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PROTRACTED RELIEF AND RECOVERY OPERATION – PAKISTAN 10504.0

Post-Earthquake Relief and Recovery Operation – South Asia

Number of beneficiaries	989,500 ¹
Duration of project	Two years (1 April 2006–31 March 2008)
WFP food tonnage	113,648 mt
Cost (United States dollars)	
WFP food cost	38,922,325
Total cost to WFP	67,873,381

¹ To avoid double counting, the number of beneficiaries includes the highest number of beneficiaries and counts only once beneficiaries who may benefit from more than one intervention.

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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 South Asia earthquake of 8 October 2005 devastated the lives of 3.5 million people. Thousands were injured and disabled; survivors lost their assets and livelihoods and were left traumatized and homeless. Most schools were destroyed, disrupting education for an entire generation. Thousands of people stranded in mountain valleys or forced into temporary camps will need to rebuild their homes and to restore their livelihoods and access to food.

An emergency food security and nutrition assessment mission confirmed the serious food-security situation, especially in rural areas.² Most households lost their purchasing power as crops, herds and food and seed stocks were destroyed. The mission estimated that 2.3 million people were in need of food aid. An inter-agency nutritional survey in November 2005³ identified serious health and nutrition risks and highlighted the importance of maintaining general food rations, supplementary feeding and school feeding until food self-sufficiency could be restored. A subsequent market assessment observed that food markets were recovering more rapidly in urban areas but reaffirmed the need for food assistance in rural areas and for people in camps.⁴

WFP's emergency operation 10491.0 included general food distribution to 1 million earthquake survivors, including 250,000 people in tented camps, 5,000 hospital patients and 745,000 people in remote mountainous locations accessible only by helicopter, four-wheel-drive vehicles and pack mules.⁵ WFP also provided supplementary feeding for 150,000 children under 5 and emergency school feeding for 150,000 children in tented schools. The Government has declared that the recovery phase will commence on 1 April 2006, which coincides with the emergency operation termination date.

The proposed protracted relief and recovery operation, a short-term operation to effect a shift from relief to recovery, will include practical solutions for achieving measurable and sustainable results in a fixed timeframe. It will target food-insecure households through food for work and asset creation, and will address pre-existing chronic malnutrition through flour fortification. About 670,000 homeless people who lack remittances and other family support will be provided with food as they return to rebuild their homes and community infrastructure; school feeding will maintain attendance and address short-term hunger for 450,000 children. These interventions will be undertaken in remote villages where food production, access to markets, employment and credit facilities will be constrained until basic infrastructures and trade can be restored.

² Joint WFP/UNICEF Rapid Emergency Food Security and Nutrition Assessment supported by Oxfam, November 2005.

³ UNICEF/WFP Nutritional Survey, December 2005.

⁴ Market Assessment: Pakistan Earthquake Affected Areas, WFP, December 2005.

⁵ Allai, Kaghan, Siran, Jabori, Neelum, Jehlum and Leepa Valleys, the Kaladhaka tribal area and other remote highland communities in North West Frontier Province and Pakistan Administered Kashmir.



The operation, which is in line with Strategic Objectives 2, 3, 4 and 5, draws on the lessons learned and best practices of previous operations in the region, which are well documented and have proved to be appropriate, timely and cost-effective.

DRAFT DECISION*



The Board approves Pakistan PRRO 10504.0 “Post-Earthquake Relief and Recovery Operation — South Asia” (WFP/EB.1/2006/8/2).

* 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

Overall Context

1. On 8 October 2005 an earthquake measuring 7.6 on the Richter scale struck South Asia, affecting 3.5 million people: 73,000 people were killed, 79,000 were injured and disabled and 2.8 million were left without shelter, assets and livelihoods. In North-West Frontier Province, the earthquake damaged or destroyed 84 percent of homes, hospitals, schools and other infrastructure; in Pakistan Administered Kashmir the figure was 36 percent. More than 2,700 villages were affected in an area of 30,000 km². Livestock and significant food and seed supplies were lost; loss of farm labour, trauma and migration resulted in crop losses of between 30 percent and 75 percent. Aftershocks and landslides severed rural roads, forcing 250,000 people into tented camps and stranding 745,000 people in mountainous terrain where they remained dependent on airlifts for food, shelter and medicine.
2. The impact on health and education was devastating: 18,000 schoolchildren and 853 teachers lost their lives; 574 health facilities and 4,844 schools were destroyed. Over 955,000 school-age children had their education disrupted; 450,000 children aged 5–9 require immediate access to primary education.
3. There was significant destabilization of land and environmental damage. Landslides reduced tree cover; further slides and deforestation are expected from February to July 2006 as a result of harsh weather and increased demand for fuelwood and reconstruction material. Between 50 percent and 100 percent of irrigation structures and community water systems were damaged or buried; natural springs dried up as a result of seismic shifts. Terraces and retaining walls require significant rehabilitation.
4. Before the disaster, Pakistan was already classified a low-income, food-deficit country. Of its 141.5 million people, 84.7 percent had an income of less than US\$2 per day. The infant mortality rate was 91 per 1,000 live births; maternal mortality was 350 per 100,000 live births. The stunting rate for children under 5 was estimated at 37 percent. The literacy rate was 50.5 percent, 63 percent for men and 38 percent for women; in rural areas, only 20 percent of women were literate. National net primary-school enrolment was only 42 percent.
5. The Human Development Index for the affected districts of Kohistan, Shangla, Batagram and Manshera in North-West Frontier Province averaged 0.371, compared with 0.541 for Pakistan as a whole, placing them far below the national average in terms of economic growth, health, education and quality of life.⁶ In both provinces, life expectancy is 51 years, 10 years less than the national average. Income levels per person varied from US\$150 to US\$200 compared with US\$480 in the rest of the country. In terms of availability, access and consumption of food and of overall food security, the affected districts were among the lowest in Pakistan prior to the earthquake.⁷

⁶ UNDP. Pakistan National Human Development Report, 2003. Comparable indices for Pakistan Administered Kashmir are unavailable, but believed to be lower than for North-West Frontier Province.

