

Pakistan PRRO 10671.0



Assistance to food insecure households in Balochistan and the Federally Administered Tribal Areas (FATA)

01 October 2007 to 31 December 2009



United Nations
World Food Programme

Pakistan PRRO: 10671.0
Assistance to Food-Insecure Households in
Balochistan and the Federally Administered Tribal Areas (FATA)

Duration:	1 October 2007 to 30 September 2009 (24 months)
Number of beneficiaries:	507,000 persons
WFP food tonnage:	25,156 mt
WFP food cost:	US\$ 10,442,415
Total cost to WFP:	US\$ 19,303,583

Executive Summary

Situated in remote and rugged terrain on the Pakistan border with Afghanistan, the province of Balochistan and the Federally Administered Tribal Areas (FATA) are the most poorly-developed and food-insecure regions in Pakistan, with all socio-economic indices below national averages and with literacy, health, and unemployment being particularly alarming and in need of attention. The decline in rainfall over the past decade has reduced agricultural incomes and employment, while inequalities, social exclusion, and the lack of viable economic alternatives have reduced livelihood options for the poor. The precarious geopolitical situation and the strategic location of Balochistan and FATA have focused national and international attention on the need to bring stability to both regions through the provision of basic health and social services, primary education, vocational training and the rehabilitation of agricultural infrastructure.

The Government of Pakistan considers the needs of both regions to be particularly responsive to food-based interventions, for which a positive impact on school enrolment, nutrition and livelihoods is apparent from several evaluations¹ of WFP programmes in Pakistan. Accordingly, the Government has requested their replication in the more food-deficit districts along the Pakistan-Afghanistan border to support an early transition to recovery after three decades of conflict. The food-based programmes have the comparative advantage of enabling access to health, education, and skills training and ensuring targeting of the most food insecure and impoverished. Activities will be implemented with the Government, United Nations agencies and non-governmental organizations (NGOs) and will spearhead joint programming under the “One UN” Action Plan of Pakistan.

The proposed two-year protracted relief and recovery operation (PRRO) draws upon assessments undertaken by WFP², the Asian Development Bank, NGOs and the Government of Pakistan for its Poverty Reduction Strategy Paper (PRSP) which underscore the urgent need for targeted interventions to reduce food insecurity and poverty in these areas, while addressing the health and nutrition needs of women and children, and promoting basic education.

The objectives of this PRRO will be to:

- i) protect livelihoods and enhance resilience to shocks through the creation of sustainable assets and the development of human resources among food-insecure populations through food for work and food for training in FATA;
- ii) improve the nutrition and health status of children, pregnant and lactating women in Balochistan and FATA by enabling access to health services;
- iii) increase access to education and combat short-term hunger through on-site feeding and take home rations for both girls and boys, attending primary schools in FATA.

In order to improve gender equity and improve attendance of girls in schools, edible oil will be provided as an incentive to the families of girls who attend primary and middle schools (grades 1 to 8). The PRRO objectives are in line with the following WFP Strategic Objectives: 2, protect livelihoods in crisis

¹ Impact Assessment Study: Assistance to Girls Primary Education in Pakistan, WFP 2004; Impact Assessment Study: Assistance to Girls Primary Education in Balochistan, WFP, 2005; Joint Evaluation of Effectiveness and Impact of the Enabling Development Policy: Pakistan Country Study, 2004.

² Rapid Needs Assessment, WFP 2007.

situations and enhance resilience to shocks; 3, support the improved nutrition and health status of children, mothers and other vulnerable groups; and 4, support access to education and reduce gender disparity in access to education and skills training. The PRRO will contribute to Millennium Development Goals: 1, eradicate extreme hunger and poverty; 2, achieve universal primary education; 3, promote gender equality and empower women; 4, reduce child mortality; 5, improve maternal health; and 7, ensure environmental sustainability. Though stability is not a specific outcome of the PRRO, it is considered an important benefit of the proposed interventions that address basic needs in the border regions, thus contributing to social cohesion.

Against the background of recurring drought and conflict, the proposed PRRO will meet only the immediate recovery needs in nutrition, health and education of the target population in anticipation of the full-scale implementation of the ten-year Sustainable Development Plan (SDP) for tribal areas. The needs for nutrition, health and education, nevertheless, far outweigh allocations planned under the first phase of the SDP, while the SDP's impact on rural households is not expected to be realized for two years.

With the consolidation of recovery activities over the course of this PRRO and the stabilisation of livelihoods in project areas, follow-on assistance would be expected to be provided through a retargeting of the WFP country programme 10269.0 at the end of 2009. WFP will also make every effort to phase-out or shift activities geographically as benchmarks in sectors such as education and health are achieved. In the longer-term, it is anticipated that the implementation of the National School Nutrition Programme with WFP technical support, and the significant investments in public health care under the SDP may enable WFP to phase-out assistance to these sectors as early as 2015.

