

Protracted Relief and Recovery Operation Bangladesh 10045.4
Assistance to Refugees from Myanmar

Duration:	1 January 2009 – 31 December 2010 (24 months)
Number of beneficiaries:	30,500 refugees
WFP food tonnage:	13,379 mt
WFP food cost:	USD 7,141,981(including US\$25,670 for cash transfer)
Total cost to WFP:	USD 9,768,530

EXECUTIVE SUMMARY

Bangladesh PRRO 10045.4 will assist refugees from Myanmar sheltering in Kutupalong and Nayapara refugee camps in the Cox's Bazar district of Bangladesh. The refugees are of the 'Rohingya' ethnic minority and mostly came to Bangladesh in 1991 following religious and ethnic persecution in Myanmar. The refugees are restricted from being involved in income earning activities and obtaining higher education in Bangladesh, and are thus dependent on humanitarian assistance for their survival. Existing WFP activities to be continued under this new phase of the PRRO include General Food Distribution, Supplementary and Therapeutic Feeding and School Snacks. Additional activities will also be initiated to support livelihood development through the distribution of grants along with other non-food and training inputs.

In June 2008, a UNHCR-WFP Joint Assessment Mission (JAM) was undertaken, with the participation of the Government of Bangladesh. The mission recommended that humanitarian agencies step up their efforts to assist the refugees to become self reliant. The Mission's findings form the basis for this new phase of the PRRO. WFP will strengthen its approach in terms of livelihood and self-reliance activities to pave the way for long term solutions, in partnership with UNHCR and other partners. UNHCR and the United Nations Country Team in Bangladesh, along with the Dhaka Steering Group comprising a number of diplomatic missions, are advocating with the Government of Bangladesh to create conditions for the refugees to achieve self-reliance in Bangladesh until the situation in Myanmar is conducive to repatriation.

WFP's assistance to the Myanmar refugees, which is being carried out at the request of the Government of Bangladesh (GoB), is part in the United Nations Development Assistance Framework for Bangladesh (UNDAF 2006-2010) and contributes to fulfil WFP's Strategic Objectives 1 to save lives and protect livelihoods in emergencies; WFP Strategic Objective 3 to restore and rebuild lives livelihoods in post-conflict, post-disaster or transition situations and Strategic Objectives 4, to reduce chronic hunger and under nutrition. These objectives of the PRRO support the achievement of Millennium Development Goals (MDG) 1 (Eradicate extreme poverty and hunger), MDG 2 (Achieve universal primary education), MDG 4 (Reduce child mortality) and MDG 5 (Improve maternal health). There is a clear need to continue international humanitarian support to the refugees, as the host-government, local communities and NGOs do not have the means to substitute the inputs now provided by WFP.

The phasing out of WFP food assistance is contingent upon the refugees attaining self-reliance which is heavily dependent on GoB policy. Until an agreement is reached between UNHCR, the GoB and the Government of the Union of Myanmar (GOUM) on the future of the Rohingya refugees, WFP considers that a concrete exit plan is premature.

It is therefore recommended that a new phase of the PRRO be approved for a further 24 months, from 1 January 2009 to 31 December 2010.

1 SITUATION ANALYSIS AND SCENARIOS

1.1 The overall context

- 1.1.1 Between November 1991 and April 1992 a large number of people from the North Rakhine State of Myanmar belonging to a Muslim ethnic group known as 'Rohingya', sought refuge in the Cox's Bazar district of southeast Bangladesh. The migration took place against a background of religious and ethnic persecution by the Myanmar authorities. In September of 1992, a joint UNHCR and GoB registration process verified the presence of 250,877 refugees. By mid-1997, following a large repatriation programme, this number had dwindled to less than 25,000. At the request of the Government of Bangladesh, WFP has provided relief food aid to the refugee population since April 1992.
- 1.1.2 As of 31 July 2008, 27,897 refugees (5,113 families) reside in the two residual camps in the Cox's Bazar district. Although there has been no significant improvement in the situation in Northern Rakhine State of Myanmar, no new influx is currently expected.
- 1.1.3 Apart from the two official refugee camps, there is also a settlement of approximately 10,000 Rohingya people at a site known as Leda Bazar, approximately two kilometres from Nayapara Camp. As these Rohingyas have not been registered as refugees by the GoB or UNHCR, WFP is not providing food assistance. Agencies currently funding and/or working at this site include the European Commission's Humanitarian Aid Office (ECHO), UNICEF, Islamic Relief and Muslim Aid UK.
- 1.1.4 It is estimated that between 100,000 and 250,000 Rohingyas from Myanmar have spontaneously settled in Bangladesh, independent of international assistance.
- 1.1.5 In general, the political and security situation is stable but there are a number of protection concerns over conflicts between refugees and the host community. Sexual and Gender Based Violence (SGBV) is also prevalent and a concern.

