cane, paddy and cotton to be at 13.3 million mt, while 1.2 million head of livestock (excluding poultry) have died and 14 million more are at risk due to fodder shortages and risk of disease. The worst-affected agricultural areas are Punjab, Sindh and KPK; livestock deaths are most widespread in KPK. With the *rabi* (winter) wheat planting season normally starting in September-October, there are fears that farmers will be unable to plant for this season: (i) if waters do not recede quickly, (ii) if land cannot be prepared for planting, (iii) if agricultural inputs such as seeds and fertilizer are not available, and (iv) if essential infrastructure such as irrigation channels are not repaired.
19. Markets have been significantly affected, having consequences for household food security through limited or reduced access to markets and higher food prices. The destruction of transport and market infrastructure, and losses in food and agricultural inputs have affected the entire chain of operators (transporters, processors, wholesalers and retailers). Households visited during the McRAM survey in late August reported that between one-third and almost half of local markets were not functioning; since the survey, market capacity has evolved, with many markets reopening, while others - such as those in Sindh - closing down. Market price monitoring data in KPK and Sindh provinces indicate that wheat and rice prices have shown varied increases from less than 10 percent to up to 80 percent in different districts, while sugar has shown an average increase of approximately 20 percent. Due to the inability of traders to transport goods, perishable items (including fruits and vegetables) have decreased in price, giving lower returns for farmers. As WFP tries to procure food commodities locally in Pakistan and introduces cash distributions, it has initiated a market and price watch monitoring system in flood-affected districts to monitor food availability and market prices on a weekly basis to curb any negative impact.

20. The impact on livelihoods and assets is significant. The WFP PFIA indicates the principal means of livelihood for more than half of the population in flood-affected areas was crop farming; livestock rearing was the second most common means of livelihood, while 15 percent depended on casual wage labour. Almost 60 percent of households experienced a drop in income of greater than 50 percent following the floods. Households whose livelihoods are the most affected by the floods have the lowest level of income: almost half of the households with income had reduced by over 75 percent are below the national poverty line. For over half the households interviewed, food expenditure is 65 percent of total expenditure, leaving them extremely vulnerable to further increases in food prices. The McRAM data indicates that crop farmers and livestock owners are the worst-affected groups in terms of loss of income. Between 60-88 percent of farming households reported crop losses of more than 50 percent, and livestock losses of 40 percent, with the worst-affected households primarily located in Punjab and Sindh. Losses in household assets are also severe: 42 percent of houses were completely destroyed, while a further 19 percent were heavily damaged. Approximately 13 percent of the population has also reported a loss of national identity cards, which will need to be taken into account in the planning of aid distributions.
21. Assessments show that there is a severe deterioration in people's food security status in flood-affected areas, with 27 percent of the flood-affected population having poor household food consumption and an additional 19 percent with borderline household food consumption. Negative coping strategies are being employed by many households, with a high reliance of less preferred and less expensive foods, the borrowing of food or purchasing food on credit, skipping of meals or reducing food portions. A worryingly high 17 percent of women and 19 percent of men in Sindh reported not consuming any meal the previous day.
22. Approximately 5 percent of lactating women reported to have stopped breastfeeding and a further 16 percent to have reduced breastfeeding. Diarrhoea and other acute illnesses are also rising rapidly. While no reliable nutrition assessment has been completed so far, rapid assessments of nutritional status and clinical observations indicate that rates of acute malnutrition are rising. Prior to the crisis, global acute malnutrition rates were already close to or above the World Health Organization (WHO) emergency threshold of 15 percent (which indicates the severity of malnutrition to be "critical"). Fourteen percent of the affected population are under 5, and 13 percent of them were suffering from global acute malnutrition before the crisis. Eight percent of the population are pregnant and lactating women, and on average 16.1 percent of lactating women were malnourished before the crisis³. Micro-nutrient deficiencies are widespread with approximately 45 percent of women and 67 percent of children under 5 suffering from iron deficiency and 37 percent of women are sub-clinically iodine deficient³. The combination of poor food access, increased morbidity and poor feeding practices exacerbated by the floods are now undoubtedly leading to a spike in acute malnutrition.⁴
23. Data from the McRAM assessment carried out in late August suggests that there has been a significant impact on the operation of primary schools. Approximately 70 percent of people indicated a primary school operating in their community before the flood, while only 20 percent indicated a primary school operating since the flood. When asked why children are not attending school, 75 percent of respondents said that the school had been damaged in the flood. Other main reasons for children not attending school include

³ Pakistan National Nutritional Survey, 2001/2002

⁴ Personal communication with WHO and UNICEF and WFP field staff observations

teachers not being available (48 percent) and schools being occupied by the displaced persons (38 percent).

Revision of needs:

24. The number of people living within the flood extent and therefore directly affected is estimated at 14.1 million. This number was determined using data collected by the WFP Initial Vulnerability Assessment and verified by a GIS analysis overlaying population data with satellite imagery of the flooded area. In the absence of more detailed information on poverty status within the affected area, asset loss was used to estimate the number of people in need of immediate assistance. More specifically, households were included whose houses were completely destroyed or made uninhabitable by the flood, and who suffered extensive crop loss. Using this method, an estimated 10.1 million people are in need of immediate assistance.
25. The Nutrition Cluster estimates that, using the pre-crisis malnutrition rates, the number of children aged 6-59 months currently suffering from moderate acute malnutrition (MAM) is at least 280,000. The total number of pregnant and lactating women currently suffering from acute malnutrition in flood-affected areas is estimated to be at least 129,000.
26. With 7,600 schools destroyed or heavily damaged, and with widespread displacement, the disruption to school attendance will have been significant, even if no assessment data are currently available on the actual number children who are not attending school. Based on pre-crisis attendance rates, WFP estimates that 2 million children will require support to return to school.
27. WFP estimates that 3.6 million people will require food assistance to support early recovery. These are people situated in highly food-insecure *Tehsils* (sub-districts), who live below the national poverty line, have unacceptably low food consumption or spend a large share of their income on essential food.

