

## **EMERGENCY OPERATION 200110 - HAITI**

### **FOOD ASSISTANCE TO EARTHQUAKE AFFECTED POPULATIONS IN HAITI**

<b>Duration:</b>	6 months (15 January 2010 – 15 July 2010 )
<b>Number of beneficiaries:</b>	2,000,000
<b>WFP food tonnage:</b>	104,360
<b>WFP food cost:</b>	US\$ 176,384,750
<b>Total cost to WFP:</b>	US\$ 246,039,060

### **EXECUTIVE SUMMARY**

A massive earthquake struck Haiti on 12 January, followed by several aftershocks. The epicenter was located about 16 km (10 miles) south-west of the capital Port-au-Prince, which has been decimated by the quake, along Carrefour, Leogane, Delmas and Jacmel. Damage to buildings and infrastructure, including schools, hospitals and houses is considerable. Port-au-Prince is without critical infrastructure such as electricity, water and telecommunications. Although no official figures are yet available, tens of thousands of people are feared dead and many more injured.

The Government of Haiti has appealed for international assistance. Immediate priorities include search and rescue, medical services and supplies, clean water and sanitation, food, emergency shelter, logistics and telecommunications. The International Federation of the Red Cross estimates that the earthquake has affected over 3 million people. Of these, WFP estimates that at least 2 million people will require food assistance.

The United Nations Mission for the Stabilization in Haiti has set up an Emergency Joint Operations Centre at the Port-au-Prince airport to coordinate incoming teams and humanitarian aid. The Humanitarian Coordinator has dispatched a United Nations Disaster and Assessment Coordination team in which WFP is taking part. As part of its global cluster lead responsibilities, WFP is also deploying staff and equipment to support the international humanitarian community in logistics and emergency telecommunications.

Through this emergency operation, WFP, together with international and local partner agencies, will support 2 million vulnerable and food-insecure people in Port-au-Prince, Carrefour, Leogane, Delmas and Jacmel for 6 months, from 15 January to 15 July 2010. The overall objective of this operation is to save lives and protect livelihoods in emergencies in line with WFP Strategic Objective 1 “save lives and protect livelihoods in emergencies”. More specifically, WFP will aim at improving food consumption for the emergency-affected households, protecting their livelihoods and enhancing their self-reliance and early recovery.

WFP will conduct emergency food security assessments in coordination with the Government and partners to refine its targeting and programme choices for this EMOP. This may result in a change in overall beneficiary numbers, taking also into account other agency efforts. WFP will also contribute to the formulation of a reconstruction plan for affected areas.

## SITUATION ANALYSIS AND SCENARIO

### The overall context

1. A high magnitude earthquake, measuring 7.2 on the Richter scale and 10 km depth struck Haiti on 12 January at 16:53 hours. The epicentre was located 9 km (6 miles) south-southwest of Carrefour Ouest, about 16km (10 miles) south-west of the capital Port-au-Prince and 18 km from Petionville. The initial earthquake was followed by several aftershocks ranging from 5.9 to 4.2 Richter.
2. Initial reconnaissance and aerial assessments have been undertaken. Damage to buildings and infrastructure is widespread and considerable. Port-au-Prince is still without critical infrastructure such as electricity and water. Communications are difficult. The airport in Port-au-Prince is reportedly operational, but roads to the capital are partly blocked because of debris and other obstacles. Schools, hospitals and other institutional buildings have collapsed or have been damaged, as well as several United Nations buildings. The worse affected areas are Port-au-Prince, Carrefour, Leogane, Delmas, and Jacmel.
3. Initial reports indicate a large number of casualties. Although no official figures are yet available, tens of thousands of people are feared dead and many more injured. WFP is undertaking an initial assessment of needs, which will be followed by more detailed assessments, with UN and NGO partners, as the situation permits. Immediate priorities include search and rescue, medical services and supplies, clean water and sanitation, emergency shelter, food, logistics and telecommunications.
4. The International Federation of the Red Cross estimates that the earthquake has affected over three million people and widespread damage to the infrastructure has been reported by media. WFP's provisional estimate is that 2 million people require food assistance.
5. The economy was already in a crisis state and there is high unemployment. Insecurity and looting are expected to be the major concerns in the aftermath of this disaster.
6. The poorest country in the western hemisphere, Haiti is ill-equipped to respond to such a disaster, lacking heavy equipment to move debris and sufficient emergency personnel. A major international relief effort is needed to meet basic needs and support recovery and reconstruction.
7. Even before the earthquake, the transport infrastructure was very poor. Roads and bridges need to be repaired in order to move food aid around the country and reach victims in need of help. At the time this EMOP was prepared, the main airport in Port-au-Prince was open. However, routes connecting the landing area to the cities were damaged, as were roads from coastal ports. The condition of the port facilities will need to be assessed.

