

**Executive Board
Second Regular Session**

Rome, 8–11 November 2010

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9

For approval

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Distribution: GENERAL
WFP/EB.2/2010/9-C/3

22 October 2010
ORIGINAL: ENGLISH

PROTRACTED RELIEF AND RECOVERY OPERATIONS – PAKISTAN 200145

Food Assistance for Household Food Security, Early Recovery, Peace and Social Stability

Number of beneficiaries	9,510,000
Duration of project	24 months (1 January 2011–31 December 2012)
WFP food tonnage	692,051 mt
Cost (United States dollars)	
WFP food cost	364,295,554
WFP cash/voucher cost	14,270,826
Total cost to WFP	621,170,995

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval

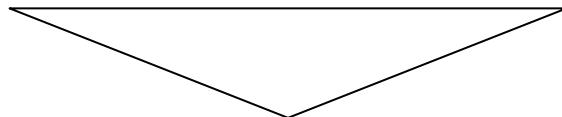
The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY



The floods in Pakistan in July and August 2010 were the most severe in the country in living memory, with impact that varied across regions: flash floods in the mountainous north and parts of Balochistan were highly destructive; in Punjab and northern Sindh slower-onset flooding affected densely populated and cultivated areas; in lower Sindh, where soils were saturated, the impacts are expected to be longer-term. The Government estimated that 20 million people were affected: 1.1 million houses were destroyed or uninhabitable; 2 million hectares of crops were damaged or lost. Longer-term food security prospects are unpredictable. WFP is responding to the crisis through an emergency operation for 7.3 million people.

Militant extremism in Pakistan has exacted a heavy social and financial toll as the Government seeks to re-vitalize democratic institutions and strengthen the rule of law. Since late 2008, 3 million people have been displaced by conflict in the north-west, and the economy has faltered as insecurity erodes investors' confidence. Economic instability, power shortages and high food and fuel prices have exacerbated the economic downturn, with unemployment increasing and wage rates unable to keep pace with inflation. Food security has declined, especially in frontier areas. There is a geographic overlap between extreme food insecurity and other forms of insecurity.

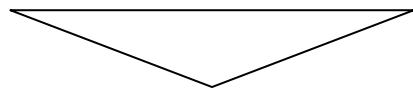
To ensure household food security and social stability, protracted relief and recovery operation 200145 aims to:

- save lives and avert hunger among internally displaced and other crisis-affected people (Strategic Objective 1); and
- restore and rebuild lives and livelihoods in post-crisis and transition situations among vulnerable groups affected by food insecurity and malnutrition (Strategic Objective 3).

The operation will support government disaster risk management capacities, particularly in emergency logistics and emergency food needs assessment. It contributes to Millennium Development Goals 1, 2, 3, 4, 5 and 7 and is to be implemented in 23 districts in partnership with government counterparts, non-governmental organizations and United Nations agencies. The operation is designed to be flexible to adapt to changing realities and to shift from relief to recovery and vice versa. Cash transfers are planned where market conditions permit; they have already been piloted, with positive effects.

The operation will enable WFP to respond to immediate food needs, support recovery from multiple shocks and contribute to social cohesion. Its design enables incorporation of early recovery activities of the emergency operation, pending conclusion of a damage needs assessment led by the World Bank and the Asian Development Bank, and supported by the One UN team in Pakistan.

DRAFT DECISION*



The Board approves the proposed protracted relief and recovery operation Pakistan 200145 "Food Assistance for Household Food Security, Early Recovery, Peace and Social Stability" (WFP/EB.2/2010/9-C/3).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

SITUATION ANALYSIS AND SCENARIOS

Context

1. Pakistan is facing complex challenges. Relief, recovery and rehabilitation needs are enormous: the economy has faltered and militant extremism has exacted a heavy social and financial toll as the Government seeks to re-vitalize democratic institutions and strengthen the rule of law.
2. In 2009, military operations displaced 3 million people¹ in Khyber Pakhtunkhwa (KPK)² and the Federally Administered Tribal Areas (FATA), among the poorest in Pakistan, damaging property and livelihoods and impairing services. Half of the displaced people have now returned, but new displacement continues and urgent food needs remain.
3. Insecurity has eroded investors' confidence, weakening the economy. Economic instability, power shortages and high food and fuel prices have contributed to the downturn. With unemployment and wages falling behind inflation, food security has declined sharply: the proportion of food-insecure people rose from 38 percent to 49 percent³ between 2003 and 2009. The burden has been felt disproportionately in FATA, KPK and Balochistan.
4. The floods of July and August 2010 inundated 20 percent of the country, displacing millions of people. The impacts varied: flash floods in Khyber Pakhtunkhwa and parts of Balochistan were highly destructive; in Punjab and northern Sindh the onset was slower, but densely populated and cultivated areas were affected; in parts of lower Sindh where soils are saturated, the effects may be long-term. The Government estimates that 20 million people have been affected; 1.1 million houses were destroyed or uninhabitable; 2 million hectares of crops were damaged or lost. Further assessments may identify more people in need of assistance; longer-term food security prospects are unpredictable because the extent of planting for the *rabi* (spring harvest) and the health and nutrition situation are uncertain.
5. The situation is exacerbated by widening disparities in socio-economic indicators between rural and urban populations and limited progress in narrowing the gender gap. Women face particular difficulties, especially in the north-west where mobility is restricted by insecurity.
6. The Government has taken the lead in responding to the needs of those affected by the floods, supported by bilateral donors, international financial institutions and United Nations agencies, which have helped to develop programmes to reverse the decline and promote economic development, reconciliation and social cohesion. Economic stabilization has been started with assistance from the International Monetary Fund. Government social-protection measures and humanitarian responses are supported by United Nations agencies and other organizations, which are willing to adjust their programmes to respond to needs arising from the floods.