Gender Concerns

- 1.1.6 The refugees belong to a relatively conservative Muslim faction whose traditions limit women's scope to engage in activities outside their homes. Nevertheless, the large number of female-headed households (32 percent) has necessitated easing of these restrictions and over time visibility of women in public areas and participation in camp activities has increased.

Environmental Concerns

- 1.1.7 Although UNHCR provides cooking fuel in the form of compressed rice husk (CRH) there are relatively frequent breaks in the supply. When no CRH is available, refugees turn to the surrounding forests to collect firewood which impacts negatively on the environment. This also leads to tension between the local community and the refugees.

Durable Solutions

- 1.1.8 Prospects for durable solutions remain limited. The prevailing conditions in Myanmar mean that repatriation is not a feasible option in the short-term. Third country resettlement became an option for the Rohingya population in 2006 and will continue to be available only to a small proportion of the population. Although the GoB is officially opposed to the concept of local integration, over time the refugees have, to an extent, managed to engage themselves in some locally-based income generating opportunities. The United Nations Country Team in Bangladesh is using this window of opportunity and stepping up its existing programmes in the refugee affected area to positively impact the self reliance of the refugees.

1.2 The food security and nutrition situation

- 1.2.1 Refugees are highly dependent on food aid which is the main food source and the bulk of the refugee diet. Most households (65-75 percent) lack access to regular income and depend on the sale of food and non-food items and purchasing on credit¹. Many households have

¹ WFP Food Access and Utilization Study 2007

difficulty meeting their food needs and resort to some form of negative coping strategy such as skipping meals or borrowing food.

1.2.2 Key underlying reasons for household food insecurity include:

- Sharing of the ration with unregistered refugees living in the camps.
- Poor access to complementary food and essential non-food items, resulting in ration sales to purchase necessities (vegetables, fish, spices, fuel and firewood).
- Lack of sufficient work opportunities in the host community.
- Government restrictions of refugee movement and employment.
- Food production is only possible for a small number of households as access to land for kitchen gardens in the camps is limited.

1.2.3 The nutritional status of the refugees has fluctuated considerably over the past five years. The global acute malnutrition² (GAM) rate of 12.5 percent in 2003 increased to 16.8 percent in 2005. A joint UNHCR-WFP nutrition strategy was developed in 2006 which used a multi-sectoral approach to address the factors causing the rising malnutrition. Additional funds were provided under the (UNHCR) High Commissioner's Special Project for Health and Nutrition in 2007 and a blanket feeding programme for 6-24 month children was initiated to target the most vulnerable group. WFP continued its support for the Supplementary and Therapeutic Feeding Programmes (SFP and TFP) and strengthened the programme by improving its coverage. This was successful in decreasing the GAM to 12.6 percent in 2006 and subsequently down to 8.6 percent in 2008.

1.2.4 Although the prevalence of wasting in 2008 significantly decreased compared to 2007, during the same period there was an increase in the prevalence of underweight (55 to 57 percent) and stunting (58 to 59 percent) which is much higher than the Bangladesh national level. These findings suggest that although the prevalence of acute malnutrition has decreased in one year, the problem of chronic malnutrition persists among the Rohingya refugee children³. There are several contributing factors. A high percentage of refugees (65 to 75 percent)⁴ lack access to regular income and depend on the sale of food items to purchase other essential items. Other factors include early marriage, child spacing, child care practices, camp environment, etc.

1.2.5 The population remains vulnerable with respect to micronutrient deficiencies and women and children are most commonly affected by Vitamin A, riboflavin, iron and iodine deficiencies 47 percent of children under five and 37 percent of pregnant and lactating women suffer from anaemia⁵. In August 2008, UNHCR introduced a fifteen-element micronutrient powder to support the micronutrient intake of under-5 children, adolescent girls and pregnant and lactating women.

1.3 Scenarios

1.3.1 This PRRO is designed on the assumption that the situation will remain stable and no major changes will take place in the next 24 months. However, the following scenarios are considered as contingencies: 1) massive repatriation following a change in the political climate in Myanmar, 2) a breakthrough in negotiations with the GoB allowing integration of refugees into the community, 3) large scale third country resettlement, or any combination of the first three, and 4) a possible increase in the caseload, depending on political developments in Myanmar or registration of Rohingyas already living in Bangladesh.