⁷ WFP and the Sustainable Development Policy Institute. 2004. *Food Insecurity in Rural Pakistan, 2003*. Islamabad.



6. Over 1.1 million livelihoods were affected, 50 percent of employed labour before the disaster; those previously employed had supported 2.4 million dependents, half of whom were under 5.⁸ The earthquake exacerbated existing poverty and created new vulnerable groups, including thousands of homeless orphans, disabled people and single-parent households with high dependency ratios.
7. Market activity and purchasing power will improve only gradually in remote areas.⁹ Damage from landslides will be exacerbated by mudslides and flash floods following the annual snowmelt in March 2006; it will take at least a year to clear secondary and tertiary roads and restore trade and market access. Assessments of damage and needs by other United Nations agencies, the World Bank and the Asian Development Bank recommend short-term and long-term rehabilitation for the agriculture, livestock, rural infrastructure, health and education sectors and support for income-generation.¹⁰ Interventions under the proposed protracted relief and recovery operation (PRRO) were identified by an inter-agency PRRO appraisal mission, which consulted various stakeholders in Islamabad and the area affected by the earthquake from 12 to 17 December 2005.
8. The proposed two-year PPRO, to run from 1 April 2006 to 31 March 2008, draws on several comprehensive damage and needs assessments¹¹ that emphasize the need for food and nutrition interventions. The PRRO will focus on food-insecure communities in areas where markets are perennially constrained by poor access to fill gaps in planned recovery and reconstruction programmes; it will complement the public food-distribution system in urban and semi-urban areas, enabling people marginalized by difficult terrain to return and restore their livelihoods

Food Security and Nutrition Situation

9. The affected districts were already classified as food-insecure before the earthquake: in North-West Frontier Province and Pakistan Administered Kashmir, 60 percent of children under 5 suffered from chronic malnutrition because of general impoverishment and lack of diversity in the traditional diet; 10 percent were acutely malnourished.¹² WFP has therefore been supporting mother-and-child feeding centres in the two provinces under its ongoing country programme (CP).
10. The earthquake destroyed many urban and rural markets: traders lost stock, access to credit, market linkages and transport corridors. Approximately a third of standing crops were not harvested. There was insufficient seed and other inputs for farmers to take advantage of the October–November 2005 planting season; an estimated five years and US\$560 million will be required to restore agricultural output to previous levels.¹³ About 25 percent of livestock was destroyed; distress sales and slaughter by those forced to migrate to camps or unable to provide fodder and shelter for their herds reduced the number of animals, including those for breeding and transport.

⁸ International Labour Organization. 2005. *Preliminary Survey: Impact of the 2005 Earthquake on Employment and Livelihoods*. Islamabad.

⁹ WFP. 2005. *Market Assessment: Pakistan Earthquake Affected Areas*. Cairo, ODC.

¹⁰ Ministry of Food, Agriculture and Livestock, in collaboration with FAO. 2005. *Post-Earthquake Early Recovery, Rehabilitation and Reconstruction Programme for the Agriculture and Livestock Sectors*. Islamabad.

¹¹ Asian Development Bank/World Bank. 2005. *Damage and Needs Assessment: South Asian Earthquake*. Washington DC; United Nations. 2005. *Pakistan 2005 Earthquake: Early Recovery Framework*. Islamabad.

¹² See footnote 7.

¹³ See footnote 10.



11. The Government introduced a cash compensation scheme to help survivors to meet immediate subsistence needs and to revive production and trade. However, distribution to remote highland communities will remain constrained until infrastructure can be repaired. The Food and Agriculture Organization of the United Nations (FAO) and the Ministry of Food and Agriculture expect the July 2006 harvest of winter wheat and the October 2006 harvest of maize and rice to be significantly reduced by losses of draught animals, terracing, retaining walls, water systems, seed, fertilizer and adult farm labour.
12. To encourage early return and reconstruction, the Government intends to close tented camps by end of April 2006. Of the population in or returning to affected highland valleys, 62 percent or 670,000 lack remittances and rely on farm activities and labour for larger families to purchase food; they cannot meet their entire food requirements from their own production – the average landholding is 1.4 ha, of which 0.7 ha is cultivated. Lack of employment and livelihood diversification were cited as major problems facing highlanders, particularly women, before the earthquake. Access to food will be critical to ensure basic subsistence during the recovery phase.
13. Seismic aftershocks, rain and snow will result in further landslides and loss of property and road access, and will either delay reactivation of trade in highland areas or increase transport costs, which will make food and non-food items prohibitively expensive during 2006. Providing food will help people to conserve funds required for reconstruction while ensuring minimum dietary intake.
14. Problems of seasonal access will continue, so beneficiaries will continue to prefer food or a combination of food and cash in recovery schemes, particularly during the lean pre-harvest season in 2006, when most of the adult labour force will be occupied with land reclamation and the reconstruction of homes. Community food for work (FFW) and food for training (FFT) will need to be continued until the October 2006 harvest and then discontinued in favour of small-scale food-based or food-and-cash-based activities. FFW and FFT will be self-targeted, attracting only the most vulnerable households that lack access to food and opportunities for paid employment.
15. Ironically, the earthquake boosted school enrolment significantly, encouraging 1.2 million homeless children to attend tented schools who would have otherwise lacked access to education. Schools will continue to keep children safe and provide psycho-social support and stability. Over US\$ 40 million will be invested in transitional schools in 2006 under the Early Recovery Framework. The Government has requested food assistance to maintain attendance after families return to the highlands, and to relieve short-term hunger among pupils in places where illiteracy, malnutrition and low attendance are most prevalent.