¹ Provincial Disaster Management Authority: Provincial Reconstruction, Rehabilitation and Settlement Authority. 2009

² Formerly North-West Frontier Province (NWFP).

³ Swiss Agency for Development and Cooperation, Sustainable Development Policy Institute and WFP. 2009. Food Insecurity in Pakistan. Available at:
<http://home.wfp.org/stellent/groups/public/documents/ena/wfp225636.pdf>

7. The security outlook remains uncertain in the areas covered by protracted relief and recovery operation (PRRO) 200145: military operations may continue and events in Afghanistan may affect Pakistan. Many of the extremely food-insecure areas are open only to essential United Nations staff working under tight security restrictions; in “no-go areas”, activities can only be implemented by government agencies or local non-governmental organizations (NGOs).
8. There is a clear geographic overlap between extreme food insecurity and other forms of insecurity. The most vulnerable people are in KPK, FATA and Balochistan.

The Food Security and Nutrition Situation

9. Pakistan produces sufficient food to feed its 170 million people.⁴ Food insecurity is largely a problem of economic access by the poorest and most vulnerable to an adequate, diverse diet. Malnutrition is at challenging levels: double-digit consumer price inflation, high unemployment and limited economic growth have eroded the purchasing power of poor households by 30 percent;⁵ food prices in flood-affected areas have risen by 15 percent to 25 percent.⁶
10. It is estimated that 82.6 million people are food-insecure in 80 districts, of which 45 are extremely food-insecure: they are concentrated in FATA (68 percent food-insecure), KPK (56 percent) and Balochistan (61 percent).³ Food-insecure households are asset-poor, rely on irregular incomes and lack access to health services. Women face mobility limitations that constrain their ability to work and access education. There are 19 extremely food-insecure districts affected by the floods; more may fall into this category.
11. Food markets and trade have declined in conflict-affected areas because of the destruction of transport, storage and market infrastructures, curfews and insecurity. Markets are recovering in Malakand in KPK, but remain severely disrupted in FATA.
12. In 2001, wasting among children aged 6–59 months was 13 percent nationally, stunting was 37 percent and underweight 38 percent.⁷ Provincial multi-indicator cluster surveys in 2004–2007 in Punjab, Balochistan, FATA and KPK and a rapid assessment in Sindh before the floods showed no improvement in the nutritional situation since 2001. A third of infant and child deaths are associated with malnutrition, and micronutrient deficiencies are widespread: 45 percent of women and 67 percent of children under 5 are anaemic, and 37 percent of women are iodine-deficient.⁸

Scenarios

13. The most likely scenario is steady progress with intermittent setbacks if the security situation deteriorates or natural disasters occur. These cannot be predicted, so the implementation of activities will need to be flexible.

⁴ Ministry of Economic Affairs and Statistics. 2010. Population Census Organization. Islamabad.

⁵ WFP. 2010. Food Security Market Assessment NWFP and FATA. Islamabad.

⁶ WFP. Pakistan Flood Impact Assessment, September 2010. Available at:
http://vam.wfp.org.pk/Publication/WFP%20Pakistan%20Flood%20Impact%20Assessment_Sept%202010.pdf

⁷ Pakistan National Nutrition Survey, 2001.

⁸ United Nations Children’s Fund (UNICEF) multi-indicator cluster surveys in Punjab (2004), Balochistan (2004) and FATA (2007); UNICEF cluster presentation, 24 August 2008.

14. If the security situation improves, WFP should be able to reduce its relief assistance, increase support for early recovery of livelihoods and help to improve selected social sectors.
15. Were the security situation to deteriorate because of events in Pakistan or Afghanistan, resulting in major population movements, WFP would need to increase its relief-assistance support for the Government.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

16. The Government has limited ability to respond to the needs of vulnerable populations because austerity measures constrain the fiscal budget.
17. In response to food production shortfalls in 2008, the Government raised the intervention price for wheat to a level that stimulated increased production, but the consequent doubling of wheat prices resulted in a decline in demand for food. Over the last 12 months, wheat consumption has fallen by 10 percent, leaving surplus stocks. A review of the support price system for wheat has become a priority.
18. The Government has introduced safety nets, but their reach is limited. The Benazir Income Support Programme, for example, is assisting up to 3.4 million households;⁹ the *Sasti Roti* scheme for subsidized bread in Punjab targets poor urban communities. In response to the floods, the Government reached several million people with immediate food assistance and subsequently introduced a cash-transfer programme for 2 million people who suffered the greatest losses.

Policies, Capacities and Actions of other Major Actors

19. International financial institutions, United Nations agencies and bilateral donors provide substantial support. WFP participated in a post-crisis needs assessment to identify and address drivers of crisis in KPK and FATA and in the flood damage needs assessment led by the World Bank and the Asian Development Bank under the One UN initiative.

Coordination

20. WFP works with the United Nations country team, leads the food, logistics and emergency telecommunications clusters, participates in clusters for agriculture, nutrition and education and co-chairs the joint United Nations Programme on Disaster Risk Management.