1. SITUATION ANALYSIS AND SCENARIOS

(a) Overall Context

1. With a population of over 155 million³, Pakistan has registered an impressive average annual growth rate of gross domestic product of over six percent⁴ in recent years. Yet it ranks 134 out of 177 countries with a Human Development Index (HDI) of 0.539⁵. Pakistan is classified as a low-income country with 84.7 percent of its population earning less than US\$2 per day. Non-farm households account for 52 percent of the poor, with agriculture (including both crop and livestock production) accounting for 40 percent of rural household income. The poorest rural households derive only 30 percent of their total income from agriculture and remain food insecure due to lack of employment, market access and purchasing power.
2. Located along the drought and conflict-prone Afghanistan-Pakistan border, the Federally Administered Tribal Areas (FATA) and Balochistan are among the most underdeveloped parts of Pakistan. Socio-economic indices lag far behind the rest of the country. Some 60 percent of the population of Balochistan (8 million) and FATA (3.3 million) live below the poverty line of US\$1 per day⁶, compared to 24 percent for the country as a whole. Nearly 50 percent of population in Balochistan and 42 percent in FATA are food insecure⁷.
3. Both regions are characterized by extreme isolation, cultural conservatism and adherence to tribal values and practices. The rugged and inaccessible terrain, limited water resources, high illiteracy, and ethnic diversity pose serious challenges to economic growth and human development. Severe droughts in the last decade have led to internal migration and have further increased the vulnerability of the poor, particularly women and children. WFP responded to drought in Balochistan under emergency operation (EMOP) 10171.0 in 2002 and 2003 in support of 28,500 families who had lost their main sources of livelihood in the form of livestock and orchards.

³ Pakistan Economic Survey 2005-06.

⁴ Rural Growth and Poverty Reduction, March 2007.

⁵ Human Development Report UNDP 2006.

⁶ Promoting Rural Growth and Poverty Reduction, a World Bank document, March 2007.

⁷ Food Insecurity and Rural Pakistan 2003, World Food Programme.

4. Due to cultural values, the participation of women in social or public affairs is limited. The *pardah* system is rigorously enforced, restricting women to homesteads and settlements. Women have limited linkages with the outside world and tribal taboos affect their access to basic social services and productive resources.
5. The tribal people are pastoral and engaged in rain-fed subsistence farming and livestock rearing that are susceptible to recurrent drought. Other activities include mining and cross-border trading with Afghanistan. Primary sectors remain undiversified due to the lack of appropriate skills to tap alternate sources of income. Rural households rely mostly on their own production of food, and both adults and children engage in agricultural activities, which discourages school attendance.
6. People lack access to education, health, safe water and infrastructure. Literacy in FATA is as low as 3 percent for women and 17 percent for men, compared to the national average of 56 percent. Overall enrolment and completion rates are low, with 50 percent of the children dropping out of school before they complete the fifth grade. In Mohamand Agency, 87 percent of girls and 58 percent of boys of school age are out of school. More than 92 percent of girls who could be in the middle level are out of school. In Khyber Agency, 68 percent of girls and 48 percent of boys of primary school age are not in schools⁸. Low girl enrolment is attributable to various factors including the lack of female teachers, school buildings, latrines and perimeter walls, and social factors such as early marriages and cultural restrictions.
7. The infant mortality rate in Balochistan and FATA is 87 per 1,000 live births while maternal health mortality is 600 deaths per 100,000 births⁹. Health facilities are presently inadequate in terms of availability and quality, placing women's lives at severe risk. The lack of awareness of the importance of reproductive health care and cultural limitations on female mobility have contributed to poor maternal health. Most women lack sufficient time and money to access distant rural centres for preventive healthcare. Weaning practices are poor and family food is introduced immediately after breast-feeding, negatively affecting the absorption of nutrients.
8. Chronic poverty, inadequate infrastructure and social services, the lack of economic diversification and alternative employment, have all contributed to the economic marginalization of a sizeable proportion of the population in Balochistan and FATA.
9. Assessments undertaken by WFP¹⁰, the Asian Development Bank, NGOs and the Government for its Poverty Reduction Strategy Paper (PRSP) underscore the pressing need for targeted interventions to reduce food insecurity and poverty in Balochistan and the Federally Administered Tribal Areas (FATA), while addressing the health and nutrition needs of women and children, and promoting basic education.

(b) The Food Security and Nutrition Situation

10. Balochistan and FATA are the two most food-insecure areas of the country. Of the 29 districts comprising Balochistan, twelve or 50 percent are ranked 'extremely food insecure,' while all seven agencies or 100 percent of FATA fall in this category. Districts and agencies targeted under the proposed PRRO are food insecure and face recurrent drought conditions that have led to declining incomes from livestock and fruit production. Some 80 percent of staple cereals are imported into both regions with transport adding to overall food costs. An average 75 percent of household income is spent on food, leaving rural families with insufficient funds to pay for school fees, agricultural inputs and other essentials. Wheat is the major staple food with monthly consumption averaging 9.46 kg per capita. Frequent drought has reduced livestock holdings over the years and the production of apples, apricots, plums, peaches and mangoes.
11. FATA and Balochistan lag behind the rest of Pakistan in basic health care. The National Nutrition Survey 2001-2002 noted that mothers' education has a strong correlation with child malnutrition, with

⁸ Rapid Needs Assessment, WFP 2007.

⁹ National Nutrition Survey-Pakistan 2001.