Response recommendations:

28. Targeting for the immediate relief phase is predominantly based on the extent of housing and crop loss, i.e. people who are displaced or were severely affected by the flood. While food transfers are recommended to be the main relief response at the outset, cash transfers will be introduced gradually where they are assessed to be the best modality. This will depend on the degree to which markets are functioning, the diversity of produce available, actual and potential market prices, and the availability of appropriate delivery systems.
29. With floodwater receding in some areas and advancing in others, the duration of relief will adjust to the specific circumstances of each area. In some locations, where populations are starting to return home and are already beginning to rebuild their livelihoods, relief assistance may only be required for a few weeks. In other locations, particularly where destruction has been greatest, where continued flooding is likely to prevent planting within the *rabi* season, and where labour opportunities will be few, relief will be needed for many months. Given the uncertainties and the high food insecurity, a planning duration for relief of 6 months is recommended for the 10.1 million people in need of food assistance, to be covered jointly by WFP, the Government and NGOs.

30. Owing to the difficulties of screening and the enormity of the affected population, the targeting of nutrition interventions will be challenging.. A two-tier approach is therefore recommended during the relief phase. The first tier is to provide RUSF and HEBs as part of the general food ration, aiming to reach children 6-23 months and 2-12 years respectively. In tandem with emergency health and water/sanitation interventions being managed by other actors, this will stabilize the nutritional situation, preventing a deterioration in acute malnutrition. For the second tier, as soon as the capacities of actors on the ground allow for proper nutritional screening and treatment, targeted supplementary feeding is recommended for pregnant and lactating women and for children 6-59 months suffering from moderate acute malnutrition. Although the evolution of the nutrition situation is unpredictable, given the pre-flood malnutrition levels, it is almost certain that emergency nutritional interventions will be needed throughout the early recovery phase and for the full duration of the EMOP. During the early recovery phase, as a preventative measure, blanket feeding of children 6-23 months and of pregnant and lactating women in flood-affected areas is also recommended.
31. The targeting of emergency school feeding will be further refined as the situation evolves. However, priority will be given to undamaged functioning schools as well as temporary and semi-permanent alternative learning spaces which will be established by the Government with the support of the humanitarian community. The emergency school feeding programme should be run until June/July, when schools close for the summer break, and a reassessment of continuing needs should be carried out. In the absence of a government programme and with no other agencies or NGOs undertaking school feeding, WFP should operate in all of the worst-affected districts.
32. Food assistance to support early recovery should be geographically targeted to areas which were food-insecure before the flood⁵. The WFP PFIA suggests that these are principally the flood-affected districts in KPK (Dir, Swat, Shangla, Malakand, Charsadda, Pehawar, Nowshera and Khan), the eastern part of the Punjab, and northern (Jaffarabad, Jacobabad, Kashmor and Shikarpur) and southern Sindh (Thatta). Within these areas, it is recommended that the following households be prioritized for participation in early recovery activities: (i) those whose houses have been destroyed or rendered uninhabitable; (ii) landless or marginal farmers (with less than 1.2 ha); and (iii) those who have lost a high percentage of their productive assets. The target group may also include displaced populations housed in temporary shelters, such as schools, hospitals, and camps.
33. With the *rabi* planting season being imminent, needs are urgent and food/cash-for-work activities should commence as early as the situation allows. It is recommended that these activities continue until the end of the revised EMOP (July 2011) but that the level of activity be reduced during the *rabi* harvest period (March/April 2011) in order not to distort agricultural labour markets. An assessment should be carried out in mid-2011 to determine residual recovery and rehabilitation needs and explore potential linkages with activities identified by the Damage and Needs Assessment (DNA) currently being led by the World Bank and the Asian Development Bank.
34. The flood situation is still evolving and additional populations may be flood affected in the coming days and weeks. Moreover, longer-term food security is unpredictable, with uncertainty on the impact of flooding on the *rabi* production and on the health and

⁵ Geographical targeting for the early recovery phase is based on the food security index developed by WFP in its 2009 report '*Food Insecurity in Pakistan*'

nutrition situation. The EMOP will maintain flexibility on the numbers of people assisted under each component and further budget revisions may be required as the situation evolves.

Purpose of extension and budget increase

35. The purpose of this budget revision is to extend provision of relief assistance up to 6 million flood victims from 3 months to 6 months, and to expand the EMOP's activities to include support to nutritionally vulnerable populations and restoration of livelihoods through early recovery activities for a total period of 12 months (1 August 2010 – 31 July 2011). The total number of beneficiaries under the revised EMOP will be 7.3 million. The expansion of the operation will require an additional US\$445 million, bringing the total cost of the EMOP to US\$596 million (647,165 mt equivalent) until 31 July 2011.
36. EMOP 200177 aims to meet Strategic Objective 1, "to save lives and protect livelihoods in emergencies", through following activities:
37. **Meeting immediate food needs and increasing household food consumption.** Up to 6 million people affected by the floods will be provided with relief rations. While a planning period of 6 months is used in this EMOP budget revision, the duration of assistance will vary from area to area, based on the phasing of return and resumption of livelihood activities.
38. WFP will adopt a two-level process for precise targeting. Geographically, the most severely affected villages will be identified by WFP assessment teams, complemented by additional joint survey missions. At the household level, cooperating partners will identify vulnerable families qualifying for assistance, based on the level of damage to their houses and the loss of their assets. WFP will also target displaced populations housed in temporary shelters, such as schools, hospitals, and camps. Vulnerable female-headed households, unaccompanied children and the elderly will be prioritized for assistance.
39. Existing implementation arrangements through local and international NGO partners will remain in place, while new partnerships will be developed for increased distribution capacity. Partners will receive food from WFP at mutually-agreed extended delivery points (EDPs) established at the district level, and in close proximity to where beneficiaries are residing where possible. The network of EDPs is currently being expanded. WFP will aim to facilitate the receipt of relief rations by women and female-headed families (an estimated 10 percent of all those supported). Separate facilities will be established for women at distribution points, and female staff will be deployed. Assessment teams systematically aim to include women as respondents where possible and beneficiary data is disaggregated by gender.
40. While the market situation is currently characterised with volatile prices, markets are already beginning to stabilise in some areas as traders re-establish marketing infrastructure. WFP has initiated a weekly price monitoring system covering markets at district level and a comprehensive market analysis (Emergency Market Mapping Analysis (EMMA) is being undertaken involving WFP and NGOs. WFP's anticipates that within the relief phase, markets in certain areas will be conducive to cash-based

