

Emergency Operation Pakistan 10828.0

Title: Food Assistance to Internally Displaced and Conflict Affected Persons in Pakistan's NWFP and FATA.

Duration: 9 months (March – November 2009)

Number of beneficiaries: 600,000

WFP food tonnage: 97,045 mt

WFP food cost: US\$37,711,160

Total cost to WFP: US\$64,296,520

EXECUTIVE SUMMARY

Fighting between government forces and the armed opposition across Pakistan's Federally Administered Tribal Areas (FATA) and North West Frontier Province (NWFP) has triggered significant displacement since August 2008. Analysis of the situation indicates that there is a strong likelihood of continued and intensified military offensives throughout 2009 with consequent impact on livelihoods well into 2010. The initial caseload of internally displaced people (IDP), estimated at 211,000, has been assisted up to February 2009 under WFP protracted relief and recovery operation (PRRO 10671.0). However, in view of the substantial increase in the number of registered IDPs and the urgency of the situation, a separate emergency operation (EMOP) is now proposed.

Information gathered under the Multi Cluster Rapid Assessment Mechanism of the United Nations system in Pakistan rated food needs as the top priority expressed by the population surveyed. The beneficiary number is based on the current registration jointly implemented by the Social Welfare Department and verified by the Office of the United Nations High Commissioner for Refugees. The World Health Organization and the United Nations Children's Fund assessments indicate high levels of malnutrition among displaced children under 5 and raise concern over a marked decrease in breastfeeding of displaced mothers. Both IDPs and locally affected people have lost their livelihoods and the opportunities of employment either inside or outside the camps are extremely scarce. Pakistan's financial crisis and the related International Monetary Fund engagement place severe limitations to the Government's ability to respond to IDP needs with national resources.

The proposed assistance will be provided in close collaboration with the government, the United Nations system and non-governmental organizations. Strong coordination mechanisms are in place to avoid duplication of the Government's own efforts with those of the humanitarian community. At the federal level, the National Disaster Management Authority leads the government activities and, with the Resident Coordinator/Humanitarian Coordinator co-chairs the Disaster Management Team. Under the Inter-Agency Country Team, WFP leads the Food and Agriculture and Logistics clusters. WFP works closely with the Office of the United Nations High Commissioner for Refugees, which supports the NWFP Department of Social Welfare with the IDP registration and verification, and complements WFP's food commodities with crucial non-food items. WFP's assistance is part of an overall United Nations Humanitarian Response Plan until end of November 2009, a bridging period after which a Consolidated Appeal will be launched.

This EMOP aims to reach IDPs and locally-affected persons whose food and nutrition security has been adversely affected by the armed conflict. Activities will include general food distribution for the most vulnerable families and supplementary food distribution for children. It also aims to reduce malnutrition caused by the displacement of the population and as such meets Strategic Objective 1 of the WFP Strategic Plan (2008-2011): "save lives and protect livelihoods in emergencies". The EMOP contributes to Millennium Development Goal (MDG) 1 "eradicate extreme poverty and hunger" and MDG 4 "reduce child mortality".

1. SITUATION ANALYSIS AND SCENARIO(S)

The overall context

1. In recent months, Pakistan has suffered a series of disasters that have led to internal displacement and left hundreds of thousands of people in urgent need of humanitarian assistance. North West Frontier Province (NWFP) and the Federally Administered Tribal Areas (FATA) in particular have been affected by floods, high food prices and conflict. Clashes between government forces and militants across FATA agencies and in Swat district in NWFP have triggered significant destruction of property and productive assets, and caused substantial displacements since August 2008.
2. Initially, the caseload of internally displaced people (IDPs) was estimated at 211,000 individuals who settled temporarily in safer areas. This caseload was accommodated through a budget revision under WFP's protracted relief and recovery operation (PRRO) 10671.0 until February 2009. The number of people now in need of humanitarian assistance has dramatically increased. This is related to both the increase in the number of people displaced by the ongoing conflict, especially from Bajaur, Mohmand and Khyber areas, and the exhaustion of the communities' coping mechanisms. The United Nations Humanitarian Response Plan, in its latest revision, indicates an IDP planning figure of 600,000.¹
3. The security situation creates constraints for the adequate delivery of assistance to the entire affected population. The situation in Swat district (NWFP) and in FATA remains particularly challenging and off-limits for most humanitarian agencies, as military operations continue and parts of the area are under *de facto* control of non-state actors. In Swat, militants have destroyed 183 schools and placed a ban on education. Overall concerns remain for those displaced within the conflict areas. Recent attacks by militants in Islamabad and Rawalpindi are linked to instability in NWFP and FATA. The situation in those regions is dire as reflected in the suicide bombings, abductions and targeted killings that have become more and more frequent. The anticipated surge by North Atlantic Treaty Organization forces in Afghanistan is likely to impact the security situation in the border areas of Pakistan. There is grave concern of more terrorist attacks as militants try to counter the surge in military operations conducted in both Pakistan and Afghanistan.