⁹ Government of Pakistan, Benazir Income Support Programme website (www.bisp.gov.pk)

OBJECTIVES OF WFP ASSISTANCE

21. The goal of PRRO 200145 is to ensure household food security and social stability by implementing food assistance activities to support government programmes for vulnerable populations. The PRRO is in line with the WFP Strategic Plan (2008–2013) and contributes to Millennium Development Goals 1, 2, 3, 4, 5 and 7. It aims to:
 - save lives and avert hunger among internally displaced and other crisis-affected people (Strategic Objective 1); and
 - restore and rebuild lives and livelihoods in post-crisis and transition situations among vulnerable groups affected by food insecurity and malnutrition (Strategic Objective 3).
22. The objectives are to:
 - stabilize acute malnutrition rates among vulnerable people;
 - improve food consumption in targeted households;
 - support recovery of household productive assets;
 - establish and enhance government disaster risk management measures, especially in emergency logistics and assessment of emergency food needs; and
 - stabilize enrolment rates in assisted schools.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Assistance to Date

23. WFP has been in Pakistan since 1968 and has operational experience from the 2005 earthquake, flood and earthquake responses in Sindh and Balochistan in 2007–2008, the food price crisis of 2008–2009 and assistance following military operations in FATA and KPK in 2009.¹⁰
24. The provision of fortified vegetable oil is an incentive for pregnant and lactating women and young children to access health services: in two FATA agencies, registration at basic health units has increased by 60 percent¹¹ and attendance and retention of children in schools has increased. A 2008 assessment in FATA showed a 140 percent increase in incomes as a result of a WFP food-for-work (FFW) project.¹²
25. A WFP pilot confirmed the positive effects of cash transfers as a response to the internally displaced person (IDP) crisis. An evaluation concluded that cash transfers had a slight cost advantage over direct food deliveries, that 70 percent of transfers was used to buy food and that markets were stimulated by the cash injection, recommending that a combination of food and cash-transfers be used in future where feasible.

Strategy Outline

26. This PRRO will consolidate WFP's operations in Pakistan, focusing on the most food-insecure and conflict-affected areas: it will allow WFP to respond to the immediate

¹⁰ Standardized Project Report, 2009.

¹¹ Pakistan Initiative for Mothers and Newborns and WFP. 2009. Impact Assessment Study: FATA.

¹² FATA Secretariat Assessment. 2010

food needs of IDPs, returnees and communities, while supporting recovery from shocks and contributing to peacebuilding.

27. The PRRO has been designed in consultation with government counterparts, United Nations agencies, NGO partners and diplomatic missions. The process included a reassessment of national food security, an assessment of household food security in crisis-affected areas and a programme formulation mission. The selection of districts is guided by the prevalence of food insecurity, other forms of insecurity and low socio-economic indicators.
28. The design of PRRO 200145 enables the incorporation of flood-related early recovery activities started under the emergency operation. This will be further explored when the damage needs assessment is finalized.

Relief Component

29. By February 2010, WFP had assisted 2.8 million people affected by military operations in FATA and KPK.¹³ Despite a decrease after March 2010, 1.3 million people still require life-saving support. A planning figure of 800,000 displaced people is used to estimate relief needs for PRRO 200145.
30. Returnees and IDPs will receive a monthly family ration for seven people, including fortified foods; a supplementary ration will be provided for children under 5. To promote re-settlement, returnees will continue to receive relief assistance for six months; IDPs will be supported during displacement subject to vulnerability assessments.
31. Provision is made for an emergency response accounting for 10 percent of the relief component for an increase in IDPs, localized disasters requiring external assistance or initial response to a major disaster.

Recovery Component

⇒ Early recovery of livelihoods

32. This component will support early recovery and rehabilitation of sustainable livelihoods among returnees, non-displaced people and extremely food-insecure households in crisis-affected areas through food-for-assets interventions engaging participants for 15 days a month for up to three months per year. It will support vegetable production, rehabilitation of water-harvesting structures and roads, and skills training in livestock management, horticulture and forestry.
33. WFP's interventions will encourage women's participation in kitchen gardening and seedling production and food-for-training activities in livelihood opportunities for women.
34. Livelihood and asset-creation activities will be developed in consultation with stakeholders and implemented, where possible, in partnership with communities, drawing on the expertise of government departments and the Food and Agriculture Organization of the United Nations (FAO). The available guidelines will be developed by WFP and partners as required.

¹³ Provincial Disaster Management Authority (PDMA)/Provincial Reconstruction, Rehabilitation and Settlement Authority (PaRRSA), 2009.

35. A recent evaluation of a cash-transfer pilot in a conflict-affected district indicated that beneficiaries accept in-kind support or cash provided the value reflects food prices; cash has positive effects on local economies and is logistically advantageous. Cash-for-work (CFW) activities will only be implemented in areas where markets have sufficient food to meet the immediate needs of targeted populations.
36. WFP will assess markets in selected areas and will appraise delivery mechanisms such as banks for effective delivery of cash transfers. CFW will focus on improving assets and livelihoods through activities such as infrastructure rehabilitation and tree plantations. Cash for training may be introduced to develop livelihood skills.

⇒ *School feeding*

37. The fragile education system has suffered in unstable areas, where schools have been destroyed or closed. Most people in these areas are illiterate: in five of the seven FATA agencies, for example, literacy among women is between 3 percent and 14 percent.¹⁴ Nationally, 47 percent of school-aged children complete primary school; in remote areas of Balochistan the figure is 32 percent.¹⁵
38. School feeding will take place in state primary schools in rural areas to provide a safety net to encourage boys and girls to return and attend regularly. Families of primary schoolchildren in classes 1–5 will receive a take-home ration of 50 kg of fortified wheat flour three times a year. High-energy biscuits (HEB) will be provided each school day for *katchi* (pre-school) and primary schoolchildren; regularly attending girls will also receive a 4.5 kg can of fortified oil a month. A deworming component will be implemented in collaboration with the World Health Organization (WHO).
39. WFP will engage partners to ensure the provision of water and sanitation, teacher training and education supplies. Damaged schools will be repaired and boundary walls built for girls' schools through WFP-supported activities, where possible.

