

**Emergency Operation**  
**EMOP -10768.0: Food assistance for the vulnerable populations affected by the high food prices in Pakistan**

Duration:	1 October 2008 to 30 September 2009 (12 months)
Number of beneficiaries:	3,113,000
WFP food tonnage:	86,295 mt
WFP food cost:	US\$44.9 million
Total cost to WFP:	US\$71.1 million

**EXECUTIVE SUMMARY**

Pakistan is suffering significant negative effects from rising food and fuel prices. The Government of Pakistan is urgently seeking measures to stabilize the food security situation in the country.

A June 2008 United Nations Inter-Agency Assessment has found that:

- Food security in Pakistan has drastically worsened. Prices have increased, incomes have not kept pace; poor households now spend over 70 percent of their income on food and still cannot afford an adequate diet; increasingly destructive coping measures are being used such as foregoing basic health care and removing children from school; nutrition and health indicators for pregnant and lactating women and especially children are deteriorating; and national interventions to date have been insufficient to halt the negative trend.
- Rural households across the country, particularly in provinces sharing a border with Afghanistan, are the most affected. In North West Frontier Province (NWFP), for example, the severely food-insecure population in rural areas (people who consume less than 1,700 kcal per day) has increased by 56 percent.
- The total number of households in Pakistan falling into the severely food-insecure category is estimated to be around seven million.
- The Government is attempting to rectify this situation through national safety net interventions, but significant gaps remain.
- An underlying cause of the price rises in Pakistan is the higher price obtained for Pakistani wheat in neighbouring countries such as Afghanistan. As a result, food availability and food access is particularly precarious in border areas.
- High food prices are also factor of instability, particularly in areas that are facing multiple problems such as floods and hosting hundreds of thousands of internally-displaced people.

There is little prospect that the food price situation in Pakistan will improve in the short term. Consequently, an increasing share of wheat (the national staple) will need to be imported and the fuel price-induced increase in the cost of production will exert strong upward pressure on domestic wheat prices. Additionally, some border provinces will continue to be exposed to demand from neighbouring countries with significantly higher price levels.

Without emergency food assistance this situation will continue to worsen. WFP's assistance is aimed at reducing the gap between the need and what the Government and others can provide, by reaching half-a-million households through schools and food-for-work activities in 20 most food-insecure districts in NWFP, Balochistan and in some arid zones of the Sindh province. The intervention is based on the findings and recommendations of the WFP-led inter-agency assessment of June 2008. This assessment had been requested by the Government and involved multi-sector expertise from the following United Nations agencies: FAO, UNDP, UNESCO, UNICEF, WHO, WFP.

WFP assistance is consistent with a concerted and coordinated United Nations Country Team response as part of the Secretary-General's Comprehensive Framework for Action (CFA). It is coordinated with, and complements, government national safety net interventions and known bilateral

assistance. The planned assistance meets WFP's Strategic Objectives (SOs) of "saving lives and livelihoods in emergencies" (SO1), "prevention of acute hunger" (SO2), and "restoration of lives and livelihoods" (SO3). This EMOP will contribute to Millennium Development Goal (MDG) 1, "eradicate extreme poverty and hunger", MDG2 "achieve universal education", MDG4 "reduce child mortality", MDG5 "improve maternal health" and MDG7 "ensure environmental sustainability". Where appropriate, WFP actions in Pakistan and Afghanistan will be coordinated.

As for the exit strategy, since food prices are likely to remain high in the short term, those households that have not managed to adapt to the food price shock at the end of this EMOP may be included as beneficiaries in the Government's cash transfer safety net scheme that is expected to have gained in momentum and coverage by then. Boys and girls in primary schools could be included in the Government's National School Feeding Programme (NSFP) that is expected to be launched shortly or in WFP's on-going school feeding operation within the framework of the "One UN" pilot programme. Only if on-going monitoring and assessment should indicate a continuing food crisis and major gaps in the national capacity to respond would WFP need to consider extending the relief intervention