POLICIES, CAPACITIES AND ACTIONS OF OTHERS

Policies, Capacities and Actions of the Government

16. The Government has developed short-term, medium-term and long-term strategies for reconstruction in conformity with modern seismic standards; it is taking steps to repair roads into mountain areas and to revive small businesses, trade, livestock, agriculture and employment. The Government and other actors are supporting the education system by providing transitional and semi-permanent facilities, learning materials and teacher training to ensure that classes resume at all levels. The Government is providing compensation for affected households, to be paid in four instalments.



17. The Government contributed 46,000 mt of wheat to the ongoing emergency operation (EMOP), making it the largest donor in terms of tonnage. The federal authorities annually procure and transport wheat from surplus to deficit regions, and distribute it through subsidized market channels to ensure food access. On the advice of the Bretton Woods institutions and bilateral donors, however, the authorities granted import permits to commercial traders in early 2005 to support the private sector and reduce public spending. The Government had indicated plans to revive its annual contributions to WFP, but it may lack sufficient funds in the post-disaster phase to procure and contribute wheat to the PRRO; it has accordingly requested WFP assistance to augment its efforts to address food needs in areas affected by the earthquake where civil administration and logistics capacity have been severely disrupted.
18. The Government has requested that communities be given access to FFT and FFW to ensure that scarce funds are used for reconstruction. Despite competing demands on available labour for construction and land reclamation, it will be feasible for at least one able-bodied family member to participate in FFT and FFW in return for take-home family rations. Children from the same communities will receive high-energy biscuits at school. The PRRO will fill an important gap in the Government's National Fortification Programme, launched in 2005, that will have a direct and immediate impact in highland areas where malnutrition is most prevalent.

Policies, Capacities and Actions of Other Major Actors

19. The international support for rescue, relief and early recovery has been organized in ten sectoral cluster groups, bringing together government, United Nations and other humanitarian partners. A US\$550 million flash appeal was launched November 2005 for priority humanitarian operations up to the end of March 2006. The World Bank and Asian Development Bank assessed the total cost of the earthquake at US\$5.2 billion, and the estimated cost of early recovery needs at US\$398 million.¹⁴
20. The United Nations Development Programme (UNDP), the International Fund for Agricultural Development (IFAD), WFP and FAO recently completed a joint area-development programme that established a corps of social mobilizers to undertake agricultural extension work and provide high-quality technical advice and inputs such as seeds and saplings to improve livelihoods; 2,000 community organizations and 11 cluster organizations were established in the Neelum and Jhelum valleys. On completion of this project, the community organizations were independently managing a US\$1 million micro-credit component with 99 percent recovery, in which women represented more than 50 percent of beneficiaries. A similar joint initiative, the Lachi Poverty Reduction Project, was implemented by the Sarhad Rural Support Programme in North-West Frontier Province; external evaluators confirmed a 100 percent increase in income.
21. Infrastructure rehabilitation and activities to create livelihoods and assets under the proposed PRRO, which draw on the lessons learned and successes of previous inter-agency operations, will complement UNDP, IFAD and FAO assistance under the Joint Programme for Community-Based Livelihoods Recovery in Earthquake-Affected Areas of Pakistan Administered Kashmir and North-West Frontier Province, scheduled for April 2006.

¹⁴ United Nations System. 2005. *Pakistan 2005 Earthquake: Early Recovery Framework*. Islamabad.



Coordination

22. To oversee relief efforts, the Government established the Federal Relief Commission (FRC), which reports directly to the Prime Minister. The Earthquake Recovery and Rehabilitation Authority (ERRA) was created to coordinate rebuilding and repair of damaged infrastructure. At the provincial level, emergency-relief cells oversee relief response, including civil defence units. At the district level, district relief and recovery committees identify needs and coordinate interventions in collaboration with union councils, *nazims* (district representatives), non-governmental organizations (NGOs), the United Nations and other actors. In the United Nations system, the cluster approach will be maintained: the Government, United Nations agencies, NGOs and civil society will meet regularly to share information, plan joint programmes and monitor progress towards objectives.

OBJECTIVES OF WFP ASSISTANCE

23. The goal of the PRRO is to increase access to food and improve human and productive assets for earthquake-affected populations in highly food-insecure and remote areas. It will focus on vulnerable women, children, orphans and elderly and disabled people in communities whose access to food and basic services are impeded and where opportunities to participate in national cash-based recovery and reconstruction programmes will be limited or delayed.

24. The objectives of this PRRO are to:

- protect livelihoods in crisis and enhance resilience to shocks by meeting the temporary food needs of the homeless and returnees and by providing them with marketable skills, tools and equipment (Strategic Objective 2);
- improve the nutrition and health status of children, mothers and other vulnerable people by increasing the availability of locally produced and fortified wheat flour (Strategic Objective 3);
- support access to education and reduce gender disparity in access to education by increasing and/or maintaining primary school attendance, retaining girls in middle schools and addressing short-term hunger to improve learning (Strategic Objective 4); and
- strengthen the capacities of districts and communities to manage food assistance and hunger-reduction programmes through joint training, planning, assessment and implementation, and through transfer of facilities, tools and equipment (Strategic Objective 5).

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food-Security Related Assistance to Date

25. EMOP 10491.0 provided 101,521 mt of emergency food assistance for 1 million survivors, 43 percent of those in need of emergency food assistance, at a cost of US\$55.8 million, targeting the most food-insecure people in mountainous regions without road access to government-supported food distribution at markets. During the winter, EMOP 10491.0 relied primarily on helicopter airlifts to provide a lifeline for 745,000 people stranded by snow and landslides or forced to remain with their livestock.