programmes. WFP is also conducting a survey of potential cash distribution infrastructure. Preliminary findings suggest that there are sufficient cash delivery mechanisms in certain areas affected by the flood as well as cash transfer modalities which have been tried and tested in Pakistan. For example, a number of banks, have widespread networks to sub-district level and several large-scale cash transfer programmes are ongoing⁶ which can provide potential channels or models.

41. WFP cash transfers under the EMOP will commence in limited geographical areas where WFP's analysis demonstrates that cash is the most appropriate type of transfer to address food needs. Additional monitoring capacity has been built into the budget in order to ensure proper oversight and control. WFP is currently developing robust monitoring tools. Plans for initiation of cash transfers (with market analysis, proposed modalities and monitoring tools) will be included in a concept note and associated cash guidelines. Comprehensive reviews of the cash transfer programme will be carried out prior to the end of the relief phase and again at the end of the EMOP.
42. **Protecting vulnerable populations against nutritional deterioration.** As part of the relief phase for the first 6 months, RUSF is provided in general food distribution rations to approximately 843,000 children aged 6-23 months. Treatment for moderate acute malnutrition will also be implemented. From October, WFP will work with UNICEF, the Ministry of Health and other partners to scale up targeted supplementary feeding at or near health centres to treat children with severe and moderate acute malnutrition. An estimated 180,000 children aged 6-59 months with moderate acute malnutrition and approximately 50,000 malnourished pregnant and lactating women will receive supplementary food. Treatment for moderate acute malnutrition (MAM) will continue, with children with mid-upper arm circumference (MUAC) >11.0 cm and <12.5 cm admitted to the programme receiving a daily ration of 92 g of RUSF until recovery. PLW with MUAC <21.0 cm⁷ will receive a monthly ration of 5 kg fortified blended food and 2.25 kg oil for up to 12 months (6 months during pregnancy and 6 months during lactation).
43. Targeted supplementary feeding for children will continue through the early recovery phase but supplementation for malnourished pregnant and lactating women will be merged into the blanket supplementary feeding from February 2011. During the early recovery phase, the delivery channel for blanket feeding will shift to the health system and approximately 500,000 children under 2 and 800,000 pregnant and lactating women will be targeted.
44. Owing to a lack of qualified NGOs with sufficient capacity in nutrition activities, WFP and its partners will not be in a position to address all of the nutritional needs in affected areas (see paragraph 25). For targeted supplementary feeding of children, prioritization of areas will be based on clinical reports of the incidence of moderate acute malnutrition. Blanket supplementary feeding for malnourished pregnant and lactating women will be provided through the existing ante-natal programme progressively as health centres resume activities.

⁶ The Benazir Income Support Programme which reaches 3.5 million beneficiaries and distributes US\$425 million per annum and the Government's flood relief cash transfer programme, which is already reaching 2 million beneficiaries.

⁷ Note that there is no National Protocol for treatment of moderate acute malnutrition. However, the Ministry of Health and UNICEF have developed guidelines which specify these MUAC thresholds.

45. **Promoting a return to school:** As an incentive to promote the return of children to schools and encourage regular attendance, WFP will provide biscuits (HEB) to boys and girls attending school. The programme will be put in place as schools are repaired and education services resume in flood-damaged *katchi* (pre-schools) and primary schools. It is anticipated that this will gradually commence from October onwards, increasing up to 2 million school-aged children to be targeted over the course of the early recovery period, with schools selected based on the most severely flood-affected areas. These different activities will be rolled out in different provinces and districts at different times, based on the assessments of needs, appropriateness and capacities at each location.
46. Where possible, a de-worming component will be explored with other United Nations agencies to be implemented in assisted schools. WFP also aims to synchronize targeting and activities with partners to support the re-construction of schools, installation of water supplies, sanitation facilities and education supplies with UNICEF and other partners. The repair of damaged schools, including construction of boundary walls in girls' schools, will be complemented, where possible, through WFP-supported livelihood activities.
47. **Protecting and restoring livelihoods through early recovery activities:** Given the destruction to homes and community infrastructure for the most food-insecure groups assessed in the WFP PFIA, early recovery activities will be implemented to assist 215,000 families (1.5 million people) until 31 July 2010. These early recovery activities will be scaled up as soon as is feasible, based on needs and capacities in the areas targeted. They will consist of food- or cash-for-work (FFW or CFW) activities, with a focus on labour-intensive restoration work, including clearing of debris, de-silting of irrigation and drainage canals, rehabilitation of secondary and tertiary roads, construction of field terraces and animal shelters, and cultivation of vegetables and cereals. Participants in FFW and CFW will receive a monthly family ration. The CFW value will be equivalent to the local market value of the food basket. This is currently equivalent to US\$49, but will be reviewed throughout the EMOP duration in line with market price fluctuations. Modalities for CFW will be included in a cash transfer concept note and guidelines which are under preparation.
48. FFW/CFW participants will be selected based on a two-tier process for precise targeting. Geographically, WFP will target districts which were food-insecure before the flood, with the most severely affected villages identified by WFP assessment teams complemented by additional joint survey missions. At the household level, cooperating partners will work with participation from the community to identify vulnerable families qualifying for assistance. Eligibility criteria will include: those whose houses have been destroyed or rendered uninhabitable, landless or marginal farmers (with less than 1.2 ha) and those who have lost a high percentage of their productive assets. The target group may also include displaced populations housed in temporary shelters, such as schools, hospitals, and camps. There will be no geographical overlap in relief and early recovery activities on a month-to-month basis. The timing of transition from relief to early recovery will be decided at district level and determined by people's return to their homes, agriculture season, and restoration needed for schools and health facilities.
49. Early recovery activities will be harmonized with other partners including FAO and the United Nations Development Programme (UNDP), including provision of agricultural, rehabilitation and reconstruction inputs; where possible, timing will be to enable communities to prepare themselves for the *rabi* (winter) cropping season, from