¹⁰ Rapid Needs Assessment, WFP 2007.

children of illiterate mothers being at the highest risk. At the national level, almost 40 percent of children under 5 are underweight. Over half the children are affected by stunting and about 9 percent by wasting, with 50 percent being anaemic.

c) Scenarios

12. WFP assistance will focus on communities where food availability, access and utilization are at critical levels and where alternative sources of income are lacking. Geographical re-orientation to more remote communities is expected as relevant development activities are launched and substitute programmes are extended. Activities will contract, expand or be discontinued on the basis of monitored results or changes brought about by any emergency in the country.

2. POLICIES, CAPACITIES AND ACTIONS OF GOVERNMENT

(a) Policies, Capacities and Actions of the Government

13. The Government of Pakistan subscribes to the United Nations Millennium Development Goals (MDGs) and plans to reduce the proportion of people who suffer from hunger from 24 to 13 percent, while attaining 100 percent net enrolment in schools, eliminating gender disparity and achieving a two-thirds reduction in infant and maternal mortality rates by 2015. The Government successfully implemented the Poverty Reduction Strategy in 2002-2005 (PRSP-1) and has launched PRSP-II for 2006-09¹¹ with the aim to: a) accelerate economic growth, b) improve governance, c) invest in human capital, and d) target assistance to the poor and vulnerable.
14. Pakistan is one of several pilot countries to participate in the 'One UN' pilot initiative and the Government is fully committed to institute them in line with its priorities for development. The Prime Minister of Pakistan chairs the High Level Panel on United Nations Reform worldwide while the Minister of State of the Economic Affairs Division (EAD) chairs the Executive Panel within Pakistan. Government representatives are engaged actively in the local reform steering committee and in joint programming through Thematic Working Groups (TWGs).
15. After decades of governing the tribal areas as semi-autonomous regions, the Government intends to invest in their national integration and development and has requested donors to do the same. Towards the ten-year Sustainable Development Plan (SDP) for tribal areas, valued at US\$2 billion, the Government has committed over US\$1 billion, with the balance to be covered by bilateral aid missions and financial institutions. Funds available under SDP and Missing Facility Fund (MFF) will be invested in the construction of schools, health clinics and in human resources, in the training of teachers and health workers, and in institutional capacity building.
16. The Government of Pakistan considers the needs of Balochistan and FATA regions to be particularly responsive to food-based interventions for which a positive impact on school enrolment, nutrition and livelihoods is apparent from several evaluations¹² of WFP programmes in Pakistan. Accordingly, the Government has requested their replication in the more food-deficit districts along the Pakistan-Afghanistan border to support an early transition to recovery after three decades of conflict. Food-based programmes have the comparative advantage of attracting and enabling women and children to access and maximise the use of existing and new health and education facilities.

(b) Policies, Capacities and Actions of Other Major Actors

¹¹ Poverty Reduction Strategy Paper II, Ministry of Finance Government of Pakistan, April 2006

¹² Impact Assessment Study: Assistance to Girls Primary Education in Pakistan, WFP 2004; Impact Assessment Study: Assistance to Girls Primary Education in Balochistan, WFP, 2005; Joint Evaluation of Effectiveness and Impact of the Enabling Development Policy: Pakistan Country Study, 2004.

17. Save the Children Fund (SCF), which has been allocated US\$11.5 million to improve mother and child health in FATA for three years (October 2006 – September 2009), has requested WFP to provide food assistance for children aged 6 to 24 months and pregnant and lactating women in order to promote mother and child health (MCH) services and to compliment its technical assistance.
18. The governments of the United States of America and Japan have collaborated to construct 130 schools in FATA, with the Government of Norway funding the construction of an additional 360 schools. An initial US\$7 million will be invested in the construction of perimeter walls, latrines, furniture and provision of scholastic material in 2007-2009 to assure quality education.
19. FAO, WFP and IFAD will jointly implement asset-creation activities and training of women in the establishment of household nurseries and the propagation of high-value fruit and nut trees for sale to multinational companies, local farmers/traders and the government departments of Agriculture and Forestry. IFAD will provide funding for tools, equipment and micro-credit while FAO and government departments will provide technical expertise¹³.

(c) UN Coordination Structures and Mechanisms

20. The United Nations Resident Coordinator provides overall coordination within the UN system in Pakistan. Under United Nations reform measures, the coordination of programme activities rests with the United Nations Country Team (UNCT), with sector-specific initiatives being sub-divided into five pillars and thematic working groups (TWGs) co-chaired by United Nations Agency Directors: 1) Education, 2) Health and Population, 3) Agriculture, Rural Development and Poverty Reduction, 4) Environment, and 5) Disaster Management. The participation of relevant line ministries and departments ensures technical scrutiny and complementarity of United Nations programmes with non-United Nations initiatives.

3. OBJECTIVES OF WFP ASSISTANCE

21. The PRRO will enable women and children access to health and education facilities, and help restore the livelihoods of food-insecure populations. The programme will focus on unemployed men and women, idle rural youth and schoolchildren from poor and food-insecure communities.