26. WFP food assistance was also critical for the 250,000 people who migrated to camps; supplementary feeding programmes and WFP-contracted “quake-jumpers”¹⁵ saved the lives of women and children who could not be located or fed earlier. Emergency school feeding under the EMOP maintained attendance and complemented psycho-social interventions. Under the CP, WFP-supported mother-and-child health (MCH) feeding centres helped to prevent further increases in malnutrition rates.

Strategy Outline

27. The proposed PRRO will support government plans to rehabilitate farm infrastructures, restore and diversify livelihoods, maintain school attendance and improve the health and nutrition of children and other vulnerable survivors; it will reduce costs by taking advantage of sub-offices, vehicles, equipment and supplies provided under the EMOP. The PRRO targets the most food-insecure people in remote highland areas where significant chronic and acute malnutrition existed before the earthquake and where food insecurity has worsened because of the disaster.
28. PRRO 10504.0 will run for two years. Food aid will commence at 56 percent of EMOP levels, decreasing as intended outcomes are realized, as food access is restored and as national cash-based recovery programmes are extended to highland areas.
29. PRRO 10504.0 has two components: (i) relief, providing food aid for people in camps to enable them to return, resettle and rebuild their homes; the support will be extended to households headed by women, orphans and disabled and elderly people who are unable to participate in work for cash or food; and (ii) recovery, which has three sub-components: restoration of livelihoods and creation of community and household assets, fortification of wheat flour for improved public health and school feeding.

Relief

⇒ *Support for Returnees*

30. Relief assistance is envisaged for seven months for about 180,000 homeless displaced people, focusing on people disabled by the disaster, households headed by women, families lacking employment opportunities with high dependency ratios, elderly people and orphans. It will continue for up to one year, or until the beneficiaries have rebuilt their homes and restored their livelihoods; if they find durable solutions earlier than expected, resources will be utilized for FFT and food for assets (FFA).

Recovery

⇒ *Community Infrastructure*

31. In 2006, 82,000 people will receive family rations for up to six people – a total of 490,000 beneficiaries – in exchange for participation in FFW for seven months or until the *kharif* (maize and rice) harvest in October. The support will enable the most food-insecure households to conserve cash for rebuilding homes while engaging unemployed family

¹⁵ Local mountaineers and trekkers airlifted by WFP into mountain areas to identify isolated and stranded groups, record their position and arrange airlifts of food; they also ensure crowd control at helicopter landing sites and help to distribute food. They have undoubtedly saved many lives.



members in priority tasks such as clearing market-access roads and rehabilitating river and road embankments, irrigation canals and gravitational water systems.

32. FFW activities will be undertaken in collaboration with provincial local and rural development departments and the departments of agriculture and forestry. Farming will not be disrupted because implementation is scheduled during the pre-harvest lean season when the weather is suitable and food needs increase. Cereal production is unlikely in the targeted highland areas until the October 2006 harvest, so providing wheat flour and rice rations should not have disincentive effects on agricultural recovery. Food assistance will be self-targeting, attracting members of households lacking wage-labour opportunities and requiring food.

⇒ *Livelihood Creation*

33. In 2007, 32,600 men and women will participate in training and asset/livelihood-creation initiatives to learn skills and produce compressed interlocking bricks, crushed stone, saplings and other products to meet market demand as an alternative source of sustainable income. The projects will focus on households that (i) rely on agriculture for their main source of income, (ii) have few animals and less than 0.7 ha of cultivable land, (iii) have farm yields of less than 1 mt/ha and (iv) have limited incomes that are subject to changing weather and fluctuations in the supply and cost of agricultural inputs. Two main activities are planned: production of crushed rock and stone blocks for building, and establishment of household and community nurseries.

⇒ *Production of Reconstruction Material*

34. Extensive damage and destruction has created a demand for building material that exceeds national production. Participants will immediately receive three months of hands-on training in developing small-scale enterprises, and training in functional literacy and numeracy and in producing interlocking building blocks and crushed rock with low-cost machines designed and manufactured locally to the United Nations Centre for Human Settlements: Habitat (UNCHS) and ERRA specifications for earthquake-resistant housing, livestock shelters and embankments. Each machine will enable an independent micro-enterprise producing 800 blocks per shift and employing an average of 12 people per day.

35. In the first three months, participants will be trained, deliver 20,000 blocks¹⁶ as repayment for their machines and stockpile blocks for sale as roads are cleared and compensatory funds for reconstruction are distributed. Blocks received by the project will be used for FFW-supported community-infrastructure activities. Readily available local materials will be used to produce blocks that provide insulation against hot and cold weather, that can be hardened without firing or damage to the environment and that are designed to interlock and to shift with seismic activity, ensuring greater resistance to earthquakes.

⇒ *Establishment of Nurseries*

36. The earthquake and aftershocks resulted in landslides, soil destabilization and erosion across 30,000 km² of mountainous terrain; further damage may occur if remedial watershed-management and erosion-control action is not undertaken. There are not enough plants to meet demand for the reforestation and watershed programmes planned from

¹⁶ Equivalent to one month's production, or an average 800 blocks per day for 25 days.



April 2006 onwards. Food support for training in establishing small-scale and community nurseries, including soil preparation, seed propagation, maintenance and marketing, will help to increase supply while giving impoverished small landholders an alternative and sustainable source of income.