September to May. CFW will be implemented in selected districts where food is available and markets functional, and where financial service providers and implementation partner capacity exist. Disaster risk management projects may also be implemented where possible, including repairing embankments as a flood mitigation measure, along with other projects with United Nations agencies and partners. During implementation, WFP will also work to build district-level disaster management capacity. Plans will be formulated during the EMOP period for a longer-term disaster management programme aiming at strengthening government systems at all levels.

50. Care will be taken to avoid potential overlaps with the remainder of WFP's operational portfolio in Pakistan. This EMOP is distinct in nature from; (i) the ongoing protracted relief and recovery operation (PRRO 106710) assisting food-insecure households in the country's Federally Administered Tribal Areas (FATA) and Balochistan; (ii) an EMOP (107680) responding to the effects of high food prices across the country; and (iii) the ongoing Country Programme (102690). An EMOP (108280) has been providing just over 1 million conflict-affected IDPs and returnees from KPK and FATA with relief assistance in many of the same areas affected by the floods and addressed by this EMOP 200177. Detailed beneficiary databases and distributions mechanisms ensure that recipient families in districts with both flood-affected victims and IDPs are only receiving assistance once.
51. **Implementation arrangements:** WFP will work closely with the Provincial Disaster Management Authority (PDMA) and other relevant government offices at provincial and district level for further refining needs, targeting and determining the timing of the shift from relief to early recovery interventions. Government line ministries will provide technical assistance, while WFP will engage national and international NGOs fulfilling WFP's partnership criteria for community engagements and food distributions under the different components outlined above.
52. WFP will, through leading or participating in cluster coordination fora at central and district level, ensure close coordination with the Government, United Nations agencies and NGOs. Main United Nations partners providing complementary assistance include UNDP, FAO, UNICEF and WHO, while Office for the Coordination of Humanitarian Affairs (OCHA) provides overall coordination and information management. WFP is also participating in a Survival Strategy that is being conceptualised with WHO, UNICEF and Office of the United Nations High Commissioner for Refugees (UNHCR), which focuses on an integrated approach to the key priorities of food, health, nutrition and water and sanitation so as to reduce the morbidity and mortality of the flood-affected population.
53. Given the urgency of needs, food items will continue to be borrowed from existing in-country stocks and replenished thereafter by new purchases. Cereals, pulses, salt and tea are being purchased locally where possible, vegetable oil and sugar from international markets, and RUSF and HEBs from both local and international suppliers. Milling and fortification will be expanded with selected mills located in various provinces to provide high-quality fortified wheat flour. Given the impact of the flood on market prices along with the potential for the *rabi* harvest to be severely affected in 2011, WFP has implemented a weekly market and price watch monitoring system in flood-affected areas to curb any negative impact caused by local procurement of commodities, and will use this information to purchase food regionally and internationally when necessary.

54. **Partnerships:** Established partnerships with the National Disaster Management Authority (NDMA) and PDMA are facilitating policy decisions at the federal and provincial levels. Both international and national NGOs are key partners for WFP in the delivery of programmes and WFP continues to broaden and deepen these partnerships as the operation scales-up.
55. **Coordination:** The Food, Logistics and Emergency Telecommunications Clusters (led by WFP) are being used to maximize coordinative opportunities and ensure effective and timely joint responses – by averting the incidence of overlaps and pursuing complementarity among multiple inputs. WFP is also an active participant in other relevant clusters, including Nutrition and Agriculture, which meet regularly to exchange situation reports as well as updates on activities under implementation.
56. Effective coordination mechanisms are also in place to avoid duplication of the Government's own efforts with those of the humanitarian community. At the federal level, a Special Support Group (SSG) provides overall coordination and leads government activities. NDMA and its provincial counterparts are partners for both policy decisions and implementation at the federal and provincial levels.
57. **Monitoring:** Where the security situation permits, WFP will undertake beneficiary contact monitoring to maximize accountability. Information on numbers of beneficiaries and the amount of food distributed by commodity will be provided by cooperating partners and verified by WFP. Additional food aid monitors have been employed in all provinces to ensure that monitoring of food assistance is adequate. Nevertheless, in the early stages of the emergency, WFP's main focus is in ensuring people in need are reached with assistance. Given the significant displacement of people and that the McRAM results indicated 13 percent of people have lost their National Identity Cards in the floods, these initial weeks will thus involve more rudimentary monitoring. As WFP moves into early recovery activities, more robust monitoring mechanisms will be implemented to maximize accountability and ensure greatest impact. If feasible, this would include the expansion of an online distribution monitoring system⁸ instituted for WFP's emergency response to the needs of crisis-affected persons in KPK to cover activities supporting flood-affected communities. The system also allows WFP to have real time information on assistance provided and to calculate expenditures incurred.
58. WFP will maintain coordination and oversight of all monitoring processes by providing corporate monitoring and reporting tools, and cross-verifying information via other sources, for example food market monitoring and beneficiary contact monitoring. The need for reassessment will be considered several months into the EMOP and provision has been made within the budget for this purpose. Budgetary provision has also been made for an evaluation. The logical framework in Annex 2 summarizes the objectives, anticipated outputs and outcomes of the operation.
59. **Security:** The omni-present threat of militant incidents involving suicide or complex attacks remains across the country and government installations continue to be subject to regular assault.