## **Food security and nutrition situation**

8. Haiti is ranked 146 out of 177 countries on UNDP's 2008 Human Development Index. Approximately 5.1 million people out of an estimated population of 9.2 million live on less than US\$1 per day.
9. Food insecurity is significant and widespread. Even prior to the latest natural disaster, the United Nations estimated some 1.8<sup>1</sup> million people in Haiti were 'food insecure,' and the predicted needs for food assistance in the aftermath of the earthquake are now likely to be much higher.
10. National food production only covers 43 percent of Haiti's food requirements. The remainder is covered by commercial imports (52 percent) and food aid (5 percent). The United States Department of Agriculture (USDA) estimates that yearly requirements for rice are 360,000 mt, with more than 80 percent currently covered by imports. Retail prices of imported rice and maize are constantly declining from the peaks registered in mid-2008 but remain high. In September 2009, imported rice was being sold at 44 Gourdes<sup>2</sup> per kg, 40 percent below the peak of 77 Gourdes per kg in 2008, but still 12 percent above 2007 prices.
11. Undernutrition is also a pressing concern. In June 2009, the Government of Haiti published results of a nutritional survey that indicates that global acute malnutrition among children 6-59 months to be from 4.3 percent to 6.2 percent in certain departments. The prevalence of global acute malnutrition is believed to even greater since the vulnerable population remains highly scattered and access to health facilities is poor. The prevalence of global chronic malnutrition in certain departments peaks at 32 percent. This nutrition situation is particularly alarming since the underlying micronutrient deficiencies and changes in the precarious living conditions of families may trigger a rapid degradation of the nutritional status of children. Data from last Demographic Health Survey (DHS) (2005-2006) show that 22 percent of newborn babies are born underweight; 50 percent of pregnant women and around 66 percent of children under 5 are affected by anemia. National surveys show that 72 percent of children aged 6-12 in rural areas suffer from iodine deficiency; 32 percent of school-age children are infected by intestinal parasites. In Haiti, almost 30,000 babies suffer from mental deficiencies because their mothers suffered from iodine deficiency during pregnancy.
12. Haiti is also heavily dependent on fuel imports. In June 2009, the subsidy on fuel prices was lifted leading to an increase in transport and other energy costs. Even the most vulnerable households have to pay for school and medical care. The period from July-September is particularly sensitive in most parts of the country due to it being the lean season, the beginning of the school year and the hurricane season. Furthermore, the recession in the global economy is affecting remittances from abroad, particularly the US, which are the key coping mechanism for 70 percent of Haitian households.

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<sup>1</sup> 8 million people food insecure quoted from FEWSNET, HAITI Food Security Outlook, October 2009.

<sup>2</sup> Exchange rate: US\$1 equals 39.75 Haiti Gourdes.

13. The existing inflationary pressures on basic goods are expected to exacerbate further. Employment opportunities are limited and the livelihoods have been lost as a result of the current disaster. Supplies will be well below existing demand, for food and other basic commodities. The risk of political instability is very high. Because of limited or no access to food supplies and health care, as well as very poor water and sanitation, nutritional conditions are likely to worsen in the immediate future (Inter-Agency Standing Committee (IASC) Global Nutrition Cluster).

## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS**

14. The Presidential Palace and Government buildings are reported to have been seriously damaged and the parliament building has collapsed. The Government of Haiti has appealed for international assistance and the international community is responding with a concerted effort.
15. Several Search and Rescue teams have arrived and have commenced their work. United Nations agencies, as well as the International Federation of the Red Cross and Red Crescent Society are preparing the deployment of teams and humanitarian assistance, notably from their regional hub in Panama, in order to meet the basic needs of the affected population.
16. The United Nations will immediately release US\$10 million from the Central Emergency Response Fund (CERF). A Flash Appeal is likely to be issued within the next days.
17. WFP's ongoing protracted relief and recovery operation (PRRO) "Food Assistance for Vulnerable Groups exposed to Recurrent Shocks" has an emergency preparedness and relief component which is being used to support the initial WFP response. In addition, through an IR-EMOP 86 mt of high energy biscuits (enough for 30,000 people for 7 days) are being dispatched from WFP's hub in El Salvador). The distributions started on 13 January in Jacmel for around 3,000 people located in the airport. Distributions in Port-au-Prince are being implemented on 14 January with military escorts for 2,400 beneficiaries in three points in towns: Place Boyer, Villa Creole and Delmas 33 (Ecole des Freres de St Louis de Gonzague), which have been identified as major areas of concentration of populations. Other areas are already identified for distributions.
18. UNICEF has airlifted supplies to assist 10,000 people, including oral rehydration salts to combat deadly diarrhea episodes, water purifications tablets and tarpaulin. UNICEF will also provide kitchen kits and water to enable the local population to prepare food.
19. The World Bank will provide an additional US\$100 million in emergency grant funding to support recovery and reconstruction in the country.

## **Coordination**

20. The Humanitarian Coordinator has dispatched a United Nations Disaster and Assessment Coordination (UNDAC) team. The United Nations Assistant-Secretary-General Edmund Mullet has been appointed as acting Special Representative of the Secretary-General of MINUSTAH.
21. The United Nations Mission for the Stabilization in Haiti (MINUSTAH) has set up an Emergency Joint Operations Centre at the Port-au-Prince airport to coordinate incoming teams and humanitarian aid, especially medical assistance. MINUSTAH has around 3,000 troops and police in and around Port-au-Prince.
22. Whilst the IASC emergency cluster system was already in effect in Haiti, in view of the complexity of the humanitarian response required and the need for an inter-sectoral approach in responding to the immediate requirements of the affected populations, WFP is strengthening the Logistics Cluster, which will be essential to the implementation relief efforts including this EMOP.
23. Given the very delicate security situation and the need to quickly distribute food to the population in Port-au-Prince it is expected that the implementation of this project will be done in close coordination with the United Nations Stabilization Mission in Haiti (MINUSTAH) which provide security escorts for WFP distributions.

## **OBJECTIVES OF WFP ASSISTANCE**

24. The overall objective of the EMOP is in line with WFP Strategic Objective 1 “save lives and protect livelihoods in emergencies”, specifically to:
  - Save lives in emergencies by improved food consumption for the emergency-affected households.
  - Protect livelihoods and enhance self-reliance in the emergency and early recovery phases.
25. The expected outcomes include adequate food consumption of affected populations over the assistance period, with special attention to children, pregnant and lactating mothers, and other nutritionally vulnerable groups.

## **BENEFICIARIES AND TARGETING**

26. This EMOP will cover up to 2 million beneficiaries in Port-au-Prince, Carrefour, Leogane, Delmas and Jacmel - the areas most affected by the earthquake - for a period of six months, from 15 January 2010 to 15 July 2010. Emergency needs assessments will provide additional food security information which will allow adjustments to targeting and, if needed, to beneficiary numbers.
27. WFP will initially be providing a one-week ration of meals-ready-to-eat (MRE) or other ready to eat food for up to 2 million affected and food-insecure beneficiaries followed by 60 days of general food distribution to 2 million beneficiaries. In this

regard and in order to ensure fast delivery, in kind contributions from existing stocks would be extremely helpful.

28. Wherever possible targeted and food-for-work (FFW) activities will replace general food distributions (GFD) as soon as possible. These activities will initially support efforts to clean and rehabilitate streets, schools, and other public spaces damaged by the earthquake.