37. Under this component, food-insecure small landholders will receive locally manufactured all-weather greenhouses that can produce 2,000 saplings in three rotations per year, contributing to food security by enabling production of high-value apricots, apples, plums, peaches, walnuts and pistachio nuts, and *karam* (spinach), turnips, radishes and onions. Larger greenhouses of 30,000-unit capacity will be provided for communities and women's associations, which will receive three months' training and food support for six to seven months, or two crops; they will propagate a variety of pine and fruit or nut trees that will be sold to the Department of Forestry, NGOs and at least three multinational companies involved in large-scale reforestation programmes, and will also propagate deep-rooted non-edible plants for aerial broadcast planting on slide-prone mountain slopes. In return for the greenhouses, food support and training, project participants will be required to repay the project 25 percent of their first crop for use in FFW-supported reforestation and erosion-control activities.
38. On completion of training and a second tree crop,¹⁷ food will be withdrawn and household and community nurseries will operate as independent enterprises. Tree planting, maintenance and associated costs will be borne by individuals and agencies purchasing nursery outputs. Beneficiaries are expected to retain some fruit and nut trees to supplement food production that will improve the traditional diet, which is deficient in vitamins C and A and other vitamins and minerals.

⇒ *Support to Pre-Primary and Primary Schoolchildren*

39. Dry rations of biscuits and dates will be provided on-site to boys and girls in primary grades 1–5 and *katchi* classes (pre-primary classes for siblings who accompany primary schoolchildren to the same institutions) to increase cognitive development, reduce short-term hunger and maintain enrolment and attendance in winter and summer. Subject to the availability of cash resources, high-energy biscuits will be procured in-country to support the local economy.
40. The targeting criteria for school feeding include areas characterized by (i) low enrolment/attendance and high illiteracy, (ii) poor access/greater travelling distance to and from schools; and (iii) relatively high food-insecurity and malnutrition rates.
41. During the emergency phase, school enrolment and attendance in camps increased to an unprecedented 100 percent. The PRRO's 450,000 targeted recipients for 2006 and the 525,000 for 2007 are based on the Government's goal of maintaining pre-earthquake enrolment and attendance rates until autumn 2006 and increasing enrolment by 15 percent in 2007. On completion of the two-year PRRO, school feeding is expected to resume under a budget revision to the CP.

⇒ *Take-Home Rations for Girls in Middle School*

42. A take-home ration of vegetable oil enriched with vitamin A will be provided for girls who progress to middle school and maintain their attendance. The incentive will support the Government's strategic goal of increasing girls' enrolment in rural areas beyond earthquake levels by 15 percent by the end of 2006. Literacy rates in Kohistan and some

¹⁷ Equivalent to 70 percent survival or better for most species after four months' growth.



parts of Batagram are as low as 6 percent for girls. The support will be provided throughout the PRRO, targeting 31,500 girls in 2006, 36,000 in 2007 and 18,000 in 2008.

⇒ *Health-Related Activities*

43. De-worming tablets and health and hygiene sensitization training, to be provided by WHO and administered by the United Nations Children's Fund (UNICEF), will be facilitated by attendance records and distribution systems established through school feeding. Every child receiving on-site or take-home rations will be de-wormed twice in most locations, depending on the intensity rates of soil-transmitted helminth infections in children of primary-school age.

⇒ *Flour Fortification for Improved Public Health*

44. WFP has acquired several years of experience in fortifying wheat flour in Pakistan for its operations in neighbouring Afghanistan. Under the PRRO, WFP and micronutrient initiatives will collaborate in assisting the authorities to install micro-feeders in the eight largest roller mills in North-West Frontier Province and Pakistan Administered Kashmir and to provide premix and training for one year until fortification is fully adopted and commercial mills are importing and pre-mixing nutrients economically and in adherence with government standards.

Exit Strategy

45. The damage caused by the earthquake is massive; the Government is relying on external assistance for relief and rehabilitation. Donor pledges of US\$5.8 billion for relief and reconstruction, of which 33 percent is grant and 67 percent is on loan terms, will lead to cash-based employment and private-sector expansion once they are realized. However, logistical constraints mean that most investment will be initially in the low-lying main population centres; until roads are cleared and national recovery programmes are fully extended, food interventions will be essential in remote and traditionally food-insecure highland areas affected by the disaster.
46. All activities under the proposed PRRO are rapid start-up, short-term and high-impact. FFW activities that will focus on priority reconstruction activities must be completed in 2006 to rehabilitate agriculture and market infrastructures needed to support food production and livestock protection in 2007. No divergence from this plan is envisaged; the Government has committed itself to providing maximum technical and material support. Follow-up needs assessments, monitoring of markets and government safety-net programmes will help to refine targeting and to identify rural areas where agricultural output, food security and market criteria indicate the need for an early phase-out of food assistance.
47. Activities in 2007 focus food interventions on a limited number of households still lacking wage employment and requiring access to food: these will be the most vulnerable, who have insufficient land and coping capacity to increase incomes without training and diversification of their skills and income base. Food-supported training and asset-creation schemes will involve three months' training and six months of food assistance; new participants will be included as others graduate and become self-sufficient. School feeding under the PRRO will be absorbed into the CP through a budget revision in 2008.
48. WFP will phase down its assistance gradually in proportion to the expansion of economic activities and increased food security. Food-aid interventions will be reviewed twice a year, or more frequently if necessary, in cooperation with the the Government and



other partners to determine levels of food production and consumption. Where food aid is no longer required, it will be discontinued.

BENEFICIARIES AND TARGETING

49. The PRRO will target beneficiaries who have lost their homes, livestock and agricultural land, who lack remittances and other family support and who are the most food-insecure; they are located in mountainous terrain in Bagh, Neelum and Muzaffarabad districts in Pakistan Administered Kashmir and in Battagram, Manshera, Shangla and Kohistan districts in North-West Frontier Province. Table 1 shows the numbers of beneficiaries by type of intervention.