## **1. SITUATION ANALYSIS AND SCENARIO**

### **The overall context, food security, and nutrition**

1. Pakistan,<sup>1</sup> with a population of approximately 163 million, has been suffering worsening food security. Very high rates of acute malnutrition are seen in children under-5 in Pakistan including wasting at 13 percent, underweight at 38 percent, stunting at 37 percent and also a high rate of low birth weight infants (25 percent). Over the last decade, no improvement has been recorded in neo-natal death rates and approximately 50 percent of child mortality in Pakistan is food/nutrition related. Similarly high prevalence rates of micronutrient deficiencies are also reported, with approximately 45 percent of women of childbearing ages and 67 percent of children (under-5) eliciting iron-deficiency anemia, 23 percent of children (6-12) and 37 percent of mothers of children under-5 were severely iodine deficient, while 13 percent pre-school children (under-5) and 6 percent mothers were found to be deficient in vitamin A.<sup>2</sup> The infant mortality rate is very high, especially in the western part of the country, recorded at 97 per 1,000 live births, while maternal mortality is 600 deaths per 100,000.<sup>3</sup> The proportion of the population considered food insecure has increased from 38 percent in 2003 to 50 percent in 2008.
2. The dominant factor behind the quickly-deteriorating food security situation has been a hike in the price of basic food items (wheat prices increased by up to 98 percent between May 2007 and May 2008) without commensurate increases in income or adequate individual household food production. While food insecurity can be found throughout the country, a June 2008 United Nations Interagency Assessment Mission determined that numbers are relatively higher in areas bordering Afghanistan (including NWFP and Balochistan), as well as in Sindh. The current security situation in Pakistan is a contributor to, and is likely affected by, food insecurity.
3. Wheat is the main staple and major source of energy intake in Pakistan. For some years Pakistan has been a net exporter of wheat, but due to a poorer harvest and unusually

<sup>1</sup> Pakistan is ranked 136 out of 177 countries, with a Human Development Index (HDI) of 0.551 (UNDP Human Development Report 2007/2008).

<sup>2</sup> National Nutrition Survey-Pakistan 2001-2002

<sup>3</sup> National Nutrition Survey – Pakistan 2001-2002

high informal outflows, particularly to Afghanistan, it has become a net importer. Wheat and edible oil account for 60 percent of the food import bill. In 2008 after planned government imports, there will still be an estimated wheat shortfall of approximately 250,000 mt.

4. To cope with this situation, most of the households have reduced their non-food expenditures. However, the poorest households now need to spend over 70 percent of their income on food and their ability to meet most essential expenditures for health and education has been severely compromised. To date, the food price crisis has had the following effects, which if not addressed will deteriorate further:
  - *Calorie Intake Reduced.* In NWFP, for example, the severely food-insecure population in rural areas (those who consume less than 1700 kcal per day) has increased by 56 percent. The total number of households in Pakistan falling into this category is now estimated to be 7 million.
  - *Diversity in diets has reduced.* The vulnerable poor are consuming less nutritious food. In particular, this will increase malnutrition rates among children under-5. A rapid survey confirmed that children are taking less milk, fruits and meat, and instead consuming tea and bread.
  - *Destructive Coping Mechanisms Related to Health and Education.* Ability to access health services has reduced. The percentage of households that cannot afford medical assistance has increased from 6 percent to 30 percent. Reduced expenditure on health is leading to less adequate treatment of disease and higher morbidity and mortality rates. Families are also using negative coping mechanisms in relation to education. The ability to meet the cost of schooling has been reduced. Parents are withdrawing children from schools and engaging them in income-generating activities, or to care for younger siblings, a practice that negatively influences care and feeding practices of young children.
  - *Development Gains Lost.* Gains realised through poverty reduction efforts have been and will be undermined. If this trend continues it will be impossible to achieve key Millennium Development Goals in the areas of poverty, health, education.
5. The Government has taken measures to deal with the situation, but due to severe economic difficulties, it is unable to cover the entire need.

### **Scenarios**

6. Given projections of continuing elevated food prices, without further measures, such as external assistance, the most likely scenario is that the food security, nutrition, health, education, and possibly the security situation, will continue to deteriorate.