1.3.2 In the event of scenarios 1 or 2 (repatriation or local integration) taking place, food resources allocated to this PRRO would be used to assist the refugees in their new situation. In the case that scenario 1 or 3 (repatriation or resettlement) brings the refugee population down significantly, call forwards of food aid would be adjusted and budget revisions made

² Wasting of children 6-59 months: weight-for-height Z score >2 standard deviations using NCHS/WHO reference

³ Helen Keller International, 2008, Assessment of malnutrition and micronutrient status of children, pregnant and lactating women living in Rohingya Refugee Camps

⁴ WFP Food Access and Utilisation Study 2007

⁵ ibid

accordingly. In the case of scenario 2 (local integration), food resources would be allocated to support the refugees through food security and livelihood activities in Bangladesh. In the event of scenario 4 (a new influx), an expansion of the PRRO would be requested.

2 POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

2.1 Policies, capacities and actions of the government

- 2.1.1 Bangladesh is not a signatory to the 1951 Refugee Convention and it does not accept any notion of permanence for the refugees. While Government of Bangladesh (GoB) affords protection, the right of residence and receipt of food rations by refugees living in the camps, it continues to enforce restrictions on their access to employment and higher education. While freedom of movement outside the camps is not officially permitted, these rules have been relaxed in recent years and more refugees are able to leave the camps to engage in informal employment.
- 2.1.2 From the beginning of the refugee operation, the GoB has provided a number of services to the refugee population, including housing, protection and general administration under UNHCR funding. The GoB has been supportive of food and health interventions from WFP and UNHCR aimed at improving the nutrition and health situation of the refugees.
- 2.1.3 Bangladesh as a low-income food-deficit country (LIFDC) is not in a position to provide the support required for the maintenance of the refugees.

2.2 Policies, capacities and actions of other major actors

- 2.2.1 At present, WFP and UNHCR are the only actors playing a major role in the food security of refugees. The capacity of current partners implementing food and nutrition activities is considered to be limited. UNHCR has been lobbying for a qualified international NGO to gain permission to work in the camps to specifically implement nutrition and food security activities. It is hoped that a new agency will be on board in 2009 to implement WFP's home gardening programme as well UNHCR's nutrition activities.

2.3 Coordination

- 2.3.1 The Ministry of Food and Disaster Management (MFDM) is responsible for coordinating assistance to the refugees and does this through the office of the Refugee Relief and Repatriation Commissioner (RRRC) in Cox's Bazar and the Myanmar Refugee Cell within MFDM in the capital Dhaka.
 - 2.3.2 Humanitarian agencies working with Rohingya refugees meet on a monthly basis in Cox's Bazar to coordinate activities.
 - 2.3.3 The United Nations Country Team (UNCT), comprising the heads of all resident agencies, meet at regular intervals in Dhaka, under the chair of the UN Resident Coordinator. Rohingya refugee matters are thus deliberately discussed on a regular basis.
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3 OBJECTIVES OF WFP ASSISTANCE

- 3.1 The goals and objectives of this PRRO are in line with the Bangladesh UNDAF framework, WFP's Strategic Objectives 1, 3 and 4, WFP's Gender Policy and MDGs 1, 2, 4 and 5.
- 3.2 The goal of this PRRO is to improve the overall livelihood and self-reliance of the Rohingya refugee population.
- 3.3 Specifically, the PRRO operation intends to achieve the following objectives:
 - Enhanced food consumption and nutritional intake within refugee households (SO-1);

- Increased involvement of refugees in income generating activities to improve livelihood and self-reliance (SO-3);
- Reduced level of malnutrition among targeted children and women (SO-4); and
- Increased access to education for refugee boys and girls (SO-4).

4 WFP RESPONSE STRATEGY

4.1 Nature and effectiveness of food-security related assistance to date

4.1.1 Food security activities carried out by WFP to date are listed below. All are deemed to have been effective in meeting their objectives except for Food for Work (community services) which ceased following the 2006 Joint Assessment Mission's concerns that a paid incentive work was an obstacle to voluntary community participation.

- General Food Distribution
- Supplementary and Therapeutic Feeding
- School Snacks
- Food for Training
- Food for Work

4.1.2 Food security activities carried out by UNHCR include:

- Annual distribution of vegetable seeds: A small number of refugees who have access to land have successfully established vegetable gardens.
- Annual distribution of domestic chicks: This activity has provided short-term assistance but has not had a sustainable impact on food security.
- Skills training activities such as tailoring and carpentry: Although these activities have been effective, the scope for refugees to practice and earn income from their acquired skills is limited.

4.2 Strategy outline

4.2.1 The principal role of food provided under this PRRO is to safeguard the nutritional status and food security of the refugee population, including vulnerable groups, through the provision of a general food ration, targeted selective feeding programmes and a school snacks programme. In addition to food transfers, WFP will provide non-food transfers such as cash and agricultural inputs to increase household food security, reduce dependency on food aid and increase refugee self reliance.