Type of intervention	2006	2007	2008
Support for returnees	180 000	0	0
Restoration of livelihoods	490 000	196 000	0
Support for education (on-site) Pre-primary	148 000	173 000	77 000
Support for education (on-site) Primary	302 000	352 000	148 000
Support for education (take-home) for middle-school students	189 000	216 000	108 000
Total	1 309 000¹⁸	937 000	333 000

NUTRITIONAL CONSIDERATIONS AND RATIONS

50. In rural areas of Pakistan Administered Kashmir and North-West Frontier Province, wheat, maize and rice are eaten with vegetables. The availability of nutrients such as vitamin A, iron and zinc from plant sources is poor because of poor diet diversity and the high phytate and fibre content of the food consumed, which reduces vitamin and mineral absorption. There is iodine deficiency in Pakistan Administered Kashmir, and many people suffer from goitre. Young children are at the greatest risk of micronutrient deficiencies because of their greater caloric requirements, fewer choices in selecting food, improper complementary feeding and frequent illness resulting from poor hygiene and sanitation. Firewood is typically used for cooking; water is collected from streams, for which women have to walk considerable distances.

51. To address the existing problem of micronutrient deficiency, a food basket of fortified wheat flour, rice, iodized salt, pulses and oil has been proposed for the PRRO. Rice has been included for returnees because it is easy to prepare and requires less wood to cook. Fortified biscuits have been proposed for the school feeding programme because the schools do not have facilities to cook meals.

¹⁸ The actual number of beneficiaries is estimated at 989,500 in 2006, excluding beneficiaries who will benefit from more than one activity.



52. Wheat flour will be milled and fortified locally with a premix containing vitamin A, folic acid and iron; vegetable oil is fortified with vitamins A and D; biscuits are fortified with Vitamins A, B1, B2, C and niacin, folic acid, calcium, iron and zinc. Iodized salt can be procured in-country in adequate quantities.
53. Table 2 shows the food basket and rations per person.

Type of Intervention	Wheat	Rice	Pulses	Oil	Salt	Biscuits	Dates	Kcal
Support for returnees	225	225	50	30	5	0	0	2 008
Restoration of livelihoods	450	0	50	30	5	0	0	2 001
Support for education (on-site)	0	0	0	0	0	75	20	500
Support for education (take-home rations)				3 700/month				

54. The total food requirements for the beneficiaries for 24 months are shown in Table 3.

Type of intervention	Year	Average feeding days per year	Wheat*	Rice	Pulses	Oil	Iod. salt	Dates	Bisc.	Total
Support for returnees	I	210	8 718	8 505	1 890	1 134	189	0	0	20 436
Restoration of livelihoods	I	210	47 463	0	5 145	3 087	515	0	0	56 210
	II	120	10 849	0	1 176	706	118	0	0	12 849
Support for education (on-site)	I	156	0	0	0	0	0	1 794	6 728	8 522
	II	234	0	0	0	0	0	2 457	9 214	11 671
	III	78	0	0	0	0	0	351	1 316	1 667
Support for education (take-home ration)	I	N/A	0	0	0	894	0	0	0	894
	II	N/A	0	0	0	1 199	0	0	0	1 199
	III	N/A	0	0	0	200	0	0	0	200
TOTAL			67 030	8 505	8 211	7 220	822	4 602	17 258	113 648

* The quantity of wheat includes allowance for conversion at an extraction rate of 97.5 percent.



IMPLEMENTATION ARRANGEMENTS

55. WFP will execute the PRRO under the overall authority of ERRA and with technical guidance from the ministries of food and agriculture, health and education. Priority interventions under the PRRO were identified by communities, which will remain involved in project design, implementation and evaluation. Activities must (i) be consistent with the Government's recovery and reconstruction strategy, (ii) adhere to standards established by technical ministries and ERRA and (iii) be endorsed by local union councils and district authorities. They must be further cleared by WFP's Project Approval Committee, which will ensure consistency with WFP policies and procedures governing the role, appropriateness and comparative advantage of food assistance, the Enhanced Commitments to Women, community participation and ownership, cost-effectiveness and avoidance of disincentives.
56. To avoid parallel structures and to reduce operational costs under the PRRO, WFP will pool the resources of its Afghanistan liaison office and Pakistan country offices in Islamabad and its logistics hubs in Peshawar and Karachi. WFP will close four of seven sub-offices established under the EMOP, retaining three in Bagh, Batagram and Muzaffarabad, where it will co-locate and share its offices, residences and facilities with other agencies to ensure greater cost-effectiveness. Vehicles, computers, storage units and other equipment and facilities funded under the EMOP will be transferred to the PRRO as a further cost-reduction measure.
57. Technical dialogue and operational arrangements will be undertaken with the departments of forestry, agriculture, health, education and local and rural development. The activities will be incorporated in annual development programmes to harness the necessary financial and technical support. Food support for returnees will be undertaken with FRC, Pakistani military forces and district authorities. WFP will rehabilitate agricultural infrastructure and ensure food security, with technical assistance and material inputs provided by FAO, the Ministry of Food and Agriculture and several bilateral and multilateral funding facilities. Consultations with the International Labour Organization (ILO) to refine targeting criteria for livelihoods schemes are ongoing. In support of education, WFP will provide school feeding to complement efforts by UNICEF and the Ministry of Education to ensure that children resume their education on their return to highland areas.
58. Several local and international NGOs have confirmed their willingness to implement activities in partnership with WFP and the Government, pending approval of the PRRO. WFP will encourage collaboration only with organizations that are prepared to contribute expertise and matching funds and to share risks. Collaborating partners must further commit themselves to upholding United Nations principles of neutrality, impartiality and transparency; they must ensure accurate, timely reporting on distribution and project implementation. Implementation agreements and budgets will be based on actual expenditures incurred in similar activities under the EMOP or CP, or through competitive bidding.