29. The planned breakdown of beneficiaries is shown in the below table.

<b>TABLE 1. BENEFICIARY BREAKDOWN BY ACTIVITY</b>	
<b>Activity</b>	<b>Beneficiaries</b>
General Food Distribution (GFD)*	2,000,000
Food for Work (FFW)*	500,000
Initial rapid distribution	2,000,000
Targeted food distributions	500,000
<b>TOTAL</b>	<b>2,000,000</b>

\* The total number of beneficiaries does not correspond to the sum of individual activities due to avoid double counting between GFD and FFW

30. WFP will coordinate the selection of beneficiaries with the Government, United Nations agencies, non-governmental organizations (NGOs), local authorities, associations and leaders.

31. Beneficiary households of GFD activities will be selected based on a combination of the following disaster-related criteria:

- families living in shelters
- families living with host families
- families who lost their homes
- female, or child-headed households

32. During the course of the implementation of this EMOP, beneficiary targeting mechanisms and selection of food-for-work activities will be adjusted as necessary on the basis of project monitoring and on the basis of the results of the ongoing needs assessments, including the emergency food needs assessment (EFSA).

## NUTRITIONAL CONSIDERATIONS AND RATIONS

33. Specific rations have been defined to cover the requirements of the different beneficiary groups as shown in table 2.

**TABLE 2. FOOD RATION BY ACTIVITY**

Initial distributions of meals-ready-to-eat				
Commodity	Ration (g/person/day)	Beneficiaries	Duration (days)	MT
HDR/MRE*	1,100	2,000,000	7	15,400
<b>Total</b>				<b>15,400</b>

HDR= Humanitarian Daily Rations; MRE = Meals Ready to Eat

Initial “blanket” General Food Distributions (GFD)				
Commodity	Ration (g/person/day)	Beneficiaries	Duration (days)	MT
Cereals	300	2,000,000	60	36,000
Pulses	50	2,000,000	60	6,000
Veg Oil	25	2,000,000	60	3,000
CSB	50	2,000,000	60	6,000
HEB			60	160
Salt	5	2,000,000	60	600
<b>Total</b>				<b>51,760</b>

Continued assistance for most vulnerable (GFD)				
Commodity	Ration (g/person/day)	Beneficiaries	Duration (days)	MT
Cereals	300	500,000	120	18,000
Pulses	50	500,000	120	3,000
Veg Oil	25	500,000	120	1,500
Salt	5	500,000	120	300
<b>Total</b>				<b>22,800</b>

Food For Work				
Commodity	Ration (g/person/day)	Beneficiaries	Duration	MT
Cereals	400	500,000	60	12,000
Pulses	50	500,000	60	1,500
Veg Oil	25	500,000	60	750
Salt	5	500,000	60	150
<b>Total</b>				<b>14,400</b>

34. In general food distributions, food will be provided as a family ration for five members to eligible families living in their communities or still in shelters, according to the selection criteria outlined above.
35. General food distribution and food-for-work rations will cover an average of 75 percent of the daily requirements. This ceiling has been established in order to reduce any possible disruption to local markets and the expectation that beneficiaries will gradually recover some of their income-generating potential as well as other food sources over the course of the operation.
36. FFW rations have been established on the basis of similar activities carried out under the current protracted relief and recovery operation (PRRO) "Food Assistance for vulnerable groups exposed to Recurrent Shocks" (2010-2011) and relate to the market value of a daily ration, which is equivalent to the legally-established daily minimum wage. However, in certain circumstances, such as in urban areas, this ration could be increased to reflect local needs.

## **IMPLEMENTATION ARRANGEMENTS**

37. The WFP office in Port-au-Prince is still standing but requires further assessment to verify its condition. WFP sub offices in Cap Haitian and Gonaives are in good condition.
38. In view of the massive destruction of the infrastructure, different options and routes will be used to ensure the delivery of food commodities to the affected population. As of 14 January the northern access from Gonaives to Port au Prince can be used to transfer commodities to the northern suburbs of Port au Prince where shelters will be set up. The other corridors are currently disrupted but recovery work is already ongoing to open the road from the Dominican Republic to Haiti and as soon as it is feasible, deliveries through this access route will be initiated and progressively scaled up.
39. Deliveries will therefore be organized through the port of Gonaives and Port au Prince in Haiti and Barahona and Santo Domingo in the Dominican Republic for onward transportation to the distribution areas. When feasible, barges will be used in order to deliver food directly on the coast of Port au Prince, alternatively, security permitting and when possible, road convoys from the different ports will be used. Due to the risk of civil unrest, during the initial period, military escorts will be requested.
40. WFP's office in the Dominican Republic is providing support to the relief operation and will be functioning as a base to access Haiti overland with commodities and other needed supplies.
41. It is expected that government and partners will designate and establish areas for shelter at different points around town and in the outlying areas and food will be delivered to distribution points for these shelters. In addition, general food distributions are envisaged for the affected population which is not using the shelters.