The food security and nutrition situation

4. Pakistan, with a population of approximately 165 million, has a Human Development Index of 0.551 which ranks it 139 out of 179 countries. Forty-five million people are severely food-insecure,² consuming less than 1,700 kcal per day – as compared to the minimum international standard of 2,100 kcal per day.³ Pakistan's population is particularly vulnerable as it faces high rates of acute malnutrition among children under 5. The incidence of wasting, underweight and stunting is high, at 13 percent, 38 percent and 37 percent respectively. Over the last decade, no improvement has been recorded in neonatal death rates and approximately 50 percent of child mortality in Pakistan is food and nutrition related.⁴ Similarly, high prevalence rates of micronutrient deficiencies occur, with approximately 45 percent of women of

¹ February 2009 Revision of the United Nations Humanitarian Response Plan.

² "High Food Prices in Pakistan", Report of United Nations Inter-Agency Assessment Mission, (FAO/UNDP/UNESCO/UNICEF/WFP/WHO) June 2008.

³ The World Health Organization has estimated a reference value of 2,100 kilocalories as the mean per capita energy requirement, or recommended dietary allowance (RDA), in emergency situations globally.

⁴ United Nations Development Programme, Human Development Report 2008.

childbearing age and 67 percent of children under 5 suffering from iron deficiency anaemia. More than 23 percent of children aged 6-12 years and 37 percent of mothers are iodine deficient, and 13 percent of pre-school children are found to be deficient in vitamin A. The infant mortality rate is very high, especially in the troubled western part of the country, reaching 97 per 1,000 live births, while maternal mortality stands at 600 deaths per 100,000.⁵ The proportion of the population considered food-insecure has increased from 38 percent in 2003 to 50 percent in 2008.

5. A major factor behind the quickly deteriorating food security situation has been a hike in the price of basic food items. The price of wheat increased by 98 percent between May 2007 and May 2008 without commensurate increases in income or household food production.⁶ Even though cereal prices in Pakistan have slightly declined since October 2008, the price of wheat flour in January 2009 was nearly twice the price of May 2007, prior to the onset of the global food price increases. As a result of security problems, the prices of food commodities in FATA are significantly higher than the rest of the country, particularly in Kurram and Mohamand agencies. In January 2009, the price of wheat flour remained 41 percent higher than the national average. Finally, in major towns of Swat District in NWFP, the price of wheat flour exceeds twice the price in Peshawar. While food insecurity is found throughout the country, a June 2008 United Nations Inter-Agency Assessment Mission determined that numbers are relatively higher in areas bordering Afghanistan. The current security situation in Pakistan is a contributor to, and is likely affected by, food insecurity.
6. 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 high informal outflows, particularly to Afghanistan, it has become a major importer. Wheat and vegetable oil account for 60 percent of the food import bill. In 2008, after imports, it is estimated that the wheat shortfall was approximately 250,000 mt. The 2009 harvest is estimated at 25.5 million mt, compared to an estimated national requirement of 23.5 million mt. However, there is a substantial outflow of wheat to Afghanistan and it is expected that substantial imports will be required in 2009 to meet national consumption needs.⁷
7. NWFP is traditionally food-deficit with large-scale cross-border food smuggling to Afghanistan directly affecting food security. As the province is mainly dependent on food imports from Punjab, food prices are the highest in the country. The majority of the IDPs are residing with host families and depend on their generosity. The host families are often poor themselves and can no longer sustain the additional burden due to the food crisis in the affected areas.

Scenarios

8. The original United Nations Humanitarian Response Plan was focused on the needs of IDPs in camps. However, in light of the deepening crisis, the humanitarian community has developed a three-pronged strategy to reach out to an increased number of conflict-affected and displaced populations:
 - Continuation of the provision of humanitarian assistance to IDPs living in the camps in safe and accessible areas;

⁵ National Nutrition Survey – Pakistan 2001-2002.

⁶ Food Security and Market Price Monitoring Bulletin – 6, VAM, WFP, Pakistan. January 2009.

⁷ The United States Department of Agriculture (USDA) forecast for 2008/2009 is 2.4 million mt of wheat exports against 2.8 million mt wheat imports. Reference “Grain: World markets and Trade, USDA, March 2009.