4.2.2 WFP is stepping up its support for refugee self reliance activities and it is hoped that over the next two years refugee independence will significantly increase. In the meantime, it is essential that WFP continues to provide the full general food ration to refugees.

4.2.3 This strategy is in line with the findings of the 2008 UNHCR-WFP Joint Assessment Mission and is built upon the interagency vision for the future of the camps prepared at the UNHCR 'NGO and Partners Country Operations Plan Workshop' in March 2008.

The main components of WFP's response strategy are outlined below:

General Food Distribution

4.2.4 The general food ration is designed to meet the minimum nutritional needs of 30,500 registered refugees. WFP is providing a full food ration consisting of six commodities and 2,160 kilocalories. Measures have been put in place to ensure that women have equal access to assistance such as separate queues and prioritised distribution for females. The Bangladesh Red Crescent Society (BDRCS) is the implementing partner for general food distribution.

Selective Feeding Programme

- 4.2.5 The SFP and TFP are managed by the GoB Ministry of Health (MoH). Patients are identified, through systematic growth monitoring conducted for all under-5 children as well as through other channels such as the health care centres and community health volunteers. On-site feeding is combined with health education during daily attendance at the centres.
- 4.2.6 Children under-5 found to be malnourished (between 70-80 percent weight for height), are referred for enrolment in the supplementary feeding programme and receive high-energy porridge prepared on-site with WFP commodities. They remain enrolled in the programme until they exceed 85 percent W/H and maintain this for at least one month. On-site feeding is used in this operation due to the high risk of commodities being shared or used for other purposes if taken home.
- 4.2.7 All pregnant and lactating mothers receive a porridge made on-site from WFP commodities, including fortified blended food. They also receive vitamin, iron and folic acid supplements supplied by UNHCR. They are enrolled in SFP upon referral from the Health Centre for the last 24 weeks of pregnancy and up to 24 weeks after delivery. A planning figure of 500 children and 1,400 pregnant and lactating mothers is envisaged, based on average enrolment rates and expected natural growth rates.
- 4.2.8 Therapeutic Feeding caters to the needs of severely malnourished children (<70 percent W/H) under the age of ten years, low-birth weight (i.e. below 2.5 kg) or premature babies with their mothers and other serious medical cases. UNHCR is fully responsible for the Therapeutic Feeding Programme and is providing Ready to Use Therapeutic Food (RUTF) to severely malnourished children for their recovery. WFP will continue to provide a food ration to the accompanying guardian who receives instructions to maintain the child's nutritional status, as well as a nutritious meal each day the child is admitted to the centre.

School Snacks Programme

- 4.2.9 The School Snacks Programme is designed to encourage enrolment and school attendance of refugee children. Each student receives 50 grams of locally produced fortified biscuits for each day of attendance, up to 250 school days a year. WFP is also supporting adolescent girls to attend literacy classes under this programme. A total of 225 mt of biscuits over two years for 9,000 students will be required.

Livelihood Project

- 4.2.10 In 2008, WFP initiated a number of small-scale livelihood development activities in the camps including home gardening and a grant scheme for vulnerable women. In 2009, WFP plans to strengthen these activities as well as introduce new components with the aim of increasing household food security and refugees' ability to earn an income. Elements such as cash transfers assist in the restoration of self-worth, an important step on the path to self reliance. The livelihood project will contain the following components:
- Continuation of grants (empty rice bags and oil bottles) to female-headed households and other vulnerable individuals to purchase productive assets.
 - Initiation of cash/asset grants to skilled individuals (male and female) as start up capital for small businesses or other income generating activities.
 - Introduction of training packages on life skills, income-generating activities (IGAs) and entrepreneurialism and business skills.
 - Introduction of a revolving loan scheme through an implementing partner (planned for 2010).
 - Scaling-up of home gardening activities to include demonstration plots, a seedling nursery, training, monitoring and other inputs such as natural fertilizer, insecticides, seedlings and fencing materials.
 - Allocation of cash incentives to in-camp refugee skills trainers.
 - Support of new activities as recommended by the forthcoming study report by ILO on refugee livelihood capabilities in partnership with UNHCR.

4.3 Handover strategy

- 4.3.1 The scope for initiating major development activities for the refugees and subsequently downsizing the WFP feeding operation are limited as the GoB continues to be reluctant to support such activities, fearing they might further discourage repatriation and even encourage a further influx.
- 4.3.2 UNHCR and the United Nations Country Team in Bangladesh, along with the Dhaka Steering Group comprising 14 diplomatic missions, are advocating with GoB and working towards an agenda of creating conditions for refugees to achieve self-reliance in Bangladesh until the situation in Myanmar is conducive to repatriation. This has met with limited success but efforts at all levels are continuing.
- 4.3.3 The phasing out of WFP food assistance is contingent upon refugees attaining self reliance which is heavily dependent on the GoB's policy. Until an agreement is reached between UNHCR, GoB and the Government of the Union of Myanmar (GOUM) on the future of the Rohingya refugees, WFP considers that a concrete exit plan is premature.