These general distributions will be organized in coordination with the committees of the Direction of Civil Protection (DPC), local authorities, MINUSTAH, and international/local NGOs.

42. During the initial phase of the interventions, it will be necessary to distribute food which does not require any preparation as people have no access to cooking facilities and/or fresh water. Therefore WFP plans to use a combination of high energy biscuits and meals-ready-to-eat to meet the initial needs of 7 days for approximately 2 million beneficiaries.
43. The situation is expected to stabilize and access to the various urban areas should improve with deliveries and installations of shelters and distributions of cooking utensils and other equipment such as water bowzers. At this point, the distributions will transition to a combination of community kitchens in the designated sheltered areas and dry rations for those who are sheltered across the different areas of town. It is expected that at this stage, deliveries and distributions will increase exponentially over a short period of time.
44. In consultation with partners, WFP will consider setting up a network of collective kitchens (approximately 200) that would provide cooked meals for an average of 500 persons/day/kitchen in the most affected areas of Port au Prince or other affected urban areas. These kitchens would cater for the needs of populations hosted in collective centres and would be used to continue urgent food support for those who do not have access to cooking facilities. Collective kitchens in urban settings can ensure a high population catchment and will minimize fuel consumption at a time when it will be particularly scarce and expensive. The kitchens will be managed by communities, parishes, or NGOs, depending on the situation. WFP would provide food and cooking equipment to these kitchens. In view of the infrastructure destruction, WFP may also consider setting up a mobile bakery system to complement wet food distribution and/or ensure a larger catchment with a simple, easy to carry and ready to eat staple food.

<b>TABLE 3. TOTAL FOOD REQUIREMENTS BY ACTIVITY</b>	
<b>Activity</b>	<b>TOTAL (MT)</b>
HDR/MRE's	15,400
GFD Blanket	51,760
GFD Vulnerable groups	22,800
FFW	14,400
<b>TOTAL</b>	<b>104,360</b>

## **PERFORMANCE MONITORING**

45. Regular monitoring of the EMOP will be undertaken together with WFP implementing partners. Warehouse management, distributions and FFW outputs will be monitored and adjustments made as necessary. At the local level, WFP will coordinate activities with beneficiaries and municipal authorities regarding implementation, monitoring of distributions and outcome management.
46. Baseline information produced through the EFSA will be evaluated at the end of the operation through a final survey. Resources have been budgeted to implement these studies.
47. Additional field monitors and vehicles will be hired to ensure that food distributions are managed efficiently and that beneficiaries receive their full entitlement.
48. Logistics, procurement, and finance, are also areas that will be reinforced. An emergency coordinator will be hired to manage the emergency.

## **HANDOVER STRATEGY**

49. Towards the end of the EMOP, an assessment, to be carried out in coordination with the government, will determine evolving needs in affected areas, and in particular the special needs of its most vulnerable populations. This analysis will be the basis for a review of the portfolio of WFP activities in Haiti (including emergency, PRRO and the strategic direction for 2010 and beyond), in order to ensure that any additional needs following the termination of this EMOP are addressed in the most adequate manner.
50. WFP will participate with the United Nations System and concerned government agencies in the formulation of a reconstruction plan for affected areas and to strengthen capacities on emergency preparedness and response, especially to recurring emergencies.

## **SECURITY CONSIDERATIONS**

51. In Haiti, WFP operates within an integrated mission and the United Nations security phase at the time of writing is Phase III. The security situation is volatile, particularly in certain poor neighbourhoods of urban areas. These security problems tend to have a spillover effect and affect several regions of Haiti. The WFP country office is staffed with a Security officer who is responsible for the liaison with MINUSTAH.
52. WFP is committed to comply with the Minimum Operational Security Standards (MOSS) and with the Minimum Security Telecommunications standards (MIST). The office premises will need to be assessed and possibly a new location will need to be identified following this earthquake.