## **2. POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS**

### **Policies, capacities and actions of the government**

7. The Government has responded to the food crisis by setting up a National Task Force that reports to the Prime Minister. The task force accepted the findings of the United Nations assessment and used them for planning national safety net interventions. Budgets were allocated for cash transfer programmes that will target 5.2 million food-insecure households and are designed to replace the old government policy of generalized subsidies that was followed for many years to maintain low wheat prices

for consumers. The few social protection schemes (e.g. Bait-ul-Mal) that existed in Pakistan have been rather limited in scale.

8. The Government's food security safety net approach will now be built around a new scheme (the 'Benazir Card') that is designed to reach 3.4 million households with a monthly income transfer of PKR.1,000 (US\$15). The Provincial Government in Punjab will complement the national scheme with a provincial safety net programme for another 1.8 million households, thus closing the gap between needy people and national programmes. However, other provincial governments lack such a capacity and around 1.8 million households are likely to remain without assistance unless more resources become available. WFP's assistance is aimed at reducing this gap by reaching about half-a-million households through schools and food-for-work activities in 20 most food-insecure districts in NWFP, Balochistan and in some arid zones of the Sindh province.
9. A planned five-year National School Nutrition Programme starting during the first quarter of 2009 will be implemented by the Government to reach over 1.2 million children in primary schools in 52 districts. Under this initiative, children will receive a mid-morning snack of fortified biscuits. At the Government's request, WFP was engaged to provide technical support in the design of the Programme.
10. In order to stabilize the national food availability, the Government has commenced implementing its plan to import 2.5 million mt of wheat for the 2008/09 cropping year. It has also abolished import duty on wheat in order to encourage importation by the private sector. The Government has increased border surveillance in an attempt to curb wheat smuggling.

#### **Policies, capacities and actions of other major actors**

11. In June 2008 United Nations agencies (FAO, UNDP, UNESCO, UNICEF, WFP and WHO) deployed a WFP-led Inter Agency Mission to assess the impact of high food prices in Pakistan and recommend appropriate responses. The planned interventions of WFP and other United Nations agencies are based on the findings and recommendations of this mission.<sup>4</sup>
12. The World Bank has launched a Global Food Crisis Response Programme, while the Asian Development Bank is considering the provision of budgetary support to the Government. WFP will coordinate closely with the Government so that, should any of this funding be made available to the Government to deliver programmes, WFP activity can be adjusted accordingly. Also, Pakistan is amongst those countries that are being considered for a joint programme with FAO, with possible support under the proposed European Commission facility to support countries affected by the food prices crises.

#### **Known and Projected Gaps**

13. Although the Government has shown much concern over the food situation and initiated early action, gaps remain in the provision of social protection and sufficient wheat imports. While plans to provide safety net assistance to 3.5 million households (1.8 million households under a provincial safety net programme and 1.7 million households under the Government's Benazir Card safety net scheme) in the biggest

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<sup>4</sup> For further details, refer to "High Food Prices in Pakistan – Impact Assessment and the Way Forward", The Inter Agency Assessment United Nations Mission Report, Islamabad, July 2008.

province of Punjab appear adequate, other provinces will face a resource gap and around 1.8 million households are likely to remain without assistance unless more resources become available. Also, national measures to assist small farmers with affordable inputs and to protect vulnerable households against deterioration in their already poor access to health, nutrition and primary education require external support.

14. Pakistan's annual requirement of wheat for the cropping year 2008/09 was estimated by the United Nations inter-agency assessment mission at 24.65 million mt whereas domestic availability only reaches 21.9 million mt. The Government made plans to import 2.5 million mt of wheat in response to this import gap which is significantly more than in previous years. However, foreign exchange is increasingly short in Pakistan and even the planned imports will fall short by 250,000 mt against the import gap estimated by the United Nations. Major factors that determine the increased wheat import gap in Pakistan include informal outflows to neighbouring countries (primarily to Afghanistan) and commodity substitution effects (households replace more expensive rice with wheat).