⇒ *Nutrition programme*

40. Nutrition interventions aim to stabilize and improve the nutritional status of pregnant and lactating women and children under 5. Blanket supplementary feeding with a daily ration of ready-to-use supplementary food (RUSF) will be implemented for children aged 6–23 months to prevent acute malnutrition. Targeted supplementary feeding with fortified blended food will treat moderate acute malnutrition among malnourished pregnant and lactating women with mid-upper arm circumference (MUAC) less than 21.9 cm and children aged 6–59 months with MUAC between 11 cm and 12.4 cm. Nutrition activities will enable the women to utilize health services.
41. Where possible, activities will be combined with health and nutrition education delivered through basic health units, the Lady Health Worker system and the People's Primary Health Care Initiative.

¹⁴ Government of Pakistan. 2009. Seizing the Moment through the Conflict Early Recovery Initial Needs Assessments (CERINA): Early-Recovery Priority Interventions in NWFP/FATA. Available at: http://www.pdma.gov.pk/documents/Final_CERINA_23_Feb2010.pdf.

¹⁵ Federal Bureau of Statistics. 2008. Pakistan Social and Living Standards Measurement Survey, 2007/08. Islamabad.

⇒ *Support for capacity development*

42. WFP will adopt a two-track approach for capacity development in disaster risk management: i) institutional capacity development in emergency logistics and telecommunications, preparedness, planning and response; and ii) community-based disaster risk management. These will respond to government priorities and will run parallel with the One UN joint programme on disaster risk management. The main partners will be the National Disaster Management Authority (NDMA) and provincial counterparts.
43. WFP will augment the capacity of the food processing industry by continuing to purchase locally fortified HEB, wheat flour and RUSF at competitive prices. Local procurement also helps the Government to improve food safety standards.
44. The budget of PRRO 200145 includes a small fund to enable WFP to use national expertise in the short term to ensure the technical quality of its interventions. Internal expertise will be used for quality control in cash-based livelihood activities.

Hand-Over Strategy

45. WFP will phase out the relief component when IDPs have re-settled. Early recovery of livelihoods and school feeding as a social safety net will be short-term interventions to be subsumed into the post-crisis needs assessment plan of action. The nutrition programme is expected to phase down when malnutrition rates allow.
46. WFP school feeding will continue to be needed in targeted areas to encourage families to send children to school, especially girls. The Government Planning Commission has plans for a school nutrition programme, but implementation has been postponed because of budget limitations.
47. WFP will continue to provide technical assistance at the Government's request in food security matters such as decentralized school feeding programmes.

BENEFICIARIES AND TARGETING

48. In the initial stages of displacement, relief rations will be distributed to people registered by the Office of the United Nations High Commissioner for Refugees (UNHCR) and verified by the National Database and Registration Authority (NADRA) to avoid duplication. Subsequently, WFP will target only IDPs identified as vulnerable by United Nations vulnerability profiling: assessments started in June 2010 and will be repeated regularly.
49. Areas of intervention, population groups and types of assistance will be selected on the basis of extreme food insecurity and conflict and low indicators of education, mother-and-child health and nutrition. WFP support will be provided as an integrated package wherever possible.
50. The livelihood component will cover the five extremely food-insecure districts in KPK and the seven FATA agencies affected by crisis and major displacements. Implementation will be phased: during the first phase, priority will be given to areas worst affected by unrest and progressively extended to other areas as accessibility and security allow. The size and composition of the programme will be based on community needs. The main target groups will be the most food-insecure people, principally farmers cultivating less than 0.5 ha, households dependent on agriculture and livestock, large families with unemployed members, households headed by women and landless households.

51. Cash-based programming will be based on market assessments to determine suitable areas and beneficiaries. The daily wage will be 10 percent to 20 percent lower than the prevailing rate to engage only the most economically disadvantaged people. Frequent analysis of the market and the availability of employment will ensure that wage levels remain appropriate.
52. Government primary schools that can be reached and that have at least one teacher will be included in 15 districts of KPK and Balochistan, the seven FATA agencies, and one frontier region;¹⁶ one district in Sindh is included under the One UN Joint Programme on Education. The primary net enrolment rate in targeted districts is below the national average of 66 percent.¹⁷ Operational reach may be limited by insecurity. To sustain social cohesion in tribal areas, WFP will continue to support 4,000 girls in lower-secondary schools in FATA who were assisted under the previous operation.
53. Nutrition activities will be implemented in 13 districts in KPK and Balochistan and the seven FATA agencies covered by the school feeding component to promote a life-cycle approach. The reach of the programme will be determined by the availability of basic health units, staff and partnership opportunities with Government counterparts, the United Nations Children's Fund (UNICEF), other United Nations agencies and NGOs.
54. The recovery component includes multiple activities, so some overlap may occur between beneficiary groups. This is expected to be minimal given the small scale of livelihood and nutrition initiatives, which will be of short duration; fortified rations are supplied only to address specific nutritional issues.