The specific objectives of this PRRO are to:

- Protect livelihoods, enhance resilience to shocks through the creation of sustainable assets, and develop human resources among food-insecure populations through food for work (FFW) and food for training (FFT). (WFP Strategic Objective 2);
- Improve the access to health care through MCH clinics and increase attendance of pregnant and lactating women by providing fortified blended food for their children of 6 to 24 months and edible oil for themselves. (WFP Strategic Objective 3);
- Support the access to education of children from poor and highly food-insecure households and reduce the significant gender disparity in access to education. (WFP Strategic Objective 4);

4. WFP RESPONSE STRATEGY

(a) Nature and Effectiveness of Food Security-Related Assistance

22. Under PRRO 10504.0 'Post-earthquake Relief and Recovery Operation', WFP provided 58,000 mt of food assistance to over one million earthquake-affected persons by engaging them in food-for-work and food-for-training activities, as well as feeding the most vulnerable in camps until they returned to their homes. WFP helped to mobilize communities immediately after the relief operation to rehabilitate damaged infrastructure, build assets, create livelihood opportunities and train them in marketable

¹³ Joint WFP/IFAD/FAO concept paper, March 2007.

skills. The PRRO also addressed health issues, malnutrition and micronutrient deficiencies in the affected populations through the provision of high-energy biscuits in school feeding programmes and through the introduction of commercial wheat flour fortification in affected areas.

23. Through country programme 10269.0 (2004-2008), WFP is supporting three activities: 1) Assistance to Girls' Primary Education, 2) Promotion of Safe Motherhood and 3) Creating Assets for Rural Women, benefiting over 2.5 million beneficiaries. Take-home edible oil rations are used as an incentive to: a) encourage enrolment and attendance in over 3,000 schools; and b) to increase access to primary health care services in 350 health units. A food stamp system is used to reduce transfer costs and support asset and livelihood-creation activities for rural women, such as nurseries, plantations, water supply and sanitation facilities and access roads. Beneficiaries exchange food stamps for preferred basic food in participating nearby shops, which then redeem food stamps through cooperating local banks.

(b) Strategy Outline

24. The proposed two-year PRRO (September 2007 to August 2009) draws upon assessments undertaken by WFP¹⁴, the Asian Development Bank, NGOs and the Government for its Poverty Reduction Strategy Paper (PRSP). The PRRO will focus on the more food-insecure and impoverished border agencies of Khurram, Orakzai, Khyber and Mohammad in FATA and on Killa Saifullah, Killa Abdula, Pishin and Zhob districts of Balochistan.
25. The main strategic focus of the PRRO will be to enable women and children to gain access to education and basic health care. PRRO activities will also provide employment opportunities to the rural poor, including youth, through livelihood and asset-creation activities and will indirectly contribute to building social cohesion. The PRRO is in line with WFP Strategic Objectives: 2 (Protect livelihoods in crisis situations and enhance resilience to shocks: 3 (Support the improved nutrition and health status of children, mothers and other vulnerable groups: and 4 (Reduce child mortality) and the United Nations Millennium Development Goals (MDGs) 1, 2, 3, 4, 5 and 7.
26. The PRRO was jointly designed with government line departments, IFAD, FAO, UNICEF, and UNFPA to ensure maximum harmonization and cost-effectiveness. The PRRO will form an integral part of the revised UNDAF in support of health, education, poverty eradication and environment. Through the implementation of recovery activities in drought and conflict-affected areas, the PRRO will improve livelihoods, establish implementation structures and build food management capacity as a basis for follow-up activities under a revised and retargeted WFP country programme in 2009.
27. Phase I of the FATA Sustainable Development Plan for tribal areas (2007-2011) focuses on revenue-generating sectors, including trade and commerce, mining, power generation, housing, and water resources development. WFP will combine efforts with government departments and limit activities to areas where complimentary technical inputs, tools and equipment and quality education and health services are assured for maximizing impact. Activities under the PRRO will be similar to the activities implemented on the Afghanistan side of the border in order to ensure equitable service delivery for migratory tribal communities.

(i) Restoring Livelihoods and Assets

28. There is insufficient planting material to meet demand for the reforestation and watershed programmes planned (estimated at 14 million saplings per annum). Accordingly, the FATA Secretariat and the Governor requested WFP to replicate the innovative and successful livelihoods projects launched under the earthquake recovery operation, PRRO 10504.0. 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.

¹⁴ Rapid Needs Assessment, WFP 2007.

29. Under this component, IFAD will finance tools and equipment, with FAO and government departments providing technical inputs. Food-insecure small landholders will receive locally-manufactured all-weather greenhouses that can produce three rotations per year (2,000 saplings), contributing to food security through the production and marketing of high-value apricots, apples, plums, peaches, walnuts, pistachio nuts, turnips, radishes and onions. Larger greenhouses of 30,000 units capacity will be provided to communities and women's associations, which will receive training for three months and food support for six to seven months, or for two crops. They will propagate a variety of trees that will be sold to the Forest Department, NGOs and at least four multinational companies involved in large-scale reforestation programmes, and will also produce and market off-season vegetables for added income. In return for the greenhouses, food support and training, project participants will be required to repay the project 25 percent of their first two crops for use in watershed management programmes supported by FAO and IFAD.
30. Upon completion of training and a second tree crop, food will be withdrawn and household and community nurseries will operate as independent enterprises. Tree planting, maintenance and associated costs will be borne by those purchasing nursery outputs. Beneficiaries are expected to retain some fruit and nut trees to supplement food production that will improve their traditional diet. Women will also be trained to grow seasonal vegetables at household level and to learn other income-generation skills to enhance their livelihoods. The participants will receive food support for one month for attending training and establishing micro-enterprises. These activities will focus on households in the most food-insecure areas that lack remittances and alternative lean season employment opportunities and rely mainly on rain-fed agriculture, which is subject to recurrent drought.