- Completion of the identification and registration of IDPs living outside the camps and provision of humanitarian assistance to the most vulnerable;
 - Negotiation of humanitarian access into conflict areas like Swat districts and FATA agencies of Bajaur, Mohmand and Khyber to assist conflict-affected populations currently largely out of reach of the humanitarian community. This will also facilitate the assistance to returnees in case there is a cessation of hostilities.
9. The projected total of 600,000 IDPs is a conservative estimate, assuming no further increase of counter insurgency operations. This figure is also consistent with the Humanitarian Response Plan agreed upon with the United Nations Inter-Agency Country Team (IASC-CT). Humanitarian agencies expect the IDP situation to remain fluid due to the conflict developing on various fronts, and are preparing for a significant level of displacement.

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

Policies, capacities of the Government and other major actors

10. In 2006, the Government of Pakistan promulgated the National Disaster Management Ordinance, which provides for institutional arrangements for disaster management at all administrative levels. A National Disaster Management Commission, headed by the Prime Minister, was established as the highest level policy-making body with the National Disaster Management Authority (NDMA) and its provincial counterparts (PDMA) as its executive arm responsible for coordination, monitoring and implementation. On the basis of experience with the 2007 cyclone/flood disasters, a Disaster Management Team (DMT) was established, jointly chaired by NDMA and the Resident Coordinator/Humanitarian Coordinator (RC/HC) and with representation of United Nations agencies, the International Red Cross and Red Crescent Movement (ICRC), international and national non-governmental organizations (INGOs/NGOs) and civil society organizations as the forum where humanitarian disaster preparedness and implementation can be planned. The IASC-CT coordinates the activities of the United Nations agencies and INGOs on the ground.
11. Initially, the Government and humanitarian agencies responded to the immediate needs using contingency stocks and stocks diverted from other programmes. As humanitarian needs increased, a United Nations Humanitarian Response Plan was launched in September 2008, seeking a total of US\$55 million for an initial planning horizon of six months. Considering the increased number of individuals in need of humanitarian assistance, as well as the possibility of a further deterioration of the situation, the IASC-CT revised the original response plan and extended its planning horizon through November 2009, seeking a new total of US\$129.8 million. The current revision of the Humanitarian Response Plan is the result of broad and inclusive consultations between United Nations agencies, government counterparts at the federal and provincial level, national and international NGOs and the ICRC.

Coordination

12. Following the flash floods and increased conflict-related displacements in August 2008, the IASC-CT, at the Government's request, started a humanitarian assistance programme to address the needs of the affected populations. In order to ensure a coherent, predictable and quick response, the cluster approach was adopted as the primary coordination mechanism. The NWFP authorities designated a government counterpart for each cluster ensuring a linkage to the PDMA. A total of nine clusters were established with WFP leading the Food Security and Agriculture and the Logistics clusters. WFP has established a joint United Nations logistics hub in Peshawar and extends its logistics services to the humanitarian community for storage and transportation of non-food items. These services are funded under WFP Special Operation 10826.0 "Logistics Cluster Coordination in support of the humanitarian community's response to the IDP situation in North Western Frontier Province and Federally Administered Tribal Areas".

3. OBJECTIVES OF WFP ASSISTANCE

13. The objective of this WFP assistance is to mitigate the negative impacts of the conflict on the vulnerable people in or close to the conflict areas. More specifically, WFP's emergency operation (EMOP) intervention aims to:

- Save lives and avert hunger of conflict-affected IDPs in and outside the camps (Strategic Objective 1);
- Prevent malnutrition among infants, young children and pregnant and lactating women affected by armed conflict (Strategic Objective 1).

4. BENEFICIARIES AND TARGETING

14. As of February 2009, the number of registered IDPs in nine districts of NWFP by the Social Welfare Department and confirmed by Office of the United Nations High Commissioner for Refugees (UNHCR) stands at 470,000. This number is expected to rise further as the mobile teams have not yet completed the registration in all parts of NWFP. The ICRC is expected to continue its assistance in the districts of Swat and Lower Dir at the current level of 30-50,000 beneficiaries.

15. Assistance may also be required by locally-affected persons who have either lost their homes or productive assets as a result of attacks by militants or by collateral damage from counter-insurgency operations. They belong to the most vulnerable poor, not having the means to travel or without relatives in the settled areas or larger urban areas. They are residing in their villages or in nearby villages. The registration of these potential beneficiaries has not yet begun.

16. At this point in time, it is anticipated that ceasefire agreements may be established in some areas, while counter-insurgency activities may be stepped up in others. The conservative assumption is that there would be no net increase in the number of IDPs. Food will be made available to returnees in their places of origin. It is conservatively assumed that the number of returnees who will require assistance to restart their livelihoods will be off-set by an equal decrease in the number of IDPs. Taking into account IDPs, locally affected people and returnees, the number of people requiring assistance is likely to reach 600,000 by May 2009.