⁸ Under this system, an electronic database of target beneficiary households includes information from their government-issued National Identity Cards (NIC). These cards are then required to be presented at the time of receipt of WFP food rations, and cross-checked against the online database which can be accessed at all distribution sites. The system then records the beneficiary family's receipt of their monthly ration (with details of date, time and place), precluding any further distribution during that month at another site.

60. The focus of the United Nations Security Management System in Pakistan – of which WFP is an integral part – is to protect as fully as possible against likely threats, while enabling operational continuity. This is pursued by a series of protocols which dictate the volume and movement of staff in various locations, the provision of defensive measures at all operational sites and adherence to additional directives, for example, in response to reported threats. WFP participates in United Nations Security Management Team deliberations, and implements all ensuing recommendations.
61. WFP’s security unit leads an NGO security training forum which has expanded to include detailed collaborative security advice to partners and support for the timely implementation of security measures to mitigate against attacks on distribution sites.
62. KPK is currently under United Nations Security Phase 4 conditions, and the rest of the country remains under Phase 3. In those areas where international staff are not present or unable to access populations in need, national staff and those of WFP’s extensive network of NGO cooperating partners will maintain a field presence. All WFP locations are minimum operating security standards (MOSS)-compliant, with one sub-office in Karachi recently having to relocate following the recommendation of a WFP Field Security Division blast assessment.

TABLE 1. BENEFICIARIES BY ACTIVITY TYPE

Activity	Present		Increase		Revised	
	Male	Female	Male	Female	Male	Female
Relief						
General Food Distribution / Cash For Relief	3,060,000	2,940,000	0	0	3,060,000	2,940,000
Blanket supplementary feeding for children (6-23 months)*	437,143	420,000	0	0	437,143	420,000
Blanket supplementary feeding for children (2-12 years)*	874,286	840,000	0	0	874,286	840,000
Emergency School Feeding (children 5-12 years)**	0	0	1,020,000	980,000	1,020,000	980,000
Nutrition Support						
Targeted supplementary feeding for children (6-59 months)**	0	0	91,800	88,200	91,800	88,200
Targeted supplementary feeding for PLWs**	0	0	0	50,400	0	50,400
Blanket supplementary feeding for pregnant & lactating women**	0	0	0	800,000	0	800,000
Blanket supplementary feeding for children (6-23 months)**	0	0	364,286	350,000	255,000	245,000
Early Recovery: Livelihoods						
Food-for-Work / Cash-for-Work*	0	0	765,000	735,000	765,000	735,000
Total	6,000,000		7,306,248		7,306,248	

* Infants and young children receiving supplementary foods are already accounted for in the General Food Distribution beneficiary caseload, and are therefore not added to the total. Early recovery FFW and CFW beneficiaries are also anticipated to have also been part of the Relief component and are therefore not added to the total.

** Nutrition Support and Emergency School Feeding beneficiaries are anticipated to consist of 60 percent of the GFD component, with a further 40 percent of beneficiaries anticipated to be from a wider group of those in need.

FOOD REQUIREMENTS

63. Based on recommendations and assessment findings under the first EMOP budget revision, the general family food basket remains in place to meet the recommended minimum daily nutritional intake of 2,100 Kcal. The food basket includes cereals (wheat flour), pulses, vegetable oil, sugar, salt and tea. Tea and sugar are included as they are important components of the local diet and have been specifically requested by beneficiaries, the Government and donors. Food rations and cash transfer levels have been determined to meet the needs of a family of seven persons. Blanket feeding for young children and distribution of food supplements for young children will take place alongside distributions of the general family food basket to help prevent any decline in their nutritional status. RUSF is being provided to children between the ages of 6-24 months, while children aged 2-12 years will receive HEB in either blanket supplementary feeding or emergency school feeding programmes. A relief package in cash or vouchers, at an equivalent value of US\$49, will be provided to beneficiaries where implementation modalities make this possible. The US\$49 value has been calculated to be equivalent to the local market food basket provided by WFP. FFW participants will receive a monthly food basket for their family equivalent to the relief food basket, with the equivalent in cash provided for CFW beneficiaries. Cash transfers will be reviewed throughout the EMOP period in line with price fluctuations.
64. The bioavailability of iron, zinc and other nutrients from plant sources is low in Pakistan due to poor dietary diversity, while the high fibre content of foods consumed reduces vitamin and mineral absorption. Iodine deficiency is common in Pakistan, particularly in the mountainous regions of Balochistan and FATA, and many people suffer from goitre. To address micronutrient deficiencies, wheat will be milled and fortified locally with a premix containing iron, folate and other essential vitamins and minerals. Vegetable oil is enriched with Vitamins A and D. Biscuits are fortified with Vitamins A, B1, B2, C and niacin, folic acid, calcium, iron and zinc. Iodized salt can be procured within country in adequate quantities. Fortified blended foods will also be provided under the nutrition component.