TABLE 1: BENEFICIARIES BY ACTIVITY TYPE

Activity	Beneficiaries		
	Men/boys	Women/girls	Total
Relief component (IDPs, returnees 6 months or less)			
General food distribution	408 000	392 000	800 000
Early recovery component (returnees more than 6 months, crisis-affected areas and other food-insecure)			
Early recovery of livelihoods (food beneficiaries)	928 000	891 000	1 819 000
Early recovery of livelihoods (cash beneficiaries)	459 000	441 000	900 000
School feeding – pupils ¹⁸	593 000	569 000	1 162 000
Safety net/school feeding – family members	1 860 000	1 787 000	3 647 000
Nutrition programme	385 000	797 000	1 182 000
TOTAL	4 633 000	4 877 000	9 510 000

¹⁶ The six frontier regions southwest of Peshawar are named after the districts they are adjacent to: Frontier Region (FR) Peshawar, FR Kohat, FR Bannu, FR Lakki Marwat, FR Tank and FR Dera Ismail Khan.

¹⁷ UNICEF. 2010. *The State of the World's Children Special Edition: Celebrating 20 Years of the Convention of the Rights of the Child*. New York.

¹⁸ About 75 percent to 80 percent of primary schoolchildren will receive a take-home ration of fortified wheat, because only one ration will be given per household.

NUTRITIONAL CONSIDERATIONS AND RATIONS

55. The family ration for relief provides 2,100 kcal/person/day. It includes tea and sugar, which are important in the local diet and have been requested by beneficiaries. A supplementary ration of HEB and RUSF will be provided for children under 5.

56. To address micronutrient deficiencies, wheat will be milled and fortified locally with a premix containing iron and folate and other vitamins and minerals. Vegetable oil is enriched with vitamins A and D, biscuits with vitamins A, B1, B2 and C, and niacin, folic acid, calcium, iron and zinc. Iodized salt can be procured in-country. Fortified blended foods will also be provided under the nutrition component.

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

Food type/cash and voucher	Relief component		Early recovery component						Livelihood activities
			School feeding		Nutrition programme				
	GFD**	Blanket feeding	On-site feeding	Take-home ration	Supplementary feeding programme (pregnant and lactating women)	Supplementary feeding programme (children 6–59 months)	Blanket feeding (infants 6–23 months)		
Wheat/flour/fortified wheat	444	-	-	80	-	-	-	-	476
Pulses	44	-	-	-	-	-	-	-	-
Vegetable oil	26	-	-	21	50	-	-	-	21
Salt	7	-	-	-	-	-	-	-	-
Sugar	26	-	-	-	-	-	-	-	-
Black tea	2	-	-	-	-	-	-	-	-
HEB	-	75***	75****	-	-	-	-	-	-
RUSF	-	50	-	-	-	-	-	50	-
Blended food	-	-	-	-	250	250	-	-	-
Cash/voucher (US\$/family/month)	-	-	-	-	-	-	-	-	37
TOTAL	547	125	75	101	300	250	50	497	
Total kcal/day	2 031	260	338	466	1 505	1 063	260	1 852	
% kcal from protein	12.2	14	10.7	7.9	10	14.1	14	11.8	
% kcal from fat	14.7	23	30	42.9	39	12.7	32	13.7	

* Beneficiaries will receive family rations for seven people.

** General food distribution

*** Provided for children aged 2 to 12 years

**** Provided for an average of 210 school days per year

57. The value of the cash transfer will correspond to the value of the WFP food basket, which is 80 percent of the prevailing cash wage.

TABLE 3: TOTAL FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY (*mt*)

Food type/cash and voucher	Relief component	School feeding	Nutrition	Early recovery of livelihoods	Total (<i>mt</i>)
Cereal	275 667	173 216	-	77 956	526 839
Pulses	27 154	-	-	-	27 154
Vegetable oil	16 293	24 656	7 689	3 508	52 146
Salt	4 526	-	-	-	4 526
Sugar	15 086	-	-	-	15 086
Black tea	1 207	-	-	-	1 207
HEB	13 577	33 306	-	-	46 883
RUSF	4 526	-	5 265	-	9 791
Blended food	-	-	8 419	-	8 419
TOTAL	358 036	231 178	21 373	81 464	692 051
Cash/voucher (US\$)	-	-	-	14 270 826	14 270 826

IMPLEMENTATION ARRANGEMENTS

58. WFP uses a joint UNHCR/Social Welfare Department registration process for IDPs. Distributions are made according to a NADRA database to eliminate double-counting. The Provincial Reconstruction, Rehabilitation and Settlement Authority (PaRRSA) and the Provincial Disaster Management Authority (PDMA) coordinate the parties involved.
59. For livelihood early-recovery activities, community organizations will be involved in the selection of activities and beneficiaries.
60. The additional incentive for secondary schoolgirls is intended to redress the gender imbalance in access to education. Where circumstances permit, WFP will work with communities and partners to raise gender awareness.
61. The Ministry of Food and Agriculture provides coordination, policy and technical guidance. The Department of Economic Affairs ensures alignment with United Nations initiatives and national policies. NDMA coordinates all humanitarian response activities.
62. The NDMA, PDMA and PaRRSA will be the partners for policy decisions at the federal and provincial levels for relief and early recovery activities. WFP will continue to partner UNHCR for relief, UNICEF for nutrition, FAO for early livelihood recovery, the United Nations Educational, Scientific and Cultural Organization and UNICEF for education and WHO for deworming in schools.
63. The ministries of health, education, forestry and agriculture will be involved to ensure that activities adhere to technical standards and are coordinated with district authorities. The support of tribal elders will be essential: political agents will liaise with them to enhance access and receptivity. As far as possible, WFP will contract NGOs to identify needs.
64. WFP will enhance partnerships with donors and seek opportunities to coordinate their programmes with WFP-assisted activities. It will enhance partnerships with NGOs to

deliver programmes in the crisis-affected areas and will provide technical assistance to increase government and partner capacities, for example in food management, logistics and vulnerability analysis.