17. The current strategy agreed upon between the Government and humanitarian agencies is that assistance should not be provided to IDPs in large urban centres as these are

generally better-off than IDPs seeking refuge in the settled areas bordering the conflict zone. WFP's food support to IDPs will be provided in settled areas both inside and outside the camps in the following seven districts: Malakand, Mardan, Nowshera, Peshawar, Sawabi, Charsadda, and Kohat. Interventions will be expanded in the conflict areas as soon as the security situation allows it.

18. The estimated number of beneficiaries, including IDPs and locally affected persons is given in Table 1.

Table 1: WFP Beneficiaries by Month			
Period	Persons	Families	% women
March 2009	350,000	58,000	48
April 2009	530,000	88,000	48
May – Nov 2009	600,000	100,000	48
Total	600,000	100,000	48

19. Current analysis of the registration database reveals that 49 percent of the camp population is female and 46 percent of the non-camp IDPs. Approximately 75 percent of IDPs reside outside the camps.

5. NUTRITIONAL CONSIDERATIONS AND RATIONS

20. Staple food grains (wheat, maize and rice) are widely consumed together with legumes in rural areas of Pakistan. The bioavailability of iron and other nutrients from plant sources is low due to poor diversity in the diet, while the high fibre content of the food consumed reduces vitamin and mineral absorption. There is iodine deficiency in Pakistan, particularly in the mountainous regions of FATA, and many people suffer from goitre.
21. Information gathered through the Multi Cluster Rapid Assessment Mechanism (McRAM) rated food needs as the number one priority expressed by the affected population surveyed. Data collected in the IDP camps highlight a reduction in breastfeeding and infant feeding practices. The data from the community-based management of acute malnutrition projects implemented in IDP camps in NWFP reflect an average of 21 percent of global acute malnutrition (GAM)⁸ rate among children under 5, with some camps reaching levels of 32 percent GAM and 35 percent for girls.⁹ Due to drastic changes in feeding practices, a lack of safe drinking water and sanitation, and adequate health facilities given the influx of IDPs, acute malnutrition rates are expected to increase in these areas.
22. To address the micronutrient deficiencies, the general food ration will contain fortified commodities. Wheat will be milled and fortified locally with a premix containing iron, folate and other essential vitamins and minerals. Vegetable oil will be enriched with vitamins A and D. The salt will be iodized. Tea and sugar are important in the local diet and have been specifically requested by the beneficiaries, the Government and donors. Cooking implements are part of UNHCR's non-food package and are provided to both camp and non-camp IDPs. Fuel for cooking in

⁸ Mid-upper arm circumference (MUAC) < 12.5 cm.

⁹ Weekly Morbidity and Mortality Report, WHO, 13 February 2009.

camps, as per the Humanitarian Response Plan, is to be made available by the local authorities and humanitarian agencies.

23. To address the high levels of GAM, blanket supplementary feeding will be provided. Ready-to-Use Supplementary Food (RUSF) for all infants and young children aged 6–24 months will be included in the ration. This high-energy, lipid-based food will be locally produced and based on locally available ingredients. Fortified high-energy biscuits (HEB) will be provided to all children between 2–12 years of age.
24. The daily rations and main nutritional values for each activity are as follows:

Food	General Food Distribution	SFP (children 6 – 24 months)	SFP (children 2-12 years)
Fortified wheat flour	444		
Pulses	44		
Vegetable oil	26		
Sugar	22		
Iodized salt	6		
Black tea	2		
RUSF		50	
HEB			75
Total	544	50	75
Total kcal/day	2,024	260	338
% Kcal from protein	12.6%	13%	9.5%
% Kcal from fat	14.7%	26%	58%

25. Family rations will be distributed on a monthly basis based on an average family size of six persons. On the basis of analysis of population statistics, the average family will have approximately 0.4 children between the ages 6–24 months (RUSF) and two children between the ages 2–12 years (HEB). Table 3 provides an overview of the monthly food requirements per family.

General Food Ration						Supplementary Feeding	
Fortified wheat flour	Pulses	Vegetable oil	Sugar	Iodized salt	Black Tea	HEB	RUSF
80	8	4.6	4	1	0.3	5	1.5

26. As it is currently difficult to predict population movements and uncertainty surrounds the availability of local wheat and commodity prices, a contingency of approximately 10 percent additional commodities has been built into the budget. The total food requirements are provided in Table 4.