Non-food Inputs

59. WFP will provide tools and equipment for road construction, development of nurseries, rehabilitation of irrigation channels and for making building blocks and will arrange for training of participants in FFT and FFW activities. WFP will install micro-feeders in local mills and import pre-mix for fortification of wheat flour; Micronutrient Initiative will provide training and laboratory equipment for quality control; the costs of these have been



included in other direct operational costs (ODOC). WFP will liaise with other donors in-country to seek support for other non-food item requirements, and will advocate with provinces and districts for annual funds for the activities.

Logistics Arrangements

60. Food will be procured locally when this is cost-effective, or shipped through Karachi and Port Qasim. WFP-appointed transporters will dispatch commodities from Karachi to WFP warehouses close to the affected districts. WFP will maintain temporary storage sites close to final distribution points (FDPs) in Batagram, Muzaffarabad and Bagh, because some areas in the affected districts have difficult terrain and climate, especially during winter, when timely pre-positioning of food is essential. Longer-term bulk storage will be maintained in Peshawar.
61. WFP and commercial trucks will move food from extended delivery points (EDPs) to FDPs, which will be as near as possible to the beneficiaries to facilitate collection of food, especially by women. Depending on the terrain, either off-road vehicles or pack animals will also be employed.
62. The Commodity Movement Processing and Analysis System (COMPAS) is installed in Islamabad, Karachi and Peshawar, and will be extended to sub-offices to ensure that WFP can track commodities to the beneficiary level
63. Coordination and collaboration will continue with port authorities, federal and provincial relief commissioners and the Ministry of Food, Agriculture and Livestock on issues related to wheat procurement, warehousing procedures, transport contracting, transport tariffs and commodity tracking.
64. Cereals will be purchased locally, subject to the availability of cash resources, and will be transported by WFP from government-designated warehouses to WFP warehouses and/or to designated mills for milling and fortification. WFP will deliver other commodities such as pulses and iodized salt purchased on local markets directly to EDPs.

PERFORMANCE MONITORING

65. WFP and its partners will collect and analyse data on outputs and outcomes. Performance monitoring will be conducted as summarized in Annex III. Data will be collected as needed to refine targeting and identify constraints and will be finalized in February 2006 on the basis of experience from the preceding EMOP and baseline data and methodologies from ongoing surveys. The monitoring and evaluation (M&E) system, which will take full advantage of the vulnerability analysis and mapping (VAM) facilities developed in previous operations and the ongoing CP, will be augmented by United Nations volunteers (UNVs); one year of funding for this has been confirmed, pending approval of the PRRO.
66. Checklists of outputs and operational indicators will be collected monthly by cooperating partners and verified by WFP field staff. Inter-agency reviews will be conducted every six months to re-orient programmes as necessary and to take advantage of complementary inputs that may become available.



67. The M&E system will incorporate results-based management (RBM) principles and procedures. The VAM unit will conduct periodic assessments to determine the level of food insecurity in the affected districts, and will compile livelihoods-based food-security secondary data. Commodity prices and information on market activity will be monitored by VAM, as recommended in the December 2005 WFP market assessment.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Risk Assessment

68. The risks include prolonged delays in transforming recovery and reconstruction pledges into firm contributions, resulting in lack of equipment and materials, and harsh weather or further seismic activity, which could reduce the impact of planned interventions or result in the need for further emergency assistance.

Contingency Planning

69. Pakistan continues to face recurrent natural calamities. WFP works with UNDP and FAO on early warning. In the event of an emergency, FFW and FFT activities will be postponed and resources will be utilized as relief assistance until an EMOP can be prepared; this would only be considered following an inter-agency needs assessment and requests from the Government.

SECURITY CONSIDERATIONS

70. In most areas of operation, the situation is uncertain and likely to deteriorate, shifting between United Nations security phases 1 and 2. The United Nations Department of Safety and Security (DSS) and the security-management team (SMT) coordinate security; WFP field-security officers advise staff, organize security-awareness training and ensure that offices, guesthouses, warehouses and vehicles are compliant with minimum operating security standards (MOSS). Offices and vehicles need to be modified to cope with the mountain terrain and severe weather.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
COSTS			
A. Direct operational costs			
Commodity*			
– Wheat	67 030	153.00	10 255 590
– Rice	8 505	240.00	2 041 200
– Pulses	8 211	297.51	2 442 855
– Vegetable oil	7 220	950.00	6 859 000
– Salt	822	80.00	65 760
– Dates	4 602	600.00	2 761 200
– Biscuits	17 258	840.00	14 496 720
Total commodities	113 648		38 922 325
External transport			4 440 227
Total LTSH			10 682 912
Other direct operational costs			3 206 202
Total direct operational costs			57 251 666
B. Direct support costs (see Annex II for details)			6 181 400
C. Indirect support costs (7 percent of total direct costs)			4 440 315
TOTAL WFP COSTS			67 873 381

* This is a notional food basket used for budgeting and approval purposes. The contents may vary depending on the availability of commodities.