5 BENEFICIARIES AND TARGETING

- 5.1 The WFP and UNHCR Memorandum of Understanding of 2002 confirms WFP's mandate to provide food assistance to the refugees. Accordingly, all refugees registered in UNHCR's database and agreed upon by the GoB are included under general food distribution. The number of beneficiaries to be covered by this phase of the PRRO is 30,500 refugees. The planned refugee number is based on the mid-2008 population figure, and takes into account an average population growth rate of 4.4 percent.
- 5.2 The refugee population is 48.2 percent male and 51.8 percent female. The average refugee family size is 5.5. The population has a high proportion of female-headed households (32 percent) and a high proportion of children under 5 (18.7 percent) and between 5 and 12 years (27.6 percent). In total, 57.7 percent of the population is below 18 years of age⁶.
- 5.3 Although not officially permitted by the GOB, refugee men have been leaving the camps to work outside for a number of years. However, it is only within the last two years that they have been able to do so without having to pay the camp authorities to leave and enter the camp. Outside the camps, men obtain employment in activities such as working in rice paddies, salt fields, brick factories, rickshaw pulling, fishing and collecting and selling firewood. The regularity of job opportunities is limited and follows seasonal agricultural variations.
- 5.4 Since 2007, men are also earning money inside the camps by working for shelter construction contractors and by producing school uniforms and bags in a project supported by Austcare and TAI.
- 5.5 Females, especially those from female-headed households engage in various activities within the camp to supplement their livelihood. Some of these activities are self-initiated (such as producing and selling items such as fishing nets and baskets) while others are arranged by camp agencies (such as serving as volunteers with NGOs and producing school uniforms). Some women go to the forest to collect firewood for sale despite the risk of being beaten or harassed. Also some women who completed the in-camp tailoring program use the acquired skill to generate income by sewing for refugees or by tutoring other women for a small fee.
- 5.6 Although it is known that varying levels of economic well-being exist within the camp population, it is not possible to target general food distribution using socio-economic profiling until the GoB officially recognises the refugees' right to work and earn an income.
- 5.7 Beneficiary numbers are outlined in the following table. An explanation of beneficiary selection and targeting for the feeding and school snacks programmes is provided below.

⁶ UNHCR Demographic Data: 31 July 2008

Table 1: Food Aid Beneficiaries

Activity	Males	Females	Total
General Food Distribution	14,700	15,800	30,500
Supplementary Feeding – Pregnant and lactating women		1,400	1,400
Supplementary Feeding – Children under-5	200	300	500
Therapeutic Feeding - Children	25	25	50
Therapeutic Feeding – Mothers		50	50
Schools Snacks – School Children	4,050	4,350	8,400
School Snacks – Adolescent Girls		600	600

- 5.8 The selective feeding programmes are designed based on the WFP-UNHCR Selective Feeding Guidelines. The MoH selects participants according to the criteria indicated in these guidelines. A planning figure of 1,900 has been applied for SFP and TFP coverage; it is estimated that 50 guardians will be accompanying patients.
- 5.9 All children enrolled in the camps schools and all adolescent girls enrolled in literacy classes are eligible to receive fortified biscuits under the School Snacks programme. It is expected that UNICEF will have fully taken over responsibility for camp education from UNHCR in 2009. UNICEF's education implementing partner will be responsible for recording, enrolment and attendance. The School Snacks programme will target 9,000 beneficiaries, of which 4,050 are boys and 4,350 girls in primary schools, and 600 adolescent girls (aged 12 to 17 years) receiving literacy training.
- 5.10 The table below outlines beneficiary numbers for the livelihood project components:

Table 2: Non-food transfer beneficiaries

Activity	Transfer Type	Males	Females	Total
Small grants scheme	Empty bags and bottles		1,600	1,600
Cash/Asset grant	A ceiling of US\$ 200 cash or asset grant equivalent	100	100	200
Life skills and income-generating training	Training	600	1,200	1,800
Home Gardening	Agricultural inputs and training	1,250	1,250	2,500
Incentives for trainers and volunteers	Cash	80	64	144
Revolving loan scheme	Cash	75	75	150
Grand Total		2,105	4,289	6,394

- 5.11 Beneficiaries of non-food transfers: Participation in the livelihood project activities will be open to all interested refugees but priority will be given to vulnerable refugees such as female-headed households, the disabled and refugees with specific nutritional needs such as patients enrolled in the SFP and TFP. Female-headed households will be given particular emphasis as they do not have a male member to go outside the camps for work. There are 5,096 families living in the camps and there are 6,207 participants targeted under the livelihood project. It is expected that one or more members from each refugee family will benefit from the livelihood project.