TABLE 2: DAILY FOOD RATION/ TRANSFER BY ACTIVITY (g/person/day)

Commodity Type / Cash & voucher	Relief				Nutrition Support			Early Recovery
	GFD	Blanket Feeding (6-23 months)	Blanket Feeding (2-12 years)	Emergency School Feeding	Blanket Feeding (6-23 months)	Targeted / Blanket SFP (PLW) ⁹	Supp. Feeding Prog. (6-59 months)	Livelihood Activities
Wheat/Flour/ Fortified Wheat	444							444
Pulses	44							44
Veg Oil	26					75		26
Salt	7							7
Sugar	26							26
Black Tea	2							2
HEBs			75	75				
RUSF		50			50		92	
Blended Food						167		
Cash/voucher (US\$/family/month)	49							49
Total	574	50	75	75	50	242	92	574
Total kcal/day	2,037	260	338	338	260	1,248	500	2,037
percent Kcal from protein	12.5	10	10.7	10.7	10	5.4	10	12.5
percent Kcal from fat	14.6	58	30	30	58	59	58	14.6

65. Table 3 shows the total food requirements by activity type. The proposed extension of food assistance activities under this EMOP, to provide up to 7.3 million beneficiaries with relief and early recovery rations over a total period of 12 months, will lead to an increase of 454,564 mt of food. This will increase the total food requirements of EMOP 200177 from 192,600 mt to 647,165 mt. Given the evolving situation, a contingency reserve has been built into the EMOP to allow WFP to respond quickly if the needs in the country increase suddenly.

⁹ Column indicates ration for both targeted supplementary feeding during the relief phase and blanket supplementary feeding during the early recovery phase.

TABLE 3. CHANGE IN FOOD REQUIREMENTS BY ACTIVITY TYPE (mt)			
Activity	Present	Increase	Revised
Relief			
General Food Distribution	168,592	283,594	452,186
Blanket supplementary feeding for children (6-23 months)	7,714	3,804	11,518
Blanket supplementary feeding for children (2-12 years)	2,468	1,863	4,332
Emergency School Feeding (children 5-12 years)	0	23,100	23,100
Nutrition Support			
Targeted supplementary feeding for children (6-59 months)	0	1,365	1,365
Targeted supplementary feeding for pregnant & lactating women	0	914	914
Blanket supplementary feeding for pregnant & lactating women	0	23,925	23,925
Blanket supplementary feeding (children 6-23 months)	0	4,020	4,020
Early Recovery: Livelihoods			
Food-for-Work	0	64,954	64,954
Contingency			
Contingency	13,826	47,025	60,851
Total	192,600	454,564	647,165
Cash Relief (US\$)	0	11,606,422	11,606,422
Cash-for-Work (US\$)	12,611,250	12,611,250	12,611,250
Total Cash Transfers (US\$)	0	24,217,672	24,217,672

RECOMMENDATION

66. This budget revision for EMOP “Emergency Food Assistance to Families Affected by Monsoon Floods in Pakistan”, which includes an extension-in-time to 31 July 2011, an expansion of activities and an increase of US\$445 million, is recommended for approval within the budget in Annexes 1A and 1B.

APPROVAL

Josette Sheeran
Executive Director
United Nations World Food Programme

Jacques Diouf
Director-General
Food and Agriculture Organization
of the United Nations

Date:

Date:

ANNEX IA: BUDGET INCREASE COST BREAKDOWN

Commodity Related Portion			Cash & Voucher Transfer	Total Increase
COSTS	Tonnage (mt)	Value (US\$)	Value (US\$)	Value (US\$)
Commodity / Cash & voucher				
Cereals ¹⁰	312,860	101,774,129		101,774,129
Pulses	31,062	13,605,087		13,605,087
Oil and Fats	27,543	30,572,781		30,572,781
Mixed and Blended Food	47,816	45,081,175		45,081,175
Others	35,283	55,169,103		55,169,103
Cash Transfer to beneficiaries			24,217,672	24,217,672
Voucher Transfer to beneficiaries			-	
Total commodity / Cash & voucher	454,564	246,202,274	24,217,672	270,419,946
External transport		21,754,362		21,754,362
LTSH		44,408,300		44,408,300
ODOC (Other direct operational costs)		31,907,346	2,493,739	34,401,085
DSC (Direct support costs)¹¹ (see table below for details)		42,486,579	2,527,688	45,014,267
Total WFP direct costs		386,758,862	29,239,098	415,997,960
Indirect support costs (7%)¹²		27,073,120	2,046,737	29,119,857
TOTAL WFP COSTS				445,117,818

¹⁰ This is a notional food basket for budgeting and approval. The contents may vary.

¹¹ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

¹² The indirect support cost rate may be amended by the Board during the project.