65. Technical guidance from provincial and FATA agencies and other sources will ensure that livelihood activities do not have a negative environmental impact. WFP will engage technical experts from ministries and FAO to devise guidelines to meet needs in the targeted areas.
66. WFP will seek partnerships with government departments, FAO and bilateral donors to support food-security activities such as provision of seeds and non-food items. WFP will only provide non-food items where a partner cannot be identified. For the school feeding component, containers will be provided in some schools for storage of HEB.

Logistics Arrangements

67. Food will be procured locally when it is cost-effective or imported through Karachi, Qassim or Gwadar. Logistics hubs have been established in Peshawar, Quetta and Karachi, where food will be stored for transport to extended delivery points, which will be managed by WFP or implementing partners subject to security restrictions. Local transporters will deliver food from ports and warehouses to logistics hubs. Milling and fortification will be subject to a monitoring and certification system.
68. WFP will establish a new logistics base to replace the one in Pirpiai that was damaged by the floods. It will be accessible to government counterparts and United Nations agencies.
69. WFP will support NDMA and PDMA by providing services and emergency supplies to enhance their emergency preparedness and response. The logistics hubs in the northern provinces and Quetta, which are the backbone of WFP's operations and transit services for Afghanistan, will provide services and pre-positioning of emergency items.
70. Following the floods, additional logistics hubs were established in Sukkur, Multan, Gilgit and Muzzaferabad; WFP is planning to establish two more to enhance the emergency response capacity of the Government and the humanitarian community.
71. An estimated US\$89.5/mt will be required to cover landside transport, storage and handling costs. A system has been set up in Islamabad, Karachi, Peshawar and Quetta to track food movements and ensure accountability.

PERFORMANCE MONITORING

72. Security permitting, WFP will undertake beneficiary contact monitoring to ensure accountability and address implementation issues. In areas where access by United Nations staff is restricted, monitoring will continue to be outsourced to NGOs.
73. Information about beneficiary numbers and food distributed will be provided by cooperating partners and verified by WFP. The online distribution monitoring system will be extended to cover early-recovery activities to ensure that rations are received by the intended beneficiaries; the system also enables WFP to obtain real-time information about assistance provided and to calculate expenditures.
74. WFP will use its corporate tools to coordinate monitoring and will verify information from sources such as beneficiary contact monitoring. The online monitoring database will facilitate the checking of distribution reports and monitoring information. Regular analysis of market prices will be linked to contingency plans, for example for possible adjustments

of cash transfers. Market analysis will be complemented by on-site monitoring. Financial reporting by implementing partners such as banks will provide transparent and verifiable monitoring of cash deliveries.

75. Food-security, nutrition, education and livelihood information will be captured in baseline assessments and will be monitored through annual outcome surveys to measure progress. Reporting will identify the contribution of WFP assistance in terms of changes observed. WFP will explore partnerships with research institutes to evaluate the impact of food assistance and cash and food transfer programmes.

RISK ASSESSMENT AND PREPAREDNESS

76. The accountability risks in terms of potential food losses and diversions have been mitigated by training national NGO partners. The NGOs responsible for food distribution are not involved in monitoring to avoid conflicts of interest. Monitoring of food markets will help to track the food security situation and food assistance sold or diverted.
77. WFP will establish a compliance unit to ensure adherence to corporate rules and guidance for procurement, finance and staff management to mitigate the risks associated with the management of complex aid operations.
78. WFP is extending the range of suppliers of fortified foods and services for its operations to reduce the risk of non-performance and increase competition and transparency.
79. In situations involving violence and population displacement, there is a risk that those providing assistance may be perceived as favouring one side. To ensure that its assistance is provided in line with humanitarian principles, WFP is careful to select neutral cooperating partners and locations for food distribution and to communicate regularly with community leaders concerning humanitarian assistance; it also trains staff and cooperating partners regarding the issues. Depending on the situation, it may be necessary to gain humanitarian access through confidence-building measures or negotiations coordinated by the United Nations country team.
80. WFP will remain involved in joint United Nations and government contingency plans to identify risks, develop responses and coordinate activities for emergencies.

SECURITY CONSIDERATIONS

81. The United Nations Security Management System in Pakistan, of which WFP is part, addresses threats and enables operational continuity through protocols that provide for movements of staff in various locations, defensive measures at operational sites and adherence to directives. Mandatory United Nations security training has been completed by all staff; additional training is provided for staff in the deep field. WFP participates in United Nations security management team deliberations and implements all its recommendations.
82. The security situation in KPK and FATA remains volatile. Many areas have become more accessible in recent months, but the threat of bombings, attacks and kidnappings remains high. The security situation in Balochistan has deteriorated as attacks by an increasing number of armed groups make the situation more unpredictable. A flexible operational approach to programme implementation in Balochistan and FATA is essential.
83. The most recent security risk assessment stresses the need to protect United Nations facilities, programmes and missions against terrorist attack. Following the attack on WFP's

office in Islamabad in October 2009 and the declaration of security phase IV in KPK and FATA, WFP has implemented a range of security measures across its operational space; all its premises are compliant with minimum operating security standards and additional defensive equipment is being procured.