- 5.12 Refugees skilled in any trade marketable in the local economy will be eligible for the cash/asset grant component. Beneficiary selection will be carried out by TAI, an NGO partner, and jointly monitored by WFP and UNHCR.

6 NUTRITIONAL CONSIDERATIONS AND RATIONS

- 6.1 The daily per capita rations (see Table 3) are the same as the previous phase of the PRRO for the General Food Distribution and School Snacks. For the SFP, the ration for children under-5 has been brought in line with the pregnant and lactating women ration after dry skimmed milk (DSM) was removed as a result of the 2006 JAM. For the TFP, WFP continues to provide support for the guardians of severely malnourished children, but UNHCR is now taking full responsibility for children by providing Ready to Use Therapeutic Food (RUTF).
- 6.2 Cooking fuel and cooking utensils are supplied by UNHCR. Refugees have access to safe drinking water in both camps.
- 6.3 Table 3: Daily Ration Scales (g)

Activity	General Food Distribution	Supplementary Feeding		Therapeutic Feeding	School Snacks
	All refugees	Children under 5	Pregnant/lactating mothers	Accompanying Attendants	School Children/Adolescents
Beneficiaries	30,500	500	1400	50	9,000
Feeding Days/Year	365		312	312	250
Rice	450			450	
Pulses	40			40	
Vegetable Oil	20	25	25	20	
Salt (iodized)	10	3	3	10	
Sugar	10	25	25		
Blended Food (WSB)	50	75	75		
Biscuits					50
Protein Content	49.5g (9%)	15g (9.7%)		41.3g (8.5%)	6g (10.7%)
Fat Content	25.5g (11%)	29.5g (42.7%)		22.7g (10.5%)	7.5g (30%)
Total Kcals	2160	621		1951	225

- 6.4 The total food requirements of this PRRO for two years are presented in Table 4. The total WFP requirement is 13,323 mt of food commodities, inclusive of general, supplementary and therapeutic rations and school snacks.

Table 4: Food Aid Requirements (in metric tonnes*)

Activity	General Food Distribution	Supplementary Feeding		Therapeutic	School Snacks	Total (MT)
Beneficiaries	All refugees	Children under 5	Pregnant/lactating mothers	Accompanying Attendants	School Children/Adolescents	
	30,500	500	1400	50	9,000	
Rice	10,032			14		10,046
Pulse	891			1		892
Vegetable oil	446	8	22	0.624		476
Salt (iodized)	223	1	3	0.312		227
Sugar	223	8	22			253
Blended Food (WSB)	1,115	23	66			1,204
Biscuits					225	225
Total	12,930	40	113	15	225	13,323

* Excluding 54mt equivalent to cash transfer

7 IMPLEMENTATION ARRANGEMENTS

Participation

- 7.1 There are a number of mechanisms whereby refugees participate in the planning of project activities. In 2008, key participatory consultations included the UNHCR-WFP Joint Assessment Mission as well as the Age, Gender and Diversity Mainstreaming (AGDM) Participatory Assessment led by UNHCR with the support of all UN and NGO partners.
- 7.2 Camp management has undergone significant changes over 2007 and 2008 with the establishment of block committees as well as an overarching Camp Management Committee (CMC). The CMC is made up of selected refugee leaders and has provided a new avenue for agencies to consult, both formally and informally, with refugee representatives.
- 7.3 Consultations such as these will continue throughout the next phase of this PRRO to maximise refugee participation, particularly of women, in project planning and implementation.
- 7.4 Although refugees work as volunteers for food distribution and handling, the level of refugee participation in the management of food remains limited. In 2009, WFP plans to take the lead by further promoting refugee participation in food management, particularly women, in collaboration with UNHCR, BDRCS and the GoB.

Partners

- 7.5 WFP and UNHCR enjoy a collaborative and cooperative partnership in Cox's Bazar. Activities are agreed through the annual Joint Plan of Action (Bangladesh) and formal and informal meetings take place between the two agencies on a regular basis.
- 7.6 WFP and UNHCR jointly fund the Bangladesh Red Crescent Society (BDRCS) to manage the delivery, storage and distribution of WFP-supplied food aid and UNHCR non-food items at the camp level. WFP also pays BDRCS for the full costs they incur in transporting food from the Local Supply Depots (LSDs) to the camps.
- 7.7 The MoH manages health services, including the SFP and TFP. Technical Assistance Inc (TAI) is UNHCR's implementing partner for education in Nayapara camp and also monitors WFP's school snacks programme in both camps. TAI is also the implementing partner for skills training and livelihood activities. BDRCS, MoH and TAI send monthly food utilisation reports to WFP with data disaggregated by gender.