### **Coordination**

15. The Comprehensive Framework for Action (CFA) of the Secretary-General's High-Level Task Force on the Global Food Security Crisis, released in July 2008, provides the contextual structure for the United Nations response in Pakistan. This WFP intervention is consistent with the CFA and WFP has been assigned a leading role within the United Nations Country Team's Task Force on High Food Prices to work with other agencies and ensure that interventions are integrated.
16. At the country level, the Prime Minister has established a National Task Force which is mandated to coordinate with all stakeholders and to prepare specific recommendations to the Government on responses to the food crisis such as safety nets for vulnerable people and measures to improve production and management of food. WFP's participation in the National Task Force has helped to ensure coordination of efforts between United Nations and the Government.

## **4. OBJECTIVES OF WFP ASSISTANCE**

17. The main objective of WFP assistance is to mitigate the negative impacts among households in the areas most affected by high food prices. Specifically, WFP will:
  - Ensure adequate food consumption amongst the targeted households through the provision of relief rations (SO1<sup>5</sup>);
  - Promote retention of girls and boys at high risk of dropping out from primary schools through incentive rations (SO3<sup>6</sup>);
  - Augment income through increased employment opportunities and access to productive assets (SO2<sup>7</sup>); and
  - Reduce and stabilize the nutritional status of the most vulnerable, malnourished children under-24 months and pregnant and lactating women through provision of fortified food rations and health and nutrition education (SO3).

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<sup>5</sup> WFP Strategic Objective (SO) 1 "Save lives and protect livelihoods in emergencies"

<sup>6</sup> SO3 "Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations."

<sup>7</sup> SO2 "Prevent acute hunger and invest in disaster preparedness and mitigation measures"

## 5. TARGETING, BENEFICIARIES, AND MODE OF INTERVENTIONS

18. Based on the food insecurity analysis by the Inter Agency Assessment Mission, WFP's intervention is designed to focus on households in districts that are:
  - (a) highly food-deficient (cereal self-sufficiency levels of less than 30 percent); and
  - (b) have the highest levels of poverty (55 percent or more of the population have access to less than 1,700 kcal/person/day).
19. The EMOP targets those districts that have been classified as the most food insecure. The target beneficiaries in the primary school activity are the enrolled children and their parents who belong to households most affected by the food price hike. The programme is self-targeting for the most food-insecure households because in relatively advantaged households, children tend to be sent to private schools. Food-for-work (FFW) activities are also targeting the most food-insecure marginalized farmers and landless households who participate in environment rehabilitation activities suitable for their areas and help to improve their livelihoods. The children for food support under the health and nutrition intervention will be selected by UNICEF based on their nutritional risk.
20. The targeting strategy also takes into consideration the existence of on-going partnerships and established delivery systems so that WFP's assistance is built on proven work relations and can be implemented without delay. Targeting of the nutritional intervention will be determined by the concerned United Nations agency partners while principally maintaining the same geographic focus. The targeting criteria results in 3.1 million beneficiaries including 2,308,000 family members of affected households (excluding primary school children) for the safety net intervention in 20 targeted districts; 450,000 primary school students; 268,000 beneficiaries of FFW activities and, as estimated by UNICEF, approximately 87,000 children under-2 and pregnant and lactating women receiving supplementary feeding support.
21. Refugee schools supported by UNHCR in some of the districts mentioned above will be included in the programme.
22. The planned distribution of 86,295 mt of food will comprise 70,750 mt of wheat, 11,630 mt of edible oil and 3,915 mt of blended food. Of this quantity, 57 percent will be distributed in NWFP, 28 percent in Sindh and 15 percent in Balochistan. To ensure immediate response, the assistance strategy builds on established delivery systems.
23. The twenty districts identified for WFP's assistance are (see attached map):
  - **NWFP.** Battagram, Buner, Shangla, Kohistan, Mansehra, Swat, Lower and Upper Dir;
  - **Balochistan.** Bolan, Chaghai, Noshki, Kalat, Killa Abdullah, Pishin, Kharan and Zhob; and
  - **Sindh.** Arid zones of Tharparkar, Umer Kot, Sanghar and Khairpur.