(ii) Support to Education through School Feeding and Take Home Rations

31. Dry rations of fortified biscuits will be provided on-site to primary school children (classes 1-5 boys, and, classes 1-8 girls) and pre-primary or "katchi" classes (under 5s, boy and girl siblings who accompany primary school children to the same institutions). The aim is to contribute to the cognitive development of children in "katchi" classes, enhancing their attention and concentration in the classroom, while improving the enrolment and attendance of primary school children. Subject to the availability of cash resources, high-energy biscuits will be procured in country. This will help bolster local industry in advance of the National School Nutrition Programme, which will be launched in 2009 with technical assistance from WFP.
32. The targeting criteria for school feeding includes: a) low enrolment/attendance and high illiteracy; b) poor access/greater travelling distance to and from schools; c) relatively high food insecurity and malnutrition rates; d) availability of teachers; and e) willingness of parents, elders and religious leaders and communities to support the feeding project. *Madrassa* (religious institution) schools will be considered for inclusion only if the curriculum is harmonized with conventional schools.
33. Take-home rations of fortified wheat flour will be provided to boys and girls in primary schools (classes 1-5) and linked to their attendance. The girls in primary and middle schools (classes 1-8) will be provided an additional incentive of edible oil to encourage their enrolment and attendance. The food for education will motivate children to learn while the take-home rations of fortified wheat flour and edible oil will offset the domestic cost of sending children to school and promote retention.

(iii) Support to Mother and Child Health (MCH) Services

34. The primary objective of the MCH activity is to provide food as an incentive to enable mothers to seek appropriate health care and guidance through health facilities. A tin of edible oil will be given for each of the two prenatal and two postnatal visits when mothers will be provided vaccinations, iron and folic acid supplements, and nutrition and health education.
35. The child nutrition strategy will be implemented through the National Programme for Family Planning and Primary Health Care (NPFPPHC). Lady health workers (LHWs) in rural communities will undertake monthly distribution of fortified blended food (FBF) to pregnant and lactating women and to children 6-24 months of age. The LHWs will also undertake monthly growth monitoring and organize

meetings of the women's health committee. Save the Children (SCF) and the Department of Health will implement this component of the operation in FATA.

(c) Handover Strategy

36. The proposed PRRO will form part of an integrated programme to address immediate needs in nutrition, health, and education while engaging youth and unemployed adults in productive skills training and asset creation that address those conditions of poverty and despair that perpetuate instability. The requirements in food security, health and nutrition nevertheless far outweigh allocations planned for the first and largely industrial-led first phase of the SDP. The SDP's measurable impact on rural households will not be realized for two years years. The PRRO will be launched in advance of a full-scale SDP implementation and compensate for safety nets lacking in its first phase.
37. The on-going country programme will be revised accordingly in 2009 to include high-impact activities launched under the proposed PRRO, with WFP phasing-out or shifting activities geographically as benchmarks are achieved; for example, resources in support of education and health will be re-earmarked after achieving a 50 percent increase in enrolment and acceptable pre/post natal participation respectively. Implementation of the National School Nutrition Programme with WFP technical support, and the significant investments in public health care under the SDP may enable WFP to phase-out assistance to these sectors as early as 2015.

5. BENEFICIARIES AND TARGETING

38. The PRRO will cover a total 363,000 beneficiaries in 2007, 437,000 in 2008, and 507,000 in 2009. More than half, (60 percent) will be women and children in the more remote, food-deficit, impoverished and conservative areas of Mohammad, Khyber, Orakzai and Khurram agencies in FATA and Killa Saifullah, Killa Abdulullah and Pishin districts of Balochistan, where tribal tradition, social practices and low literacy have rendered women and children particularly disadvantaged and vulnerable. Access to education and health is limited in part to a present lack of facilities. Yet, there is also a strong resistance to change, and the PRRO accordingly relies upon social mobilization units, tribal elders, take-home incentives and support to *Madrassas* to gain confidence and trust and to enhance receptivity and participation.
39. The targeted households lack adequate land, sources of income and access to food at affordable prices, particularly when inflation is hovering at over 10 percent. Food costs account for the bulk of household expenditure, rendering school fees, health care, medicines and other essential items prohibitively expensive. The number of beneficiaries targeted will be those identified as needing food support and who are capable of participating in the government programme. The number of beneficiaries by type of intervention is provided in Table 1.

Type of Intervention	2007	2008	2009
Livelihoods	36,000	48,000	36,000
Education on site (<i>Katchi</i>)	22,000	26,000	31,000
Education on site (Class 1-8) also recipients of take-home rations	40,000	47,000	57,000
Education (take-home rations)	200,000	235,000	285,000
Safe Motherhood	40,000	51,000	63,000
Mother and Child Health	25,000	30,000	35,000
Total	363,000	437,000	507,000

6. NUTRITIONAL CONSIDERATIONS AND RATIONS

40. Staple food grains (wheat, maize and rice) are widely consumed together with legumes in rural areas of Pakistan. The bioavailability of iron and zinc and other nutrients from plant sources is low due to poor diversity in the diet, while the high fibre content of the food consumed reduces vitamin and mineral absorption. There is iodine deficiency in Pakistan, particularly in the mountainous regions of Balochistan and FATA, and many people suffer from goitre.
41. To address micronutrient deficiencies, a food basket consisting of fortified wheat flour, iodized salt, pulses and edible oil will be provided. Fortified biscuits have proven practical for school feeding programmes, as schools do not have kitchens or canteens for the preparation of cooked meals. Fortified blended food (FBF) will meet the nutritional requirements of children 6-24 months of age.
42. Wheat will be milled and fortified locally with a premix containing iron, folate and other essential vitamins and minerals. Edible oil is enriched with Vitamins A and D. Biscuits are fortified with Vitamins A, B1, B2, C and niacin, folic acid, calcium, iron and zinc. Iodized salt can be procured within country in adequate quantities. Fortified blended foods will also be produced locally.

Intervention	Wheat	Pulses	Oil	Salt	Biscuits	FBF	Kcal
Livelihoods	450	50	30	5	0	0	2010
Education, (take home)*	427	0	3700/month	0	0	0	2585
Education (on site)	0	0	-	0	75	0	337
Safe Motherhood	0	0	3700/per visit	0	0	0	500
Mother and Child Health	0	0	-	0	0	100	370

*This is based on a 25 kg ration to each student on a bi-monthly basis.

¹⁵ On-site school feeding consisting of boys and girls in *Katchi* classes and those in Class 1-8. In order to avoid double-counting, those attending class 1-8 have been excluded in the take-home ration beneficiaries part of the table.

Take-home (Wheat flour) for all girls and boys in primary (classes 1-8) schools.

Take-home (edible oil) for girls from primary to middle schools (classes 1- 8). Total number of girls is 20,000, 24,000, 28,000 for 2007, 2008, 2009 respectively.

The beneficiaries calculation with an average family size of 6 excluding the recipients for 40,000, 47,000 and 57,000 boys and girls in (classes 1-8) total 200,000, 235,000 and 285,000 beneficiaries for years 2007, 2008 and 2009 respectively.

43. The food requirements for the beneficiaries for the 24 month period of the PRRO are shown below in table 3.

TABLE-3 COMMODITY REQUIREMENT (mt)									
Intervention	Year	Average feeding days per year	Wheat	Pulses	Oil	Iodized salt	Biscuits	FBF	Total
Livelihoods	I	80	1,329	144	86	14	--	--	1,573
	II	155	3,432	372	223	37			4,064
	III	70	1,162	126	76	13	--	--	1,377
Education (take home)	I	100	1,751	--	222	--	--	--	1,973
	II	234	4,814		710				5,524
	III	130	3,243		414				3,657
Education (on site)	I	100					465		465
	II	234					1,281		1,281
	III	130					858		858
Safe motherhood	I	120			444				444
	II	120			755				755
	III	120			932				932
Mother and Child Nutrition	I	120						300	300
	II	365						1,095	1,095
	III	245						858	858
TOTAL			15,731	642	3,862	64	2,604	2,253	25,156

Table notes:

Year I = Sep-Dec 2007; Year II = Jan-Dec 2008; Year III = Jan-Sep 2009.

Livelihoods: Take-home family ration for family of six calculated per person at 450g wheat flour, 30g edible oil, 50g pulses and 5g salt for average 155 days in year.

Education: Fortified Biscuits 75g per school day for average 234 days in a school year. Two-month take-home ration of 25 kg wheat flour 4 times in a school year to boys and girls and monthly take-home ration of 3.7kg edible oil for primary and middle school girls up to 8 distributions in a year.

Safe Motherhood: Four distributions of 3.7kg edible oil to each women, two in second and third trimester respectively and two post delivery.

Mother and Child Nutrition: Monthly take-home ration of 3kg Fortified Blended Food (FBF) – total 12 distributions in a year. Wheat will be procured to be milled into wheat flour and an extraction rate of 2.5 percent of wheat will be applicable for conversion of wheat into wheat flour.

7. IMPLEMENTATION ARRANGEMENTS

(a) Participation

44. The education and health components give priority to the targeting of girls and women and the distribution of food is subject to their presence in schools and health centres. The staff of schools/health centres will be trained on implementation modalities including eligibility criteria, distribution, recording, reporting, and monitoring. In collaboration with collaborating partners, WFP has designed a logistics strategy to ensure timely and cost-effective delivery of food to all locations.
45. Existing social mobilization units will identify livelihood activities based on needs perceived by communities. Within the permissible limits of tribal norms and local customs, women's views will be sought on the type of activities that benefit them most. Direct involvement of women will be in home-based nurseries and the production of winter vegetables that are commercially viable. They will also be encouraged to participate in FFT activities. While efforts will be made to achieve the WFP Enhanced Commitment to Women (ECW) III target of 70 percent participation of women in FFT, the ECW V target of 50 percent women in leadership positions within food management committees will be difficult to achieve due to cultural conservatism. The distribution of food in training and health activities will be based upon the fulfilment of agreed benchmarks, with village committees entrusted responsibility for management, distribution and reporting on food and outputs. Collaborating partners will facilitate the mobilization of communities and their training.