ANNEX II

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	1 883 400
National professional staff	864 000
National general-service staff	1 500 000
Temporary assistance	56 000
Overtime	45 000
Incentives (hazard pay and rest and recuperation)	
International consultants	48 000
United Nations volunteers	
Staff duty travel	400 000
Staff training and development	40 000
Subtotal	4 836 400
Office expenses and other recurrent costs	
Rental of facility	198 000
Utilities (general)	148 200
Office supplies	62 600
Communication and IT services	434 400
Insurance	20 000
Equipment repair and maintenance	30 400
Vehicle maintenance and running costs	149 800
Other office expenses	221 200
United Nations organizations' services	80 400
Subtotal	1 345 000
TOTAL DIRECT SUPPORT COSTS	6 181 400



ANNEX III: LOGICAL FRAMEWORK MATRIX FOR PAKISTAN PRRO 10504.0

Results chain	Performance indicators	Risks, assumptions
<p>Impact</p> <p>1. Contribute to creating livelihoods and improving the household food security of the vulnerable poor who are recovering from the aftermath of the earthquake.</p> <p>2. Improve access to and contribute to the promotion of education for boys and girls, and facilitate return to schools after the earthquake.</p> <p>3. Contribute to improved nutritional status of the affected populations.</p>		
<p>1. Strategic Objective 2: Protect livelihoods in crisis situations and enhance resilience to shocks</p>		
<p>Outcomes</p> <p>1.1 Targeted vulnerable communities and households increasingly able to meet food needs.</p> <p>1.2 Targeted vulnerable households and individuals implement increased and varied income-generation activities (IGAs).</p> <p>1.3 Vulnerable groups/communities are able to gain and preserve physical, social and economic assets.</p>	<p>1. Proportion of beneficiary expenditure on food.</p> <p>2. Proportion of beneficiaries engaged in IGAs.</p> <p>3. Number of households managing and benefiting from assets.</p> <p>4. Proportion of beneficiaries with improved livelihoods.</p>	<p>1. Community and local authority commitment to participation in planning, implementing and maintaining assets created.</p>
<p>Outputs</p> <p>1.1 Targeted 81,000 beneficiaries participate in food-supported asset creation and IGAs.</p> <p>1.2 Timely provision of sufficient food and non-food items for targeted 30,000 recipients under relief and 81,000 under recovery in Pakistan Administered Kashmir and North-West Frontier Province affected by the earthquake.</p>	<p>1. Number of beneficiaries participating in safety-net and food-supported asset creation and IGAs, by gender.</p> <p>2. Number of men and women completing training programmes on IGAs and receiving incentive food-aid packages.</p> <p>3. Number of sessions and type of training for IGAs.</p> <p>4. Number of nurseries established.</p> <p>5. Number of blocks produced.</p>	<p>1. Conducive weather.</p> <p>2. Partners deliver training/workshops/inputs.</p> <p>3. Willingness by community.</p> <p>4. Policies developed and supported.</p>
<p>2. Strategic Objective 3: Support the improved nutrition and health status of children, mothers and other vulnerable people</p>		
<p>Outcomes</p> <p>2.1 Improved health status of the population.</p>	<p>1. Reduced micronutrient deficiency.</p>	<p>Fortification of cereals will improve nutrition.</p>



ANNEX III: LOGICAL FRAMEWORK MATRIX FOR PAKISTAN PRRO 10504.0

Results chain	Performance indicators	Risks, assumptions
Outputs 2.1 Increased participation by target populations in food-supported nutrition interventions.	1. Percentage of micronutrient-fortified food delivered through WFP-supported nutrition intervention. 2. Number of people receiving fortified wheat. 3. Quantity of food being fortified.	Availability and supply of micronutrients.
3. Strategic Objective 4: Support access to education and reduce gender disparity in access to education and skills training		
Outcomes 3.1 Increased enrolment of girls and boys in WFP-assisted schools. 3.2 Increased attendance. 3.3 Improved retention rate in assisted schools.	1. Absolute enrolment: the number of girls and boys enrolled in WFP-assisted schools. 2. Attendance rate: the percentage of girls and boys in WFP-assisted schools attending 80 percent of classes during the school year.	1. Population will return to villages as expected and will enrol at expected levels. 2. Attendance rate will be monitored and reported on. 3. Teachers' perception of children's ability to concentrate and learn in school as result of morning snack corresponds to actual effect of food support.
Outputs a. Food provided for school children in WFP-assisted primary schools; on-site ration. b. Food provided as take-home ration to girls in WFP-assisted middle schools. c. Food provided for education-related FFW activities.	1. Number of primary school boys and girls receiving mid morning snacks in WFP assisted schools. 2. Number of middle-school girls receiving take-home rations. 3. Quantity of food distributed.	1. Partners (re) construct sufficient number of schools and provide sufficient quantity of temporary shelters for classes. 2. Stationery, textbooks, equipment and materials are provided by other partners to improve the quality of education. 3. Sufficient number of replacement and new trainee teachers available, especially for girls' education. 4. Women's interest in literacy classes matches planning figures. 5. Adult men will return to targeted areas in expected numbers, resulting in adequate local workforce.
4. Strategic Objective 5: Strengthen the capacities of countries and regions to establish and manage food		
Outcome 4.1 Increased capacity to identify food needs, develop strategies and carry out food-based programmes.	1. The number of cooperating partners and communities in partnership with WFP.	Capacity of cooperating partners to employ and retain qualified staff.



ACRONYMS USED IN THE DOCUMENT

COMPAS	Commodity Movement Processing and Analysis System
CP	country programme
DSS	Department of Safety and Security
EDP	extended delivery point
EMOP	emergency operation
ERRA	Earthquake Recovery and Rehabilitation Authority
FAO	Food and Agriculture Organization of the United Nations
FDP	final delivery point
FFA	food for assets
FFT	food for training
FFW	food for work
FRC	Federal Relief Commission
IGA	income-generating activity
ILO	International Labour Organization
LTSH	landside transport, storage and handling
M&E	monitoring and evaluation
MCH	mother-and-child health
MOSS	minimum operating security standards
NGO	non-governmental organization
ODC	Middle East, Central Asia and Eastern Europe Regional Bureau
ODOC	other direct operational costs
PRRO	protracted relief and recovery operation
RBM	results-based management
UNCHS	United Nations Centre for Human Settlements: Habitat
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNV	United nations volunteer
VAM	vulnerability analysis and mapping