	General Food Ration						Supplementary Feeding		Total
	Fortified wheat flour¹⁰	Pulses	Vegetable oil	Sugar	Iodized salt	Black Tea	HEB	RUSF	
March	4,667	467	268	233	58	18	292	28	6,031
April	7,067	706	406	354	89	26	441	43	9,132
May-Nov	56,000	5,600	3220	2,800	700	210	3,500	331	72,361
Contingency	6,772	677	390	339	84	25	424	38	8,749
Total	74,506	7,450	4,284	3,726	931	279	4,657	440	96,273

6. IMPLEMENTATION ARRANGEMENTS

General

27. The NDMA, PDMA, the Provincial Relief Commissioner (PRC) and the Social Welfare Department (SWD) will be the partners for policy decisions at the federal and provincial levels, while Regional Coordination Officers (RCOs), District Coordination Officers (DCOs), Social Welfare Officers and NGOs will be partners for the identification and registration of the IDPs residing with host families and for the implementation of the operation in the settled areas. In FATA, WFP will work with the FATA Secretariat and the agencies' Political Agents.
28. Based on the lessons learned during the relief operation under PRRO 10671.0, WFP will enter into a Memorandum of Understanding with the SWD for improved coordination at the district level of the registration and the implementation process. This arrangement is also likely to assist WFP and its cooperating partners (CPs) in the establishment of distribution sites, make food delivery to the distribution sites more effective and ensure the safety and security of the warehouses and the distribution sites.

¹⁰ 1.010362 is the conversion factor for wheat into wheat flour, ie 74,506 mt of whole wheat flour requires 75,278 mt of wheat, as indicated in Annex 1A. Milling and fortification costs are included in the "other direct operational costs" (ODOC) budget

29. The strategy for food delivery and distribution will entail the following:
- Establishment of extended delivery/distribution points (humanitarian hubs) in each district and camps at suitable sites.
 - Humanitarian hubs will also provide the platform for the provision of non-food items and other humanitarian services.
 - Timely delivery of food according to the distribution plan.
 - Distribution to registered and verified IDPs.
 - Monitoring of food distribution by the WFP, SWD and CPs.
 - Reporting by CPs on food distributions bilaterally and through the Cluster forum.
 - Coordination with the PRC on the overall assessment and progress made.
30. The country office will work closely with WFP Policy and Strategy Division in headquarters to address gender-related protection issues in compliance with the WFP 2009 gender policy. The country office will encourage the establishment of distribution committees with participation of women. In all field-level agreements, WFP will incorporate a clause on sexual exploitation and abuse in line with the core principles developed by the Inter-Agency Standing Committee.
31. In order to support the coordinating role of NDMA/PDMA/PRC, WFP will address capacity gaps of its counterparts through training and provision of basic equipment in areas such as food management, logistics and vulnerability analysis.
32. WFP will work closely with UNHCR to address the food and non-food needs of the IDPs. The existing implementation arrangements through local NGO partners under the PRRO will be maintained with the additional role of the SWD. The NGO partners will take receipt of food from WFP at mutually-agreed extended delivery points to be established at the district level. For IDPs residing in camps, food will be delivered to the camps and distributed to families by NGO partners. The Food and Agriculture Organization of the United Nations (FAO), United Nations Children's Fund (UNICEF) are active partners in the food security and nutrition sectors. Common coordination and response mechanisms will be established at the field level. UNICEF will be the key partner for nutrition interventions under the Health and Nutrition Cluster for the provision of supplementary food to children. Close linkages will be established with ICRC and other INGOs to ensure that the food assistance provided is in line with the agreed needs of the affected population.

Logistics and procurement arrangements

33. Port of Entry. The ports of Qasim and Karachi are used for the receipt of internationally-procured commodities while locally-procured commodities originate from Karachi, Lahore and from different origins in Punjab. WFP-appointed transporters will arrange the clearance and the dispatch of WFP commodities, under the supervision of the WFP Port Operations Office in Karachi and WFP-appointed superintendents, to WFP's logistics base at Pirpiai (Peshawar). The latter will serve as central warehouse for the storage of WFP food commodities and as humanitarian platform for the storage of non-food items from the humanitarian community.
34. Locally-Purchased Commodities. It is expected that vegetable oil will be purchased internationally. Most wheat will be purchased from government stocks or from commercial suppliers. From Punjab, wheat will be transported to designated mills for

milling and fortification. Pulses, sugar, HEB, RUSF, iodised salt and black tea will all be purchased locally and delivered on “delivered duty unpaid basis” or will be transported by WFP-appointed transporters to WFP’s logistics base at Piripiai. Vitamins and mineral premixes will be imported.

35. Extended Delivery Points (EDP). WFP will establish 20 humanitarian hubs, with 500 mt of warehouse space at each location. The hubs will be centrally located close to the IDP camps and areas where IDPs are staying with host families. Pending improvement in security situation, WFP plans to establish four additional hubs south of NWFP in Bannu, Hangu, Tank and D.I. Khan. All hubs will be managed by WFP staff. The minimum staffing structure of each EDP will be one storekeeper, two logistics tally assistants, one store cleaner and ten guards. A Special Operation is proposed exclusively for logistics coordination under WFP’s Logistics Cluster responsibility during the first three months of this EMOP.
36. Transportation. WFP will use commercial transporters for the transportation of food commodities from Piripiai logistics base to the hubs. The distribution sites are located in the proximity of the hub, where the CP is also based. Food will be collected by the CP according to registered beneficiaries and ration scale.
37. COMPAS. The Commodity Movement Processing and Analysis System (COMPAS) was installed in Islamabad, Karachi, Quetta and Peshawar to ensure tracking and accountability of commodities.