(b) Partners

46. At the Federal level, the Economic Affairs Division (EAD) scrutinizes programmes to ensure alignment and integration of United Nations programmes with national policies and plans. The Ministry of Food, Agriculture and Livestock (MINFAL) oversees WFP programming and provides overall coordination, policy direction and technical guidance. At the provincial level, the Civil Secretariat FATA and the Government of Balochistan will coordinate the PRRO with inputs from other line departments, political agents, *tehsildars* (administrative heads of *tehsils* or sub-districts), tribal elders, *maliks*, relevant United Nations project management units (PMUs) and collaborating NGOs.
47. The line departments of Health, Education, Forestry and Agriculture will be directly involved in the implementation of PRRO activities which must (i) be consistent with government policy, (ii) adhere to technical standards established by line departments, and (iii) be endorsed by district authorities. These must be further cleared by WFP's Project Approval Committee, and in the case of livelihoods activities, by the WFP/FAO/IFAD PMUs, both of which will ensure consistency with WFP policies and procedures governing community participation and ownership, cost-effectiveness, avoidance of disincentives, and the role, appropriateness, and comparative advantage of food assistance.
48. The support of tribal elders will be essential to implement the PRRO and political agents will play a key role in providing liaison with the local leaders to enhance community access and receptivity. To the extent possible, WFP will also contract local NGOs and staff to work with social mobilization units in identifying needs and preparing project proposals.
49. The livelihoods activities will be implemented in FATA jointly with FAO and IFAD, which will provide financial and technical assistance in building the capacities of the communities through PMUs. The latter will manage food distribution through existing social mobilization units.
50. Coordination with Port Authorities, FATA Civil Secretariat and the National Programme for Family Planning and Primary Health Care, the Government of Balochistan and the Ministry of Food, Agriculture and Livestock will continue on issues related to procurement of wheat, warehousing procedures and commodity tracking.
51. WFP will assist the government in establishing effective school management committees, and will collaborate with an international NGO and three community-based organizations for food management. The fortified biscuits, edible oil and wheat will be collected by the NGO and transported

to schools on a monthly basis. The wheat will be delivered and distributed on the same day in order to avoid storage at school level.

52. Lady Health Workers (LHWs) in rural communities provide an important linkage between the community and the public health system. In communities where health facilities are non-functional, the LHWs will be engaged in the monthly distribution of a fortified blended food which will coincide with monthly growth monitoring and meetings of women's health committees.

(c) Non-food Inputs

53. WFP will import pre-mix for fortification of wheat flour while Micronutrient Initiative (MI) will provide training and laboratory equipment for ensuring quality control. Under the livelihoods component, tools and equipment will be partly financed by IFAD under United Nations joint programming arrangements. Additional funds to cover schemes outside of the joint programme area have been included in this PRRO budget under the Other Direct Operational Costs (ODOC). Pending endorsement by TWGs and approval of resources available from the Transformation Fund and the MDG Fund within the "One-UN" Action Framework, line departments, UNICEF, UNFPA, and ILO, will provide technical inputs. The government provision of non-food items and technical expertise has been included in budgets approved by the Economic Affairs Division (EAD).

(d) Environment

54. Several measures will mitigate potential negative effects on the environment, including the co-location of collaborating partners and pooling of vehicles and other resources. Furthermore, the establishment of tree nurseries and the implementation of watershed management schemes will act to reduce soil erosion and evaporation, while promoting controlled grazing and increasing both environmental awareness and forest cover.

(e) Logistics Arrangements

55. Food commodities will be procured locally when cost effective, or shipped via Karachi and Port Qasim. WFP appointed transporters will arrange for the dispatch of commodities from Karachi to WFP warehouses already established in Peshawar and Quetta from where food will be collected by cooperating partners and forwarded to final distribution points. WFP will also maintain temporary storage at schools, health units and with cooperating partners at the various sites commensurate with the level of operations.
56. Both WFP and commercial trucks will undertake food movement from extended delivery points (EDPs) to final delivery (distribution) points, which will be as near as possible to the beneficiaries to facilitate the collection of food, especially by women.
57. The commodity movement processing and analysis system (COMPAS) has been installed in Islamabad, Karachi, Baldher, Quetta and Peshawar to ensure tracking and accountability of commodities.
58. Cereals will be purchased locally subject to the availability of cash resources. These will be transported by WFP from the government-designated warehouses to WFP warehouses and/or to designated mills for milling and fortification. Other commodities to be purchased locally will be delivered directly to EDPs by local suppliers or by WFP. Where cooperating shops and banks exist near livelihood projects, food stamps will be used to reduce transfer costs.