Non-food inputs

- 7.8 There are a number of agencies working in the camps providing assistance and services in sectors other than food. The table below gives an overview of these non-food inputs which are essential for the success of the operation.

Table 5: Camp Agencies and Activities

Agency	Area of work
United Nations High Commissioner for Refugees (UNHCR)	Protection, shelter, water, sanitation, non-food items, community services, durable solutions and all other sectors
United Nations Children's Fund (UNICEF)	Education
United Nations Fund for Population (UNFPA)	Health
Technical Assistance Inc (TAI)	Community services, adult education, skills training
Bangladesh Red Crescent Society (BDRCS)	Food and non-food item distribution
Refugee Relief and Repatriation Commissioner (RRRC)	Camp management, law and order
District Controller of Food	Food movement and storage at LSDs
Ministry of Health	Health and nutrition
Research Training and Management International	Health and reproductive health
Handicap International	Disability
Austcare	Education, skills training, sanitation

Logistics Arrangements

Food Resourcing and Delivery

- 7.9 Pulses, biscuits, sugar, and salt are purchased locally in view of the relatively small quantities required, local preferences and economic prices. Blended food (WSB) is either purchased locally or regionally, depending on the available local supply capacity and the prices offered. Regional prices for other commodities are considerably lower than prices within Bangladesh so rice and vegetable oil are therefore imported.
- 7.10 Imported commodities are received at the port of Chittagong and subsequently delivered to Local Supply Depots (LSDs) in Cox's Bazar District. Twice weekly, BDRCS collects the commodities from the nearest LSD and transports them to the camp warehouses where they are stored until distribution. Blended food, pulses and salt are delivered directly by the supplier to the LSDs, while biscuits are supplied directly to a special store built for this purpose by WFP within the respective camp premises.
- 7.11 WFP has provided two large platform scales to be based at the LSD and two scales at camp distribution points to facilitate accurate food distribution at the camp level.

Camp Level Distribution

- 7.12 Around 40 refugee volunteers from vulnerable families distribute general food rations at the camp distribution sites; the volunteers work on a three-monthly rotational basis.
- 7.13 Distribution takes place on a fortnightly basis and the ration entitlement is clearly displayed on boards in the distribution area in Burmese, Bengali and English languages. WFP monitors and verifies the rations received by the refugees through random spot-checks at the distribution site.
- 7.14 WFP ensures that women have equal access at the food distribution sites through a separate queuing system. Currently, approximately half of recipients at the food distribution centres are female.

- 7.15 MoH staff prepare and distribute daily on-site rations in the supplementary and therapeutic feeding centres with the assistance of refugee volunteers. Fortified biscuits are distributed to school-children and adolescent girls by the school-teachers during the middle of each school shift under the overall supervision of the TAI biscuit monitor.

LTSH

- 7.16 WFP will reimburse an average LTSH of Tk. 2,028 (US\$ 29.75) per ton to the Ministry of Food and Disaster Management upon submission of original receipts of expenditure for the transport, storage and handling of commodities purchased internationally, while Tk.225 (US\$ 3.30) per ton for the locally procured commodities received on a DDU basis. A total of Tk.375 (US\$ 5.50) per ton will be reimbursed directly to BDRCS as transportation costs for the movement of WFP donated commodities from the GoB LSDs to the camps.
- 7.17 The payment will be made based on the actual quantity distributed as per Cooperating Partner Distribution Report (CPDR) prepared by BDRCS on a quarterly basis, which is endorsed by both RRRC and the WFP Head of Sub-office. The RRRC submits claims to WFP for reimbursement of LTSH costs to be paid to the Secretary, MFMD on a quarterly basis, based on the distributed figure as reported by the BDRCS.
- 7.18 The LTSH rate will be reviewed periodically, at least every six months, as per the requirements of the global WFP LTSH calculation format and changes in market rates related to handling of the commodities.
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8 PERFORMANCE MONITORING

- 8.1 Monitoring and reporting has progressed smoothly with two full-time Field Monitors (one female) assigned to specifically monitor all relevant aspects of the refugee operation. Monitoring data is fully computerised and stored in a database, facilitating in-depth analysis.
- 8.2 WFP Field Monitors are present on the majority of food distribution days and also conduct regular Beneficiary Contact Monitoring (BCM) at the household level to gather information on food utilisation.
- 8.3 A food basket monitor from TAI is also present in each camp on each distribution day to randomly sample refugee rations. On average refugees are receiving 98 percent of their entitlements.
- 8.4 Monthly reports on food utilisation and food stocks for general food distribution are submitted by BDRCS to the WFP Cox's Bazar Sub-Office (CXBSO). Likewise, the MoH submits monthly reports on commodity distribution under the selective feeding programmes to the WFP CXBSO. CXBSO staff then prepare a monthly Food Availability Status Report (FASREP) to highlight future requirements. A Quarterly Progress Report (QPR) is prepared by the MFDM. The reporting system has proven to be effective in anticipating and minimising breaks in the pipeline.
- 8.5 Regular visits to the camps by international and national staff are made to monitor various issues including camp management and general living conditions. The visits are essential to enhance the visibility of the operation, draw attention to the refugees' needs and improve inter-agency cooperation.
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9 RISK ASSESSMENT AND CONTINGENCY PLANNING