### **Safety Net for Affected Households**

24. The direct recipients of safety net intervention will be 405,000 households in areas most affected by the food price shock. They are families of primary school children covered by WFP's school feeding programme (approximately 10 percent of households have more than one child attending primary school). Parents will receive a 50 kg wheat bag during "school day" events organized by the school management where they will also receive educational messages. In 2008/09 three school days will be organized, providing 150 kg for each family. School teachers will also be entitled to receive a bag of wheat.
25. The list of households benefiting from this intervention will be made public so that any overlap with the government relief assistance is prevented.

### **School Feeding to Encourage Enrolment and Retention**

26. WFP's assistance will also be provided to 450,000 girls and boys enrolled in about 5,400 primary schools. This represents an extension of WFP's on-going country programme in the most crisis-affected districts. Each student will receive a four-litre tin of edible oil subject to minimum 20-day class attendance in a month. The existing infrastructure and capacity of counterpart education departments developed over the years by WFP make viable the usage of schools as mediums of distributing food assistance for target beneficiaries.
27. Assistance by WFP through schools will reach the families of between 40 and 70 percent of primary school students (the percentage varying in each targeted district). About 122,000 girls students' households will continue receiving oil under the country programme while 328,000 students' households will receive oil from this EMOP.
28. UNESCO will provide technical assistance for the organization of workshops to sensitize education department staff at various levels on the operational modalities. Trainings will include Educational Officers from all 20 districts and three provinces as well as the head teachers from each assisted school. UNESCO will also advise on the development of message modules to be delivered to parents when they attend school days before collecting the wheat ration. Topics will include: food for education, enrolment and retention, health and hygiene, and nutrition. Moreover, UNESCO assistance will guide the distribution of teaching and learning aids to all schools assisted under the operation. WFP and UNESCO will also cooperate to ensure that content of the material used is gender sensitive and in line with the local culture of the target population.

### **Food-for-Work Asset-Creation Activities**

29. Food for Work (FFW) activities will target marginalized poor farmers in areas severely affected by high food prices. Households will be encouraged to create and rehabilitate assets to improve their livelihoods. Work activities will include: improvement of irrigation channels, field terraces, tracks, establishment of nurseries, and planting of orchards as well as fuel and fodder trees. Women will be encouraged to receive training to raise homestead kitchen gardens and other relevant skills.
30. Approximately 40,000 food-insecure households will receive on average 100 kg wheat and eight litres of oil as a compensation for participation in the FFW activities. Most participants are expected to participate for 75 days per year. The local value of the food basket is approximately Rs. 9,000 (equivalent to Rs. 1,000 per month during the lean

season of nine-months). This compares to the minimum wage of Rs. 6,000 per month (US\$79). WFP will also arrange the supply of seeds for kitchen gardening.

### Food Support to Health and Nutrition Interventions

31. A provision of 3,915 mt of fortified blended food for some 87,000 children 6-24 months plus pregnant and lactating Women (PLW) is made to support planned UNICEF/WHO health and nutrition interventions in response to the food crisis. Malnourished children between 6-24 months and malnourished PLW will receive a monthly pack of 7.5 kg of fortified blended food (FBF). Targeting of the children for supplementary feeding will be based on wasting as measured by weight for height and/or mid-upper arm circumference (WFH = 70-79.9 percent, MUAC 11-12.4cm and no bilateral pitting oedema), while MUAC (<21.9 cm) will be used as an entry criterion for PLW. Children will exit the supplementary feeding programme when they reach the discharge criteria (>=80 percent of median WFH or >=12.5 cm MUAC, minimum 3 months stay in the programme), while pregnant women stay until delivery and lactating women receive a ration until six months after delivery. UNICEF will provide multi-micronutrient powder for children and PLW, and de-worming tablets for pregnant women. The support to the PLW and moderately malnourished children under-2 will be provided at the community level through the Lady Health Workers network and local level NGOs. The provision of blended food has been made for an average of six months as setting up the community based structures for identification of beneficiaries and distribution mechanism will require some lead time.
32. The monthly income transfer value of wheat under the safety net and the oil ration received for regular school attendance will be an amount similar to the Government's Benazir Card safety net scheme, i.e. PKR 1,000 per month (US\$14). The in-kind transfer offered under this EMOP will add to the household food budget, offsetting the domestic cost of sending children to school and maintaining retention at a time of high drop-out risk by discouraging parents from involving their children in income-generating activities in the formal and informal economic sector.