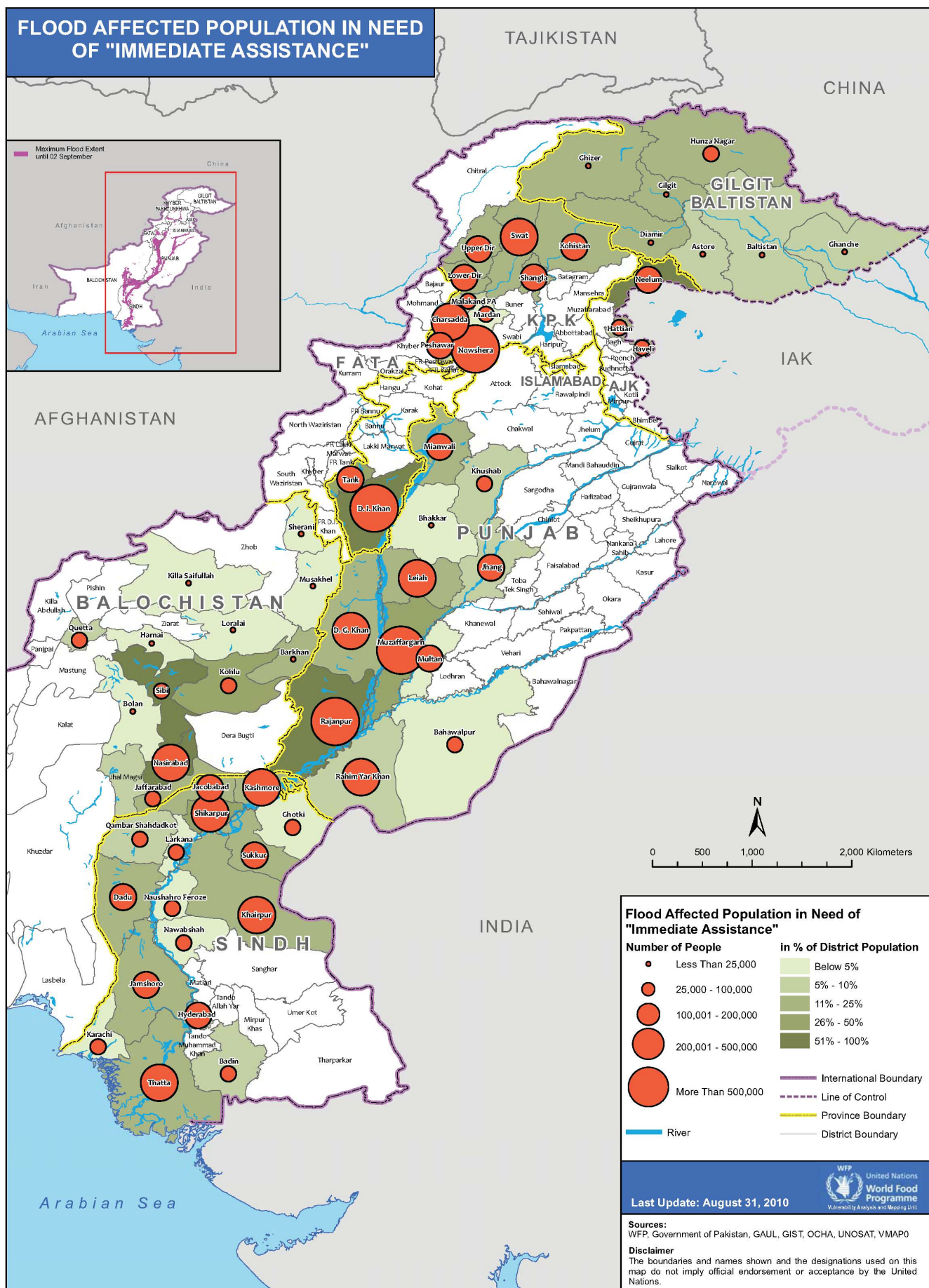
ANNEX IB.

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and Staff Related Costs	
International Professional Staff	\$21,459,545
International GS Staff	\$0
Local Staff - National Officers	\$174,603
Local Staff - General Service	\$33,110
Local Staff - Temporary assistance	\$2,641,235
Local Staff - Overtime	\$475,595
Hazard Pay & Hardship Allowance	\$2,264,558
International Consultants	\$415,000
Local Consultants	\$290,833
Non Staff HR: UNV	\$0
Commercial Consultancy Services	\$0
Staff duty travel	\$5,645,238
Subtotal	\$33,399,716
Recurring Expenses	
Rental of Facility	\$178,500
Utilities General	\$123,000
Office Supplies and Other Consumables	\$429,000
Communications and IT Services	\$1,230,000
Equipment Repair and Maintenance	\$207,000
Vehicle Running Cost and Maintenance	\$2,904,000
Office Set-up and Repairs	\$930,000
UN Organization Services	\$0
Subtotal	\$6,001,500
Equipment and Capital Costs	
Vehicle leasing	\$793,050
TC/IT Equipment	\$2,125,000
Local Security Costs	\$2,695,000
Subtotal	\$5,613,050
TOTAL DIRECT SUPPORT COSTS	\$45,014,267