## **RECOMMENDATION**

The Executive Director and Director-General of FAO are requested to approve the proposed emergency operation “Food assistance to earthquake affected populations in Haiti”

## **APPROVAL**

.....  
Josette Sheeran  
Executive Director

Date: .....

.....  
Jacques Diouf  
Director-General of FAO

Date: .....

## ANNEX IA

### WFP PROJECT COST BREAKDOWN

	Quantity	Average	Value
	(mt)	cost (US\$) per mt	(US\$)
<b>COSTS</b>			
<b>A. Direct operational costs</b>			
Cereals	66,000	502	33,127,000
Pulses	10,500	980	10,290,000
Oil and fats	5,250	1,200	6,300,000
Salt	1,050	175	183,750
HDR	15,400	8,000	123,200,000
HEB	160	1,400	224,000
CSB	6,000	510	3,060,000
<b>Total commodities</b>	<b>104,360</b>		<b>176,384,750</b>
<b>External transport</b>		<b>137.40</b>	<b>\$14,339,164</b>
<b>Landside transport</b>		<b>0</b>	
<b>ITSH</b>		<b>159.59</b>	<b>\$16,654,812</b>
<b>Total LTSH</b>		<b>159.59</b>	<b>\$16,654,812</b>
<b>Other direct operational costs</b>		<b>57.97</b>	<b>\$6,050,000</b>
<b>Total direct operational costs</b>			<b>\$229,943,046</b>
<b>B. Direct support costs</b> (see Annex IB table below for details)		<b>158.24</b>	<b>\$16,514,320</b>
<b>C. Indirect support costs</b> (7 percent of total direct costs)			<b>\$16,096,013</b>
<b>TOTAL WFP COSTS</b>			<b>\$246,039,060</b>

## ANNEX IB

### DIRECT SUPPORT REQUIREMENTS (US\$)

<b>Staff</b>	
International professional staff and Consultants	3,832,320
National professional officers and Consultants	2,850,000
National general service staff	750,000
Temporary assistance	300,000
Overtime	
Staff duty travel <sup>3</sup>	2,928,000
Staff training and development	
<b>Subtotal</b>	<b>\$10,660,320</b>
<b>Office expenses and other recurrent costs</b>	
Rental of facility	200,000
Utilities (general)	500,000
Office supplies	20,000
Communication and IT Services	1,000,000
Vehicle maintenance and running cost	500,000
Office set up and repairs	1,000,000
Equipment Repair and Maintenance	1,000,000
<b>Subtotal</b>	<b>\$4,220,000</b>
<b>Equipment and other fixed costs</b>	
Local Security Costs Planning	200,000
Vehicles	306,000
TC/IT equipment	1,128,000
<b>Subtotal</b>	<b>\$1,634,208</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>\$16,514,320</b>

<sup>3</sup> Costs include incentives; hazard pay and DSA

ANNEX II - Logical Framework Summary of Haiti EMOP Food assistance to earthquake affected populations in Haiti.

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
<b>Outcome 1:</b> Adequate food consumption of affected populations over assistance period, with special attention to school children, pregnant and lactating mothers, children under 5 and other nutritionally vulnerable groups (1)	1.1 Household food consumption score.	<i>The political context allows the provision of food assistance under humanitarian principles</i> <i>No other major natural event or social upheaval occurs</i> <i>No major pipeline break occurs</i> <i>Other causal problems of malnutrition are addressed by partners and Government (i.e. water and sanitation, health, training, etc.)</i>
<b>Output 1.1</b> 1.1.Timely provision of food in sufficient quantity for targeted beneficiaries in disaster affected areas (1)	1.1.1 Actual amount of food distributed by commodity type and activity as a percentage of planned distributions,  1.1.2 Actual number of women, men, girls and boys receiving food and non food assistance by activity as percentage of planned beneficiaries	<i>Strong partner and government distribution support is available</i> <i>No major endemic outbreak occurs</i>

## ANNEX III – MAP

## Haiti - Potentially affected population

### Earthquake 12, January 2010