7. PERFORMANCE MONITORING

38. The existing monitoring and reporting system will be enhanced by recruiting additional programme, logistics, security and monitoring staff who will be fully engaged in this project. WFP will continue to assist new CPs with the capacity building of their monitoring and distribution staff to be fully aware of WFP’s reporting requirements. It is envisaged to also train the SWD staff in the areas of input and output level monitoring.
39. Subject to the security situation, WFP field monitors will undertake random visits to the distribution sites to see that the distribution is taking place as per the agreed criteria and that the beneficiaries are receiving their food entitlements. CP staff will be expected to make sure that the correct quantities of food reaches the right people and in a timely manner. Alternatively, qualified cooperating partners will be identified to ensure monitoring of WFP food in high security risk areas. To mitigate any disputes related to food distribution, WFP would ensure that the SWD and the district government representatives are present during the food distribution.
40. The cluster-based assessment mechanism (McRAM) aims to help clusters assess humanitarian needs and identify adequate response strategies in the context of an evolving situation. The McRAM utilizes Personal Digital Assistant technology for rapid data collection and processing developed in a collaborative process with the humanitarian agencies. A Steering Committee under the IASC operations group oversees the assessments and is chaired by the RC/HC and includes all cluster heads.

41. In the case of camp populations, UNHCR provides the list of registered beneficiaries with their food entitlements. For non-camp IDPs, the list of registered beneficiaries is provided by the SWD, which maintains a complete record of the assisted people. UNHCR verifies the list of non-camp IDPs. WFP's CPs will be expected to prepare a report after each distribution on numbers of male and female beneficiaries and quantity of food distributed.
42. Subject to the security situation, WFP staff will also undertake post distribution monitoring and beneficiary contact monitoring to evaluate the level of satisfaction of the beneficiaries with regards to timeliness and quality of food provided. WFP will utilize WHO's periodic health assessments¹¹ to monitor the impact of food assistance specifically for malnutrition status in children. The Household Food Consumption Score will be used to monitor improvements in food consumption over the assistance period. Baseline indicators to be used for tracking progress in implementation and towards achieving the stated objectives are outlined in Annex II. Monitoring costs have been included in the budget.
43. WFP's vulnerability analysis and mapping (VAM) unit will continue to monitor the food price situation in and around the conflict areas and the districts where the IDPs are staying in order to assess improvements in availability and access to food. This information will be regularly shared with all stakeholders for appropriate actions required to address the situation.

8. HANDOVER STRATEGY

44. As the security situation in the targeted districts is currently fluid, it is not clear how the situation will unfold over the next few months. Although this proposal seeks to secure funding to address the food needs for the next nine months, it is likely that the conflict will continue and that food assistance will be required beyond November 2009. Should there be a cessation of hostilities, assistance for returnees and locally affected persons will still be required until the next harvest in the spring of 2010. This proposal follows the timeline of the humanitarian response plan. In coordination with the provincial government, WFP will strive to meet the food needs of the affected populations as long as required and until the situation normalizes.
45. The exit strategy is closely linked to the security situation in the affected districts. In two FATA agencies, WFP has programmed recovery activities under PRRO 10671.0, which will resume as soon as the security situation permits in some of the agencies.

9. SECURITY CONSIDERATIONS

46. The United Nations operates under security phase three with some areas being off-limits to United Nations international staff (Quetta), or restricted and subject to armed escort and travel in armoured vehicles (Peshawar). The United Nations Security Management System in Pakistan has put in place a number of measures to protect all United Nations facilities, programmes and visiting missions against terrorist attacks that include kidnapping, coordinated terrorist assaults and individual small arms fire. WFP security personnel include commercial guards responsible for vehicle checks

¹¹ WHO's weekly Morbidity and Mortality Report on IDP hosting Districts reports on GAM, MAM and SAM.

and access control. Police and the Frontier Constabulary troops are responsible for neutralizing the armed threat to staff. WFP and other agencies have made significant security enhancements of their premises and are in the process of procuring helmets, flak jackets and additional armoured vehicles. WFP's offices are currently fully Minimum Operating Security Standards (MOSS) compliant. WFP security staff closely coordinates with the United Nations Department of Safety and Security to ensure synergy of security efforts.