### Summary of Beneficiaries by Type of Intervention

33. The estimated beneficiaries over the 12-month implementation period is as follows:

Type of Intervention	2008	2009	Total
Safety Net for Affected Households (family members excluding primary school students) <sup>8</sup>	2,308,000	2,308,000	2,308,000
School feeding (students)*	450,000	450,000	450,000
Food-for-Work Asset-Creation Activities	67,000	201,000	268,000
Food Support to Health and Nutrition Interventions	-	87,000	87,000
<b>Total</b>	<b>2,825,000</b>	<b>3,046,000</b>	<b>3,113,000</b>

\* The targeted 450,000 student beneficiaries comprise 328,000 new beneficiaries and 122,000 beneficiaries who are already covered under the on-going country programme. Under this EMOP, oil rations are budgeted only

<sup>8</sup> After factoring-out 10 percent from 450,000 students (see para 24 for explanation) 405,000 students' households will receive wheat. With an average number of 5.7 members per household, a total of 2,308,000 family members of students (this number excludes students) will benefit.



for new beneficiaries whilst wheat rations are budgeted for the families of all 450,000 students. WFP will ensure that the student beneficiaries are not counted twice in its record keeping processes.

## 6. NUTRITIONAL CONSIDERATIONS AND RATIONS

34. As this EMOP is designed to provide rapid support to poor households affected by the food price hike, the preferred national staple food will be supplied as the main item under the food assistance programme. Wheat is the best choice as the staple food item and is the major item of expenditure in their budget. Edible oil will also be distributed in line with the current practice in the country. Fortified blended food will be provided for Health and Nutrition Interventions for children under-24 months and PLW as planned by UNICEF and WHO. Commodities will be distributed in pre-packed form, e.g. wheat in 50 kg bags and oil in 3.7 kg tins.
35. Some remote areas do not have milling facilities and will require wheat flour instead of wheat. This quantity of wheat, about 20 percent of the total requirement, will be milled and fortified locally with a premix containing iron, folate and other essential vitamins and minerals. The edible oil, to be procured from international markets, is also enriched with vitamins A and D.

<b>Intervention</b>	<b>Wheat</b>	<b>Oil</b>	<b>FBF</b>	<b>Kcal</b>
Safety Net for Affected Households*	417			
School feeding**		123		
Food-for-Work Asset-Creation Activities***	3,333	246		
Food support to Health and Nutrition Interventions****			250	925

\* Each household with an enrolled primary school child will receive 50 kg wheat three times in a school year.

\*\* Each primary school child that regularly attends classes will receive 3.7 kg vegetable oil every month for the nine month school year.

\*\*\* Each FFW participant will receive 100 kg wheat and 7.4 kg vegetable oil monthly for average of 2.5 months.

\*\*\*\* Each child of 6-24 months of age and pregnant and lactating women will receive 250 g FBF per day.

36. The food requirements of all activities are given in the table below:

<b>Interventions</b>	<b>Average feeding days</b>	<b>Wheat</b>	<b>Oil</b>	<b>FBF</b>
Safety Net for Affected Households	360	60,750		
*School feeding	270		10,890	
Food-for-Work Asset-Creation Activities	75	10,000	740	
Food Support to Health and Nutrition Interventions	180			3,915
<b>Total</b>		<b>70,750**</b>	<b>11,630</b>	<b>3,915</b>

\* Total requirement of oil is 14,985 mt. As 4,095 mt will be provided from the country programme only 10, 890 mt are new requirements.

\*\* 20 percent will be milled and fortified because some target areas do not have adequate milling capacity.