84. The assessment also indicates that KPK and FATA will continue to be volatile. WFP will introduce a system of assessment missions of programme, logistics and security staff to review ways of protecting operational staff. WFP enforces the use of armoured vehicles, movement tracking, security training, broad communications coverage and a nation-wide warden system; priority is given to enhancing security measures at humanitarian hubs. A security forum for all cooperating partners in KPK and FATA has been established to support staff in remote locations; WFP has increased its collaboration with the United Nations Department of Safety and Security to optimize the security of staff and beneficiaries.

ANNEX I-A

WFP PROJECT COST BREAKDOWN			
Food¹	Quantity (mt)	Value (US\$/mt)	Value (US\$)
Cereal	526 839	342	180 387 650
Pulses	27 154	420	11 401 665
Vegetable oil	52 146	1 133	59 093 085
Salt	4 526	80	362 056
Sugar	15 086	697	10 516 114
Black tea	1 207	2 850	3 439 554
HEB	46 883	1 250	58 603 938
RUSF	9 791	3 637	35 608 472
Fortified blended food	8 419	580	4 883 020
Total food	692 051		364 295 554
Cash transfers			14 270 826
Subtotal food and transfers			378 566 380
External transport			30 122 118
Landside transport, storage and handling			61 966 273
Other direct operational costs			50 582 398
Direct support costs ² (see Annex I-B)			59 296 471
Total direct operational costs			580 533 640
Indirect support costs (7.0 percent) ³			40 637 355
TOTAL WFP COSTS			621 170 995

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff costs	
International professional staff	17 142 480
Local staff – national officers	1 771 025
Local staff – general service	1 772 709
Local staff – temporary assistance	4 981 925
Local staff – overtime	484 069
Hazard pay and hardship allowance	5 877 971
International consultants	520 000
Local consultants	210 000
United Nations volunteers	86 400
Staff duty travel	4 723 390
Subtotal	37 569 969
Recurring expenses	
Rental of facility	1 770 197
Utilities	697 899
Office supplies and other consumables	240 110
Telecommunications services	1 442 277
Equipment repair and maintenance	121 309
Vehicle running costs and maintenance	949 509
Office set-up and repairs	2 187 401
United Nations organization services	1 130 578
Subtotal	8 539 280
Equipment and capital costs	
Vehicle leasing	1 009 800
Telecommunications equipment	3 795 650
Local security costs	8 381 772
Subtotal	13 187 222
TOTAL DIRECT SUPPORT COSTS	59 296 471

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance measures	Risks, assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1.1 Stabilized acute malnutrition among targeted population	<ul style="list-style-type: none"> ➤ Prevalence of low MUAC stabilized at pre-crisis levels for pregnant and lactating women and children under 5, for 80% of the targeted population ➤ Supplementary feeding recovery rate >75%, default rate <15%, death rate <3% ➤ Supplementary feeding coverage >50% 	Accessibility linked to insecurity Timely funding by donors Sufficient supply of fortified supplementary foods Husbands and other family members allow women to visit health centres Availability of sufficient number of female health workers in rural health facilities and communities
Outcome 1.2 Improved food consumption during the assistance period for targeted population	<ul style="list-style-type: none"> ➤ Households with acceptable food consumption score exceed 80% of targeted population 	
Outputs 1.1/2 Food items distributed in sufficient quantity and quality to targeted population under secure conditions	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food assistance as % of planned, by modality of delivery and food type ➤ Number of health centres covered by WFP nutrition programmes in targeted areas ➤ Tonnage of food distributed as % of planned, by type ➤ Tonnage of food purchased locally as a % of total, by type (fortified/non-fortified) ➤ % of beneficiaries reporting food quality concerns ➤ % of distribution points with adequate security measures ➤ Number of security incidents 	Security enables access Implementing partners available Selection/targeting criteria adhered to by cooperating partners
Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures		
Outcome 2.1 Government disaster risk management measures in place and enhanced with WFP capacity development support	<ul style="list-style-type: none"> ➤ Disaster preparedness index 	Security enables access Adequate national capacity is in place
Output 2.1 Disaster mitigation measures initiated with WFP capacity development support	<ul style="list-style-type: none"> ➤ Number of staff of disaster management offices trained 	