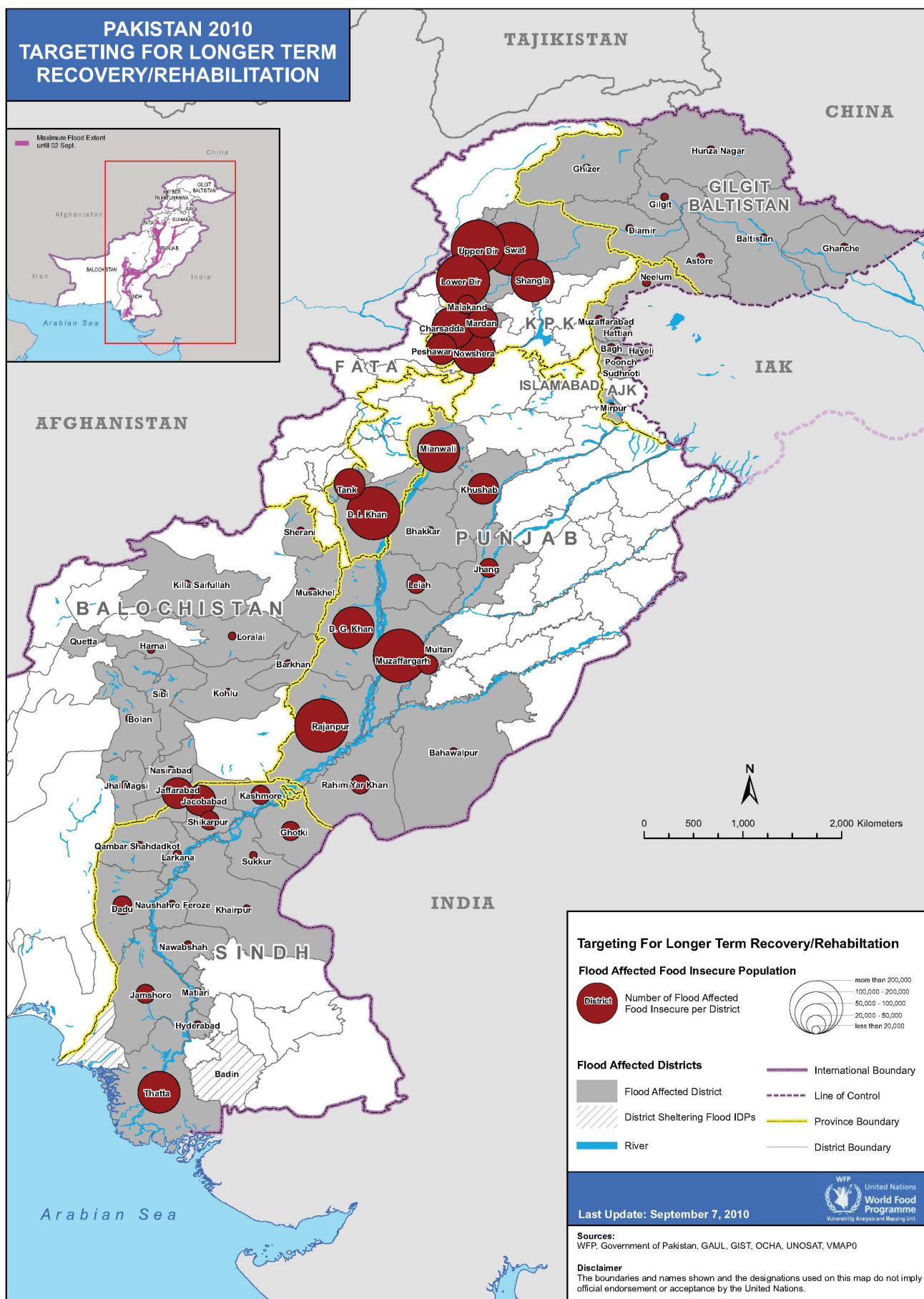
ANNEX II. SUMMARY OF LOG FRAME (PAKISTAN) EMOP No. 200177

Results-Chain	Performance measures	Risks & Assumptions
SO1: Save Lives and Protect Livelihoods in Emergencies		
Outcome-1.1: Reduced acute malnutrition among targeted population.	<ul style="list-style-type: none"> GAM prevalence stabilized at (or below) pre-crisis levels (13.1%) in target population. Supplementary feeding performance indicators (recovery, death, default and coverage). 	<p>Accessibility due to security.</p> <p>Women can participate in activities.</p>
Outcome-1.2: Improved food consumption during the assistance period for targeted flood-affected households.	<ul style="list-style-type: none"> Percentage of households with adequate food consumption score returns to pre-crisis levels among targeted population. 	<p>Markets and delivery systems adequately functioning where cash is provided.</p>
Outcome-1.3: Enrolment of girls and boys in assisted schools in flood-affected areas return to pre-flood levels and make progress towards the national average.	<ul style="list-style-type: none"> Enrolment and attendance of girls and boys return to pre-flood levels in 80% of WFP-assisted schools in flood-affected areas. Gender ratio in WFP-assisted schools. 	<p>Government and NGO health facilities functioning.</p> <p>School aged children not diverted to other activities.</p>
Output: Food/cash distributed in sufficient quantity and quality to targeted flood-affected population under secure conditions.	<p>All</p> <ul style="list-style-type: none"> Number of women (PLW and not), men, girls and boys, children under 5 children under 2 receiving food or cash assistance as percent of planned, by transfer modality, and by commodity. Amount of food and cash distributed as percent of planned distribution, by transfer modality, and by commodity. Tonnage of food purchased locally as a percentage of total purchased, by commodity type (fortified / non-fortified). Percentage of beneficiaries reporting food quality concerns. Percentage of distribution points with adequate security measures taken. Number of security incidents. <p>FFW/CFW</p> <ul style="list-style-type: none"> Number of assets (household and community) recovered (by type of asset). Total amount of cash distributed and percentage of planned. Percentage of beneficiaries receiving cash on time. <p>Emergency school feeding</p> <ul style="list-style-type: none"> Number of boys and girls in WFP-assisted schools. Number of WFP-assisted schools. Number of pre-primary and primary school girls and boys receiving HEBs as percentage of planned. Number of girls and boys in WFP-assisted schools receiving de-worming treatment. <p>Nutrition</p> <ul style="list-style-type: none"> Number of PLW and children under 2/5 years participating in targeted supplementary feeding programmes. Number of supplementary feeding distribution points established and functioning. Number of health staff trained to implement supplementary feeding programmes. 	<p>Accessibility due to security.</p> <p>Timely funding by donors</p> <p>Availability of sufficient implementing partners.</p> <p>Sufficient supply of fortified supplementary foods.</p>

ANNEX IIIA. MAP OF FLOOD-AFFECTED POPULATION IN NEED OF IMMEDIATE ASSISTANCE



ANNEX III.B. MAP OF TARGETING FOR LONGER FOR LONGER-TERM RECOVERY/REHABILITATION



For Information and details contact Vulnerability Analysis & Mapping (VAM) Unit of World Food Program (WFP), Email: islamabad.vam@wfp.org