## 7. IMPLEMENTATION ARRANGEMENTS

### 37. *General:*

- With some adjustments, such as additional training for school staff, recruitment of additional WFP food assistance monitors, and establishment of additional district level storage facilities, the EMOP will employ existing structures and systems currently used for WFP activities in the target districts.
- For school-delivered activities, household safety net distributions of wheat are planned in the months of September 2008 and in January and April 2009. Oil will be distributed on a monthly basis for a period of nine months which is the school year. The parents (head of household) of primary school children will assemble on pre-announced dates to collect the wheat bag entitlement. Where more than one child from the same household is enrolled, the household will receive one ration.
- Households participating in Food-for-Work Asset-Creation Activities will work for on average for 2.5 months during the lean season. The Government's Forestry Department will assist in the selection of activities and technical supervision of the works.
- The food support to health and nutrition interventions for malnourished children under-24 months and malnourished pregnant and lactating women will be developed and supervised by UNICEF and WHO, working closely with relevant government departments and community organizations.

38. ***Participation:*** Where school management committees, consisting of men and women, are functional, they will be involved in assisting the school staff in preparing lists of households of enrolled students, facilitating distribution and providing temporary storage facilities where required. The planned "school days" are expected to enhance parents' interest in the schooling of their children and strengthen their participation in parent-teacher activities.

39. ***Partners:*** The Government's Education and Forestry Departments will continue their role as primary partners of WFP programmes in Pakistan. UNESCO will join the partnership for the emergency school feeding component while UNICEF, WHO and the Government's Health Department are expected to play the lead role in the child nutrition support activities.

40. ***Non-food inputs:*** WFP will import pre-mix for fortification of the wheat flour that will be distributed in Balochistan where milling facilities at village level are non-existent. Some provision has been made to provide seeds for kitchen gardening. UNESCO operational costs for capacity building and enhanced educational impact are included in "other direct operational costs" (ODOC) in the budget.

41. ***Environment:*** Limited negative environmental impact due to leakage of edible oil in the school premises is envisaged. Provision is included in ODOC for schools to clean premises after each distribution. The food-for-work component of this operation will contribute towards improving the environment through its nursery and tree plantation activities.

### 42. ***Logistics arrangements:***

- Imported commodities will be shipped via Karachi and Port Qasim. WFP-appointed transporters will arrange for the dispatch of commodities from Karachi to WFP

warehouses already established at Karachi, Peshawar and Quetta as well as to the temporary extended delivery points established at the districts from where the cooperating partners will collect commodities and forward them to final distribution points.

- Both government and commercial trucks will undertake food movement from extended delivery points to final distribution points i.e. primary schools, food-for-work project sites and health centres.
- Fortified blended food will be purchased locally and delivered directly to extended delivery points by local suppliers or by WFP.
- The Commodity Movement Processing and Analysis System (COMPAS) has been installed in Peshawar, Quetta, Karachi and Islamabad to ensure tracking and accountability of commodities up to final distribution points.

43. **Procurement plans:** The nature of the emergency demands that most commodities be sourced internationally. However, the wheat requirement for the first three months will be borrowed from Pakistan Agricultural Storage and Supplies Corporation (PASSCO) stocks in coordination with Ministry of Food, Agriculture and Livestock (MINFAL) and oil will be borrowed from the WFP country programme. This will be replenished with imported commodities.
44. **Planning period** The duration of this emergency operation is for a period of one year from 1 October 2008 until 30 September 2009.

## **8. FOOD SECURITY AND PERFORMANCE MONITORING**

45. The evolving food security situation and thus the impact of the food crisis response will be monitored through a system of market price monitoring and surveillance of sentinel sites in all provinces (locations for monitoring would be same or similar to the survey sites used during the rapid assessment conducted by the United Nations Inter-Agency Mission).
46. Quarterly reports will provide information on:
  - Local market food prices and wage labour rates
  - Household food security, in particular diet diversity and food frequency
  - Change in infant feeding practice and disease prevalence
  - School drop-out rates
47. A recently started action research project to assess food prices and movements across the critical south-western border will assist in monitoring changes in cereal availability.
48. WFP and its cooperating partners will collect and analyse monthly data on deliveries of food, their utilization, and number of beneficiaries, outputs and outcomes. Performance monitoring will be conducted as summarized in the log frame matrix (Annex II). Baseline data will be collected on enrolment and attendance in participating schools and on poverty and food consumption levels of the participating households.
49. Checklists of outputs and operational indicators will continue to be collected monthly by cooperating partners and verified by WFP field staff and internal audits. WFP will also undertake beneficiary contact monitoring through female food assistance monitors to confirm from the female heads of household that the food has been received as per