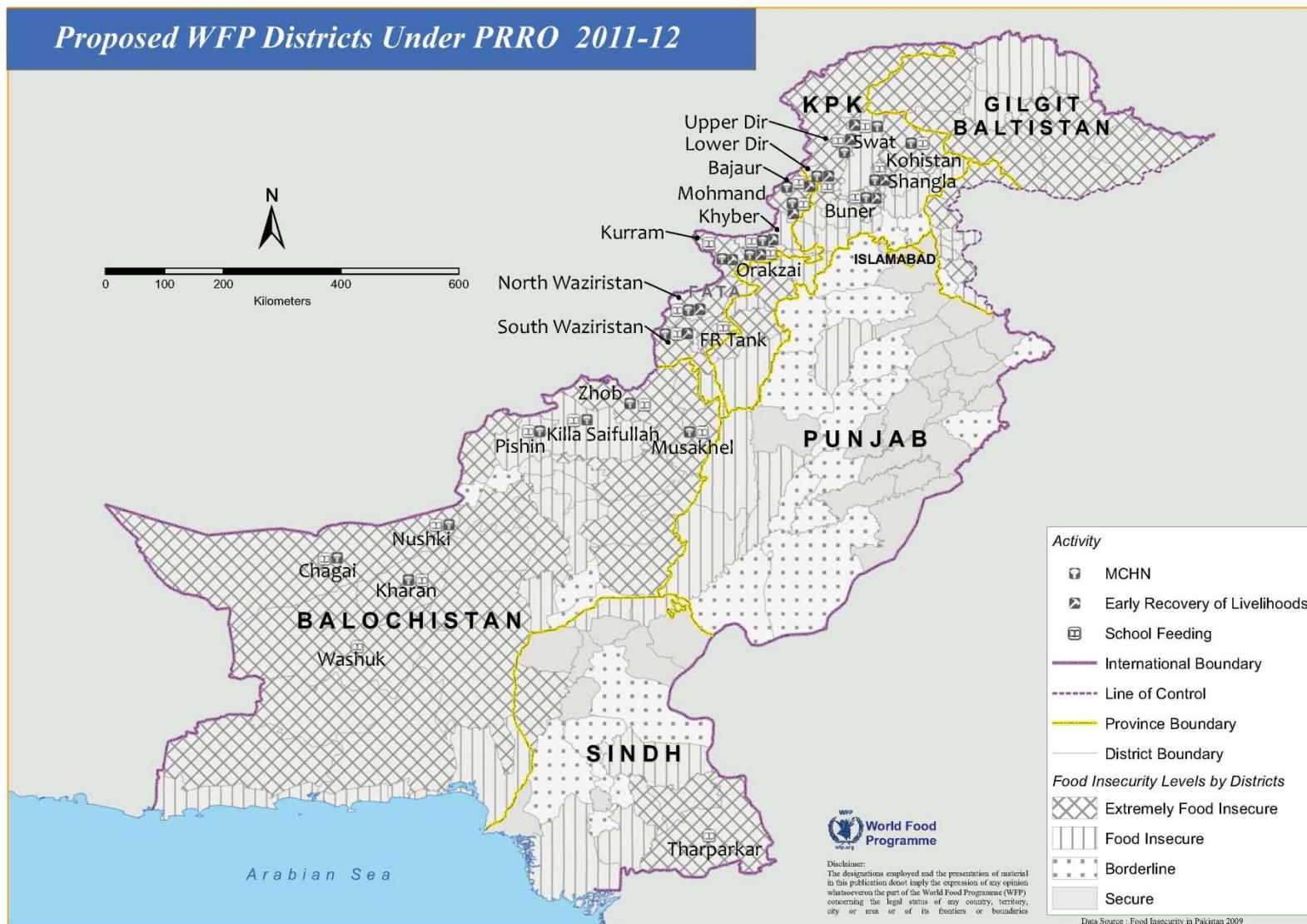


ANNEX II: LOGICAL FRAMEWORK		
Results	Performance measures	Risks, assumptions
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
Outcome 3.1 Food consumption stabilized over assistance period for targeted households and communities	➤ Targeted households with acceptable food consumption score exceeds 80% of targeted population	Security enables access All schools are functioning and children attend schools WFP incentive attracts and retains children in school
Outcome 3.2 Enrolment of girls and boys in assisted schools in crisis-affected areas are stabilized at pre-crisis levels and make progress towards the national average	➤ Retention, net enrolment and attendance rates of boys and girls reaches pre-crisis levels in 80% of WFP-assisted schools ➤ Gender ratio in WFP-assisted schools	
Outputs 3.1/2 Distribution of food in sufficient quantity and quality to targeted schoolchildren and households	➤ Number of girls and boys receiving take-home ration as % of planned ➤ Number of pre-primary and primary school girls and boys receiving HEB as % of planned ➤ Number of girls and boys in WFP-assisted schools receiving deworming treatment ➤ Number of WFP-assisted schools ➤ Number of families receiving take-home rations ➤ Tonnage of food distributed as % of planned, by type ➤ Tonnage of food purchased locally as a % of total, by type (fortified/non-fortified) ➤ % of beneficiaries reporting quality concerns on food distributed	Security enables access Sufficient quantity of food is available Availability of implementing partners



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance measures	Risks, assumptions
Outcome 3.3 Targeted households recover access to functioning productive assets in fragile, transition situation	<ul style="list-style-type: none"> ➤ Access to functioning productive assets increased for 80% of targeted households, measured through the community asset score 	Security enables access Availability of implementing partners
Output 3.3.1 Functioning, useful and productive assets restored by crisis affected households Output 3.3.2 Timely distribution of food/cash in sufficient quantity and quality to the targeted population	<ul style="list-style-type: none"> ➤ Number of household assets created or restored ➤ Number of people (men, women) participating in FFW/CFW ➤ Number of beneficiaries (men, boys, women, girls) receiving food and cash assistance as % of planned, by transfer modality ➤ Amount of food and cash distributed under FFW/CFW, by type, as % of planned for each transfer modality ➤ % of beneficiaries reporting food quality concerns 	Security enables access Sufficient quantity of food is available Husbands and other family members allow women to participate in activities





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.

ACRONYMS USED IN THE DOCUMENT

CFW	cash for work
FAO	Food and Agriculture Organization of the United Nations
FATA	Federally Administered Tribal Areas
FFW	food for work
HEB	high-energy biscuit
IDP	internally displaced person
KPK	Khyber Pakhtunkhwa
MCHN	mother-and-child health and nutrition
MUAC	mid-upper arm circumference
NADRA	National Database and Registration Authority
NDMA	National Disaster Management Authority
NGO	non-governmental organization
NWFP	North-West Frontier Province
PaRRSA	Provincial Reconstruction, Rehabilitation and Settlement Authority
PDMA	Provincial Disaster Management Authority
PRRO	protracted relief and recovery operation
RUSF	ready-to-use supplementary food
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization