



USAID
FROM THE AMERICAN PEOPLE



VERIFICATION AND VALIDATION OF THE WORLD FOOD PROGRAM'S PROTRACTED RELIEF AND RECOVERY OPERATIONS (PRRO) IN KPK

MAY 18, 2012

This publication was produced for review by the United States Agency for International Development (USAID). It was prepared by Management Systems International (MSI) under the Monitoring and Evaluation Program (MEP).

MONITORING WFP PROTRACTED RELIEF AND RECOVERY OPERATIONS IN KPK AND FATA



600 Water Street, SW, Washington, DC 20024, USA
Tel: +1.202.484.7170 | Fax: +1.202.488.0754
www.msiworldwide.com

Contracted Under No.GS-23F-8012H and Order No. AID-391-M-11-00001

Monitoring and Evaluation Program (MEP)

DISCLAIMER

This study/report is made possible by the support of the American people through the United States Agency for International Development (USAID). The contents are the sole responsibility of Management Systems International and do not necessarily reflect the views of USAID or the United States Government.

TABLE OF CONTENTS

ACRONYMS **II**

PROJECT SUMMARY **III**

EXECUTIVE SUMMARY **IV**

 Background.....iv

 Project Interventioniv

 Monitoring.....iv

 Conclusions.....v

 Food Distribution v

 Beneficiary Experience v

 Sub-Warehouse Spot Checks.....vi

 Recommendationsvi

INTRODUCTION **I**

 Project Intervention I

TABLES AND FIGURES

Table I: Distribution Districts Visited iv

Figure I: Map of Project Districts..... iii

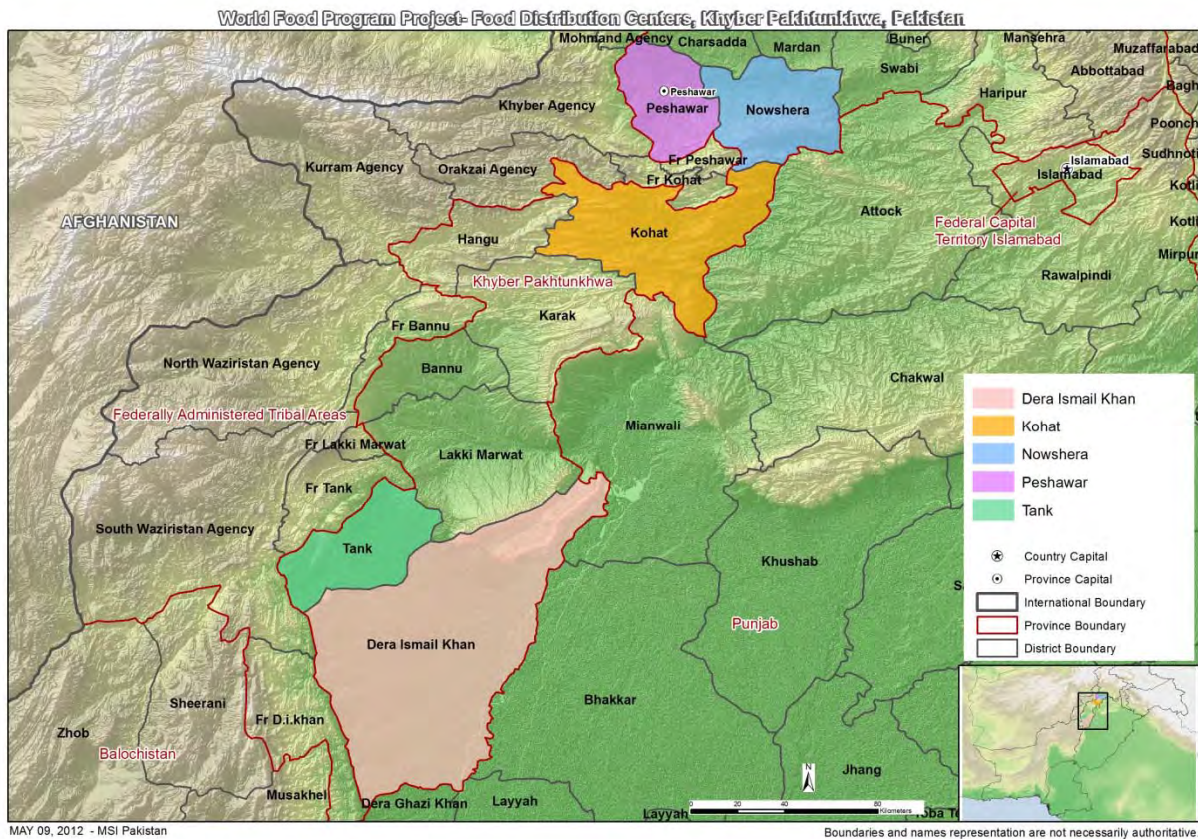
ACRONYMS

FFP	Office of Food for Peace
MEP	Monitoring and Evaluation Program
MSI	Management Systems International
PRRO	Protracted Relief and Recovery Operation
USAID	United States Agency for International Development
WFP	World Food Program

PROJECT SUMMARY

The USAID Office for Food for Peace is supporting the World Food Program’s (WFP) ongoing Protracted Relief and Recovery Operation (PRRO) for conflict-affected populations in northwestern Pakistan. Targeting up to 9.5 million beneficiaries during 2011 and 2012, this operation responds to immediate food needs, and supports recovery by providing emergency relief rations to conflict-affected groups who remain displaced or have recently returned home in KPK and FATA. In support of the PRRO, FFP has provided food assistance for distribution to IDPs and returnees and supplementary feeding for pregnant and lactating women.

FIGURE I: MAP OF PROJECT DISTRICTS



EXECUTIVE SUMMARY

BACKGROUND

Over the last few years, the people of KPK and FATA have been facing the issues of violent extremist control, followed by military campaigns to re-take territory. In turn, the region experiences high levels of insecurity and suffers physical damage, as well as disruptions in economic and agricultural activities. Compounding the conflict, heavy monsoon floods in July through September 2010 not only killed and injured hundreds, but also resulted in heavy loss of livelihood assets. Both the conflict and the monsoon floods have caused the displacement of people. As of April 2012, 347,708 families were registered as internally displaced persons (IDPs) from FATA alone.¹

PROJECT INTERVENTION

The USAID Office of Food for Peace (FFP) is supporting the World Food Program's (WFP) ongoing Protracted Relief and Recovery Operation (PRRO) for conflict-affected populations in northwestern Pakistan. The program started in January 2011 and plans to continue for two years. The goal of the PRRO operations for 2011/12 is:

“to address life saving relief food needs vis a vis promoting spontaneous recovery initiatives to enable communities to rehabilitate infrastructure, resume livelihoods activities, restore access to education and improve nutritional status of women and children.”

WFP is targeting up to 2.8 million beneficiaries in 2012 under its PRRO activities including providing emergency relief rations to conflict-affected groups who remain displaced or have recently returned home in KPK and FATA. WFP programs in this region include: school feeding to promote access to education; nutritional support measures for children and women; livelihood recovery activities through community-based employment using food and/or cash; and measures aimed at developing institutional and local capacities in disaster risk management.

MONITORING

The mixed methods methodology for the assignment employed document review, direct observation, and exit interviews of beneficiaries at the distribution hub. Management Systems International (MSI) with the assistance of its subcontractor ██████████ conducted fieldwork for the monitoring task between the dates of March 23 to April 18, 2012, in two phases. The distribution hubs visited for this assignment are:

TABLE 1: DISTRIBUTION DISTRICTS VISITED

Location (Districts)
KPK: Phase 1
██████████, Hub 1, Peshawar
██████████, Hub 1, Nowshera
██████████, Hub 2, Nowshera
KPK: Phase 2

¹ FATA Disaster Management Authority (FDMA), IDP Statistics, available at: ATA IDP Statistics, http://fdma.gov.pk/index.php?option=com_content&view=article&id=30&Itemid=27 as of April 19

██████████	Hub 1, D.I. Khan
██████████	Hub 2, D.I. Khan
██████████	, Hub 3, D.I. Khan
██████████	Hub 1, Kohat
██████████	Hub 1, Tank

The design of the monitoring approach, management of the task, review of documents, design of data collection instruments, analysis of the data as well as report writing were completed by MSI staff.

CONCLUSIONS

The key conclusions and recommendations resulting from this evaluation are as follows:

Food Distribution

The findings show that despite the hubs working under difficult security constraints, by and large the food distribution process ran smoothly and complied with the WFP guidelines.

More specifically, the survey found that five hubs offered shelter to beneficiaries in the waiting area for both men and women whereas the remaining hubs, (Hub 1 and 2 in D.I. Khan, and Hub 1 in Kohat ██████████) did not. Monitors observed that two hubs did not have separate restroom facilities for women and three other hubs did not have proper seating in the women's waiting area, all of which are considered good gender-sensitive practices.

Additionally, Hub 2 in D.I. Khan ██████████ did not have clear signs that explained to beneficiaries how and where to collect their food ration. Since the majority of beneficiaries are illiterate, this can be rectified by using visual illustrations or ushers that point the way to the distribution collection point itself.

According to field monitors, staff at all of the hubs asked beneficiaries to show their CNIC and IDP registration form. However, three distribution hubs (Hubs 1 and 2 in D.I. Khan and Hub 1 in Tank) did not ask beneficiaries to show their ration card ██████████. This may be because first-time beneficiaries have not yet been issued with ration cards coupled with the lack of awareness of the ration cards by beneficiaries themselves.

Overall, the findings indicate that Hub 1 in Peshawar ██████████ and Hub 3 ██████████) in D.I. Khan comply most closely with the WFP guidelines.

Beneficiary Experience

Of the 240 sampled beneficiaries surveyed in eight IDP camps, all the respondents had prior knowledge of the distribution date and the majority knew of the distribution locations. The findings indicate that user knowledge varies considerably depending on the distribution hub where they received their rations. For example, beneficiaries from Hubs 2 and 3 in D.I. Khan and Hubs 1 and 2 in Nowshera ██████████ were unable to recall the procedures. While nearly all respondents were able to report all the required documents to receive food distributions, IDPs in Hub 1 in Nowshera ██████████ had the lowest awareness of these requirements. One reason may be the high turnout of first-time beneficiaries at this camp. Additionally, ration cards were least likely to be known among these requirements which correlates to first-time beneficiaries as they are not yet issued ration cards.

Most respondents were unaware of the procedures to lodge a complaint about the food distribution process or food rations. According to the observers, four out of the eight distribution hubs (Hubs 1 and 2 in Nowshera; and Hub 1 in both Tank and D. I. Khan ([REDACTED]) did not have any visible displays on how to lodge a complaint about the food distribution process/food rations.

The data suggest that the beneficiaries were not receiving their full complement of rations. None of the beneficiaries in Hubs 1 and 2 in Nowshera and Hub 1 in Peshawar ([REDACTED]) received their portion of daal. Nearly all of the respondents from Hubs 1 and 2 in Nowshera ([REDACTED]) reported that they were receiving their first distribution, possibly arriving as a result of the security operations taking place in FATA. Whilst the majority of respondents in Hub 1 in Peshawar ([REDACTED]) were new arrivals, the shortage of daal may appear because MSI field monitors arrived to this camp towards the tail end of the distribution, where perhaps supplies ran low.

Additionally, there are discrepancies where some respondents got their full ration of Plumpy Nut bars whilst others at the same location did not receive it at all. The variance stems mainly from the fact that not all distribution hubs receive the same amount of supplementary foods, such as Plumpy Nut, as it depends on availability from the main mill. Further, as supplementary foods are typically used to assist malnourished children, they may not always be distributed under the general food distribution program. Nevertheless, this may indicate that there was a discrepancy in the estimates given to the WFP by the IP on the number of beneficiaries served, the actual turn out of beneficiaries, or inaccurate estimates of IDP registration on WFP's side.

Nevertheless, the findings indicate that overall beneficiaries were satisfied with the services and good provided by WFP. For the minority of IDPs who reported not using items they receive in their food basket, food being rotten or spoiled (asides from taste preferences) was the primary reason (nine out of 24 respondents). In this light, WFP would need stronger checks on the food quality. Lastly, the majority of respondents reported that typical ration lasts between 11 to 20 days, while a minority reported one to ten day. The latter finding may indicate that the household sizes are bigger than estimated, households are unable to store all the food properly and food is being spoiled, or that households are not actually keeping all the food for themselves.

Sub-Warehouse Spot Checks

MSI found that each of the sub-warehouses conformed to the WFP guidelines as much as was possible, given some infrastructure limitations. Monitors observed that a few hubs did not have locks that were sufficiently strong nor were guards present. There were no issues with hygiene at any hub or storage of hazardous materials near foodstuff. Conditions of the warehouses were generally up to standards, though some repairs are called for, for example, replacing torn screens to keep out birds and rodents.

Hubs 2 and 3 in D.I. Khan, Hub 1 in Kohat, and Hub 1 in Tank ([REDACTED]) did not store goods on wooden pallets. As goods are typically stored for a short amount of time, the general practice is that goods are stored on flattened cardboard boxes, as was observed in at least one of the hubs. If goods are stored for a long period of time, it would be advisable that pallets are introduced. Lastly, the logistics pipeline from WFP to the sub-warehouses suffered some disruptions in April which explained the relatively small quantities found in the warehouse visits.

RECOMMENDATIONS

- 1. Increase awareness on the importance of WFP ration cards.** The findings indicate that knowledge amongst beneficiaries to present a WFP issued ration card at the distribution point

was low. Communicating the importance of having a ration card via local food committees or awareness campaigns can assist beneficiaries in efficiently collecting their rations as well as assist IPs in complying with WFP guidelines on verifying a beneficiary's identification.

- 2. Utilize pictorial manuals or signs that describe the food collection process as well as how beneficiaries can lodge complaints.** The findings indicate that one hub's distribution point Hub 2 in D.I. Khan [REDACTED] was not clearly labeled for all the beneficiaries to see. Further, four hubs (Hub 2 in D.I. Khan, and Hub 1 in Tank, Kohat and Peshawar) [REDACTED] did not have signs explaining to beneficiaries how to collect the food—such as posters that write or illustrate “Present NIC,” or “Queue Here.” This can be because the majority of beneficiaries are illiterate and thus using pictorial manuals or posters can help beneficiaries understand the process better.
- 3. Refurbish hubs (brick structures) that have weak structures.** Three out of the eight warehouses visited were large tents and are used in locations where there is no local structure available. The five other warehouses were brick structures of varying quality. A few of these warehouses will need some refurbishment such as fixing the main entrance door, patching up of walls and repairing of screens in the windows to keep out rodents and other such creatures
- 4. Ensure an open communication channel between WFP and the IPs on distribution dates and supply chain.** Similar to the previous recommendation, to avoid the variance in size and commodities at the same distribution hub, increased communication of beneficiary numbers as well the supply chain can ensure that beneficiaries receive their full food basket. Additionally, all of the hubs visited in April 2012 received enough food for only a few days of food distribution and were unable to predict the next dispatch of food from WFP. This indicates a weak communication channel.

INTRODUCTION

Over the last few years, the people of KP and FATA have been facing the issues of violent extremist control, followed by military campaigns to re-take territory. In turn, the region experiences high levels of insecurity and suffers physical damage, as well as disruptions in economic and agricultural activities. Compounding the conflict, heavy monsoon floods in July through September 2010 not only killed and injured hundreds, but also resulted in heavy loss of livelihood assets. Both the conflict and the monsoon floods have caused the displacement of people. As of April 2012, 347,708 families were registered as internally displaced persons (IDPs) from FATA alone.²

PROJECT INTERVENTION

The USAID Office of Food for Peace (FFP) is supporting the World Food Program's (WFP) ongoing Protracted Relief and Recovery Operation (PRRO) for conflict-affected populations in northwestern Pakistan. The program started in January 2011 and plans to continue for two years. The goal of the PRRO operations for 2011/12 is:

“to address life saving relief food needs vis a vis promoting spontaneous recovery initiatives to enable communities to rehabilitate infrastructure, resume livelihoods activities, restore access to education and improve nutritional status of women and children.”

WFP is targeting up to 2.8 million beneficiaries in 2012 under its PRRO activities including providing emergency relief rations to conflict-affected groups who remain displaced or have recently returned home in KPK and FATA. WFP program in this region also includes school feeding to promote access to education; nutritional support measures for children and women; livelihood recovery activities through community-based employment using food and/or cash; and measures aimed at developing institutional and local capacities in disaster risk management.

In support of the PRRO, FFP provides relief assistance to IDPs and returnees in the form of food rations (also known as general food distribution or GFD) as well as supplementary feeding for pregnant and lactating women and children aged 6 to 59 months. GFD involves providing food rations to registered and verified IDPs during the time of their displacement in camps and off-camp areas. Returnees receive family food rations for the initial six months of their return to areas of origin or residence. Both IDPs and returnees receive monthly family rations for seven that in addition to a mix of fortified food commodities also include supplementary ration of Ready to Use Supplementary Food (RUSF) for children aged 6 to 59 months, and High Energy Biscuits (HEB) for children 2-12 years old. For 2012, WFP is targeting approximately 768,000 beneficiaries in KPK and FATA and distributing 127,000 metric tons of food.

Food distribution and its storage at distribution hubs (final storage and distribution points) are carried out with the implementation support of cooperating partners (local NGOs) under Field Level Agreements (FLAs). Currently WFP has 16 active FLAs with six national NGOs. Distribution monitoring is performed by WFP's field monitors in KP while a third party monitor organization, [REDACTED] works in FATA.

² FATA Disaster Management Authority (FDMA), IDP Statistics, available at: ATA IDP Statistics, http://fdma.gov.pk/index.php?option=com_content&view=article&id=30&Itemid=27 as of April 19

In its overall program with the WFP in Pakistan, Food for Peace (FFP) contributes in-kind food commodities for the general food distribution program (food assistance), targeted nutritional activities, and food for work. In fiscal year 2011, FFP contributed \$56.7 million in Title II Emergency funding towards the WFP food assistance program in conflict affected areas of FATA and KPK and this assistance increased to \$69.4 million in fiscal year 2012.