(f) Procurement Plans

59. Wheat, pulses, biscuits, blended food and salt purchased locally would be on a Delivered Duty Unpaid (DDU) basis whereas vegetable oil will be imported. Pending availability of surplus wheat in Pakistan, the Government has indicated its willingness to provide this commodity on grant terms for conversion to fortified wheat flour.

8. PERFORMANCE MONITORING

60. WFP and its cooperating partners will collect and analyse monthly data on deliveries of food, the utilization, number of beneficiaries, outputs and outcomes. Performance monitoring will be conducted as summarized in the log frame matrix (Annex 2). Under the “One UN” programme initiative, UNDP and WFP has conducted a baseline study (July-August 2007) to collect key information on health and education, inter alia. Data has been collected on enrolment and attendance in participating schools, on health facility utilization by women, infant feeding practices, child nutritional status and on income levels and consumption patterns. The baseline will be used to develop a Human Development Index (HDI) for FATA. This will be followed by a food-for-education survey in June 2009 to evaluate the progress against the baseline.
61. Checklists of outputs and operational indicators will continue to be collected monthly by cooperating partners and verified by WFP field staff and internal audits. 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. WFP will also undertake beneficiary contact monitoring through female food aid monitors to confirm from the female heads of household if food has been received as per entitlement, their perception of WFP’s interventions and their impact. The monitoring and evaluation system will incorporate results-based management principles and procedures. Vulnerability analysis and mapping (VAM) will conduct periodic assessments to determine the level of household food insecurity in the targeted districts and will provide livelihoods-based food security analysis using secondary data.

9. RISK ASSESSMENT AND CONTINGENCY PLANNING

(a) Risk assessment

62. The lack of cooperation from tribal leaders and the precarious security situation in targeted areas may affect progress. The lack of commitment from donors and ensuing pipeline breaks in food commodities could interrupt activities and adversely affect programme impact. Implementation capacity is not a constraint for the planned PRRO activities.

(b) Contingency Planning

63. Balochistan and FATA are particularly prone to recurrent drought and flash flooding which could cause internal displacement. WFP co-chairs the Disaster Management Working Group of the United Nations system and international community and works closely with all stakeholders on early warning. In the event of an emergency, FFW and FFT activities could be postponed and the resources utilized as relief assistance pending a budget revision or emergency operation. This would only be considered following a thorough inter-agency needs assessment and an official request from the Government of Pakistan.

10. SECURITY CONSIDERATIONS

64. Security in FATA and parts of Balochistan fluctuates between United Nations security Phase II and III and remains unpredictable.
65. The PRRO has been prepared based upon a thorough assessment of the operational area conducted by the United Nations Department of Safety and Security (UNDSS) in May 2007, which considered the frequency and severity of security incidents, and both prevailing and anticipated threats and risks to staff and property. An internal WFP security assessment further cleared the targeted districts/agencies in the same month. Projects will be operational in only those areas cleared by UNDSS on a daily basis. UNDSS and the security-management team (SMT) will continue to coordinate security. WFP security officers in Peshawar, Quetta and Islamabad will advise staff, organize security-awareness training and

ensure that offices, guesthouses, warehouses, and vehicles are compliant with United Nations minimum operating security standards (MOSS).

11. RECOMMENDATION

66. The Executive Director is requested to approve the proposed Protracted Relief and Recovery Operation for Pakistan, 10671.0, “Assistance to Food Insecure Households in Balochistan and Federally Administered Tribal Areas (FATA)”.

APPROVAL (signature and date)

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Josette Sheeran,
Executive Director

Date:

ACRONYMS USED IN THE DOCUMENT

ADP	Annual Development Programme
CBO	community-based organization
COMPAS	Commodity Movement Processing and Analysis System
CP	Cooperating Partners/Country Programme
DDU	delivered duty unpaid
DSS	Department of Safety and Security Support
EAD	Economic Affairs Division
EDP	extended delivery points
FATA	Federally Administered Tribal Areas
FAO	Food and Agriculture Organization
FBF	fortified blended food
FCA	free carrier
FDA	FATA Development Authority
FFT	food for training
FFW	food for work
HEB	high-energy biscuits
HDI	Human Development Index
IFAD	International Fund for Agriculture Development
JLU	Joint (Afghanistan-Pakistan) Logistics Unit
ILO	International Labour Organization
LHWs	lady health workers
LTSH	landside transport, storage and handling
MCH	mother and child health
MDGs	Millennium Development Goals
MI	Micronutrient Initiative
MoE	Ministry of Education
MOSS	minimum operating security standards
NGOs	non-governmental organizations
NWFP	North West Frontier Province
ODOC	other direct operational cost
PC-1	Planning Commission Pro Forma 1
PMU	Project Management Unit
PRRO	protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
SDP	Sustainable Development Plan
SMT	Security Management Team
SO	Strategic Objective
TWG	Thematic Working Groups
UN	United Nations
UNCT	United Nations Country Team
UNFPA	United Nations Fund for Population Activities
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security Support
UNICEF	United Nations Children's Fund.
VAM	Vulnerability analysis and mapping
WFP	World Food Programme