entitlement and their perception on WFP's interventions and the impact. The country office will ensure compliance with results-based management tools and practices to demonstrate progress and achievements.

50. WFP and UNESCO will jointly design output formats to monitor the progress on enrolment and retention, as well as the parents' participation in school management. UNESCO will assist the provincial governments in assessing the capacities of educational authorities to monitor outputs and results. A case study will be carried out to identify any behavioural changes in teachers and parents with regard to enrolment and retention as a result of the emergency assistance. The supplementary feeding component implemented jointly with UNICEF will monitor recovery and defaulter rates of assisted children under-24 months.

## **9. HANDOVER STRATEGY**

51. Food prices are likely to remain high in the short term. However, with higher prices and farmer support measures there is also good potential for increased household food production and higher rural incomes. For households that have not managed to adapt to the food price shock at the end of this EMOP there are three broad options for continued protection:
  - The Government a) expands the cash transfer safety net scheme which is expected to gain momentum and coverage by the end of this EMOP and b) launches the national school feeding programme (NFSP) to cover the gap. Given that the NFSP is ready to launch this could be a real possibility although some additional funding from international sources may be required. In this case WFP beneficiaries could be incorporated in Government programmes.
  - If the Government is not in a position to cover the gap, identified schools and households could be assisted for a limited period under a PRRO or included in the planned new United Nations country programme cycle.
  - A mix of the first two options, whereby the Government partially covers WFP EMOP beneficiaries and WFP would cover the remaining gap.
52. The situation will be assessed in March 2009 to determine the best course of action at the end of the EMOP period.

## **10. SECURITY CONSIDERATIONS**

53. Several human-based threat/risk generators may have direct or indirect effect on United Nations operations including sectarian violence, terrorist/extremist activities against the Government, regional issues, political upheaval, and economical concerns due to soaring prices including that of fuel. A high state of security awareness exists in Pakistan and United Nations minimum operating security standards (MOSS) procedures are in place and fully adhered to. Sindh and Balochistan are in United Nations Security Phase 2 while NWFP and Federally-Administered Tribal Areas (FATA) are in Phase 3.
54. A separate security assessment specifically covering issues related to the planned food assistance under this operation is being completed by WFP staff in close coordination with United Nations Department of Safety and Security.

**11. RECOMMENDATION**

- 55. The Executive Director and Director-General of FAO are requested to approve the proposed Emergency Operation “EMOP 10768.0: Food assistance for the vulnerable populations affected by the high food prices in Pakistan.”

**APPROVAL (signature and date)**

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Executive Director

Date: ... ..

.....

Director-General of FAO

Date:.....

## Acronyms

CFA	Comprehensive Framework for Action (of the Secretary-General's High-Level Task Force on the Global Food Security Crisis)
COMPAS	Commodity Movement, Processing and Analysis System
EMOP	emergency operation
FAO	Food and Agriculture Organization
FATA	Federally-Administered Tribal Area
FBF	fortified blended food
FFW/FFT	food for work/food for training
HDI	Human Development Index
LTSH	landside, transport, storage and handling
MINFAL	Ministry of Food, Agriculture and Livestock
MOSS	minimum operating security standard
NWFP	North West Frontier Province
ODOC	other direct operational cost
PASSCO	Pakistan Agricultural Storage and Supplies Corporation
PKR	Pakistani Rupee
PRRO	protracted relief and recovery operation
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
US\$	United States' dollar
WFP	World Food Programme
WHO	World Health Organization