47. The recent security risk assessment indicated that NWFP/FATA is a high-risk operational area that could hinder monitoring, while requiring continuous coordination with the military and Frontier Constabulary troops. WFP additional security requirements in high-risk areas include a security information operations centre, additional armoured vehicles, security training, improvements to the emergency communications systems coverage and a nationwide warden system that includes all national and international staff members and additional security staff in NWFP. Enhancing the security at the humanitarian hubs will receive priority within WFP's operational plan. The additional costs involved have been included in the budget.

10. RECOMMENDATION

48. The Executive Director and Director-General of FAO are requested to approve the proposed emergency operation Pakistan 10828.0.

APPROVAL

.....
Josette Sheeran
Executive Director
United Nations World Food Programme

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

Date:

Date:

ANNEX IA

WFP PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost (US\$) per mt	Value (US\$)
COSTS			
A. Direct operational costs			
Wheat	75,278*	277.5	20,889,645
Pulses	7,450	446	3,322,700
Vegetable oil	4,284	750	3,213,000
Iodized salt	931	63.7	59,305
Sugar	3,726	650	2,421,900
Black tea	279	3,500	976,500
Fortified biscuits	4,657	1,230	5,728,110
RUSF	440	2,500	1,100,000
Total commodities	97,045		37,711,160
External transport			3,393,367
Landside transport			
ITSH			
Total LTSH			7,520,258
Other direct operational costs			5,178,105
Total direct operational costs			53,802,890
B. Direct support costs (see Annex IB table below for details)			6,287,316
C. Indirect support costs (7 percent of total direct costs)			4,206,315
TOTAL WFP COSTS			64,296,520

* Extraction rate 98.9745 percent for wholemeal flour. 1.010362 is the conversion factor for wheat into wheat flour ie 74,506 mt of whole wheat flour requires 75,278 mt of wheat.

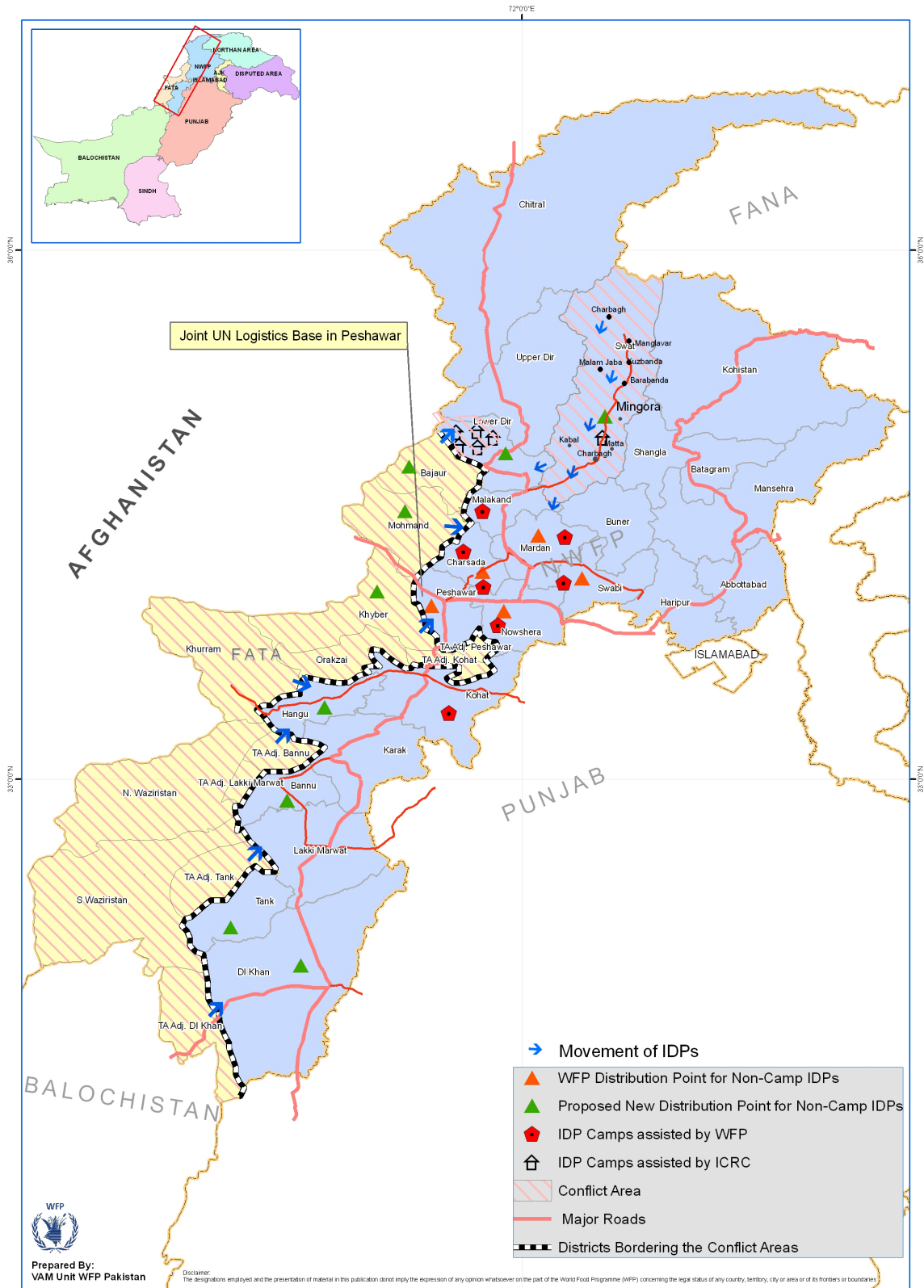
ANNEX IB

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	1,017,855
National professional officers	-
National general service staff	-
Temporary assistance	1,019,250
Overtime	27,000
Incentives	371,175
International Consultants	150,000
National Consultants	60,000
Staff duty travel	375,840
Staff training and development	81,300
Subtotal	3,102,420
Office expenses and other recurrent costs	
Rental of facility	72,000
Utilities (general)	41,400
Office supplies	51,800
Communication and IT services	133,800
Insurance	6,750
Equipment repair and maintenance	10,000
Vehicle maintenance and running cost	1,325,422
Other office expenses	732,474
United Nations Organizations Services	84,175
Subtotal	2,457,821
Equipment and other fixed costs	
Furniture, tools and equipment	396,850
Vehicles	0
TC/IT equipment	330,225
Subtotal	727,075
TOTAL DIRECT SUPPORT COSTS	6,287,316

ANNEX II - Log Frame Summary of Pakistan: EMOP 10828

STRATEGIC OBJECTIVE 1: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES		
Goal:		
<p>1. To reduce moderate malnutrition caused by the displacement of the population.</p> <p>To reach internally displaced persons (IDPs) whose food and nutrition security has been adversely affected by the armed conflict in North West Frontier Province and Pakistan Administered Tribal Area (FATA) in Pakistan.</p>		
Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
Outcome 1: Reduced or stabilized moderate malnutrition in children in the camps and host populations	Mid-upper arm circumference (MUAC) – GAM less than 15%	<ul style="list-style-type: none"> • Timely resourcing of the commodities by donors. • Sufficient supply of fortified supplementary foods. • Accessibility due to security
Outcome 2 : Improved food consumption over assistance period for targeted displaced persons.	Household Food Consumption Score – score exceeds threshold for 80% of households	
Output 1 /2/: Food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.	<ul style="list-style-type: none"> • Number of women, men, girls and boys of general food distribution receiving food as % of planned figures (600,000 beneficiaries) • Number of children given food under supplementary feeding as % of a planned figures (254,000 children) • Tonnage of food distributed as % of planned distribution • Quantity of fortified food and supplementary foods distributed as % of planned distribution • Quantity of fortified food and supplementary foods distributed as % of actual distribution 	<ul style="list-style-type: none"> • Accessibility due to security. • Availability of partners with the capacity to implement the programmes. • Targeting and selection criteria established and adhered to. • Government commitment to continue supporting the programmes.

ANNEX III - MAP



Prepared By:
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Disclaimer:
The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

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Acronyms

COMPAS	Commodity Movement, Processing and Analysis System
CP	cooperating partner
DMT	Disaster Management Team
EDPs	extended delivery points (humanitarian hubs)
EMOP	emergency operation
FAO	Food and Agriculture Organization
FATA	Federally Administered Tribal Areas
GAM	global acute malnutrition
HDI	Human Development Index
HEB	high-energy biscuits
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
IDP	internally displaced persons
INGO	International Non Governmental Organization
IRC	International Red Cross
LTSH	landside, transport, storage and handling
MAM	moderate acute malnutrition
McRAM	Multi Cluster Rapid Assessment Mechanism
MDG	Millennium Development Goal
MOSS	Minimum Operating Security Standards
MOU	Memorandum of Understanding
NDMA	National Disaster Management Authority
NGO	non-governmental organization
NWFP	North West Frontier Province
ODOC	other direct operational cost
PDMA	Provincial Disaster Management Authority
PRRO	protracted relief and recovery operation
RC	Resident Coordinator
RUSF	Ready-to-Use Supplementary Food
SAM	severe acute malnutrition
SWD	Social Welfare Department
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WFP	World Food Programme
WHO	World Health Organization

ANNEX IV - [LTSH-matrix](#) (Not to be posted on WFP website)

ANNEX V - [Project Budget Plan](#) (Not to be posted on WFP website)

ANNEX VI - [Project Statistics](#) (Not to be posted on WFP website)