9.1 Risk assessment

- 9.1.1 Any reduction or break in the supply of food assistance would seriously affect the fragile nutrition and health status of the refugees, given the limited coping mechanisms available and Global Acute Malnutrition rates while improving are still high at 8.6 percent (JAM). The host-government, local communities and NGOs do not have the means to substitute the inputs currently provided by WFP.

- 9.1.2 Considering the long period of dependency on external assistance, and past tensions in the refugee camps, significant breaks in the food supply could provoke social unrest.
- 9.1.3 The goal of self-reliance of the refugees remains a priority; however it is believed that this can only be fully achieved if the GoB allows the refugees the right to education, work and freedom of movement.

9.2 Contingency Planning

- 9.2.1 A number of contingency plans and early warning mechanisms relevant to this operation were created or updated in 2008 including:
- UNHCR Contingency Plan for Mass Influx
 - UNHCR Epidemic Preparedness Plan (including Avian Influenza)
 - UNHCR Cyclone Contingency Plan
 - WFP Cox's Bazar Disaster Contingency Plan
 - WFP Bangladesh South Coordination Contingency Plan
 - WFP Bangladesh Monsoon Monitoring and Early Warning Bulletins

10 SECURITY CONSIDERATIONS

- 10.1 Security issues are prominent in this operation, with a history of refugee grievances and demonstrations. The GoB monitors the security situation through its two CICs as well as through the local Upazila administration, police, and armed forces. The proximity of the two camps to Myanmar, especially Nayapara in Teknaf, along with the ongoing illegal border trade, are reason alone for concern. The security status of returned refugees inside Myanmar appears to be a reason for the limited interest in repatriation.
- 10.2 From November 2004 to June 2005, Cox's Bazar was designated as UN Security Phase II, following a deteriorating local security situation and episodes of violence that culminated in the death of a number of refugees during a protest. The situation has however improved and the area has stayed at Security Phase I since June 2005. UN staff and offices are MOSS-compliant and adequately equipped. Security awareness training is provided to all new staff by UNDSS and all staff have completed the Advanced Security in the Field CD-ROM course. The UN Area Security Coordinator based in Cox's Bazar ensures coordination on national and local security issues.

11. RECOMMENDATION

The Executive Director is requested to approve the proposed Protracted Relief and Recovery Operation Bangladesh 10045.4.

APPROVAL

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Josette Sheeran
Executive Director

Date:

List of Acronyms

AGDM	Age Gender and Diversity Mainstreaming
BCM	Beneficiary Contact Monitoring
BDRCS	Bangladesh Red Crescent Society
CIC	Camp-in-Charge
CMC	Camp Management Committee
CPDR	Cooperating Partner Distribution Report
CRH	Compressed Rice Husk
CXBSO	Cox's Bazar Sub-Office
DDU	Delivered Duty Unpaid
DSM	Dried Skimmed Milk
ECHO	European Commission Humanitarian Office
ERD	Economic Relations Division (of the Government of Bangladesh)
FASREP	Food Availability Status Report
GAM	Global Acute Malnutrition
GFD	General Food Distribution
GoB	Government of Bangladesh
GOUM	Government of the Union of Myanmar
IGA	Income-Generating Activity
ILO	International Labour Organisation
ITSH	Internal Transport Storage and Handling
JAM	UNHCR-WFP Joint Assessment Mission
LIFDC	Low-Income Food-Deficit Country
LSD	Local Supply Depot
LTSH	Landside Transport Storage and Handling
MOSS	Minimum Operational Security Standards
MFDM	Ministry of Food and Disaster Management
MoH	Ministry of Health
MT	Metric Tons
NGO	Non-government Organisation
PRRO	Protracted Relief and Recovery Operation
QPR	Quarterly Progress Report
RRRC	Refugee Relief and Repatriation Commissioner
RUTF	Ready to Use Therapeutic Food
SGBV	Sexual and Gender Based Violence
SFP	Supplementary Feeding Programme
TAI	Technical Assistance Inc
TFP	Therapeutic Feeding Programme
UNCT	United Nations Country Team
UNFPA	United Nations Fund for Population
UNDAF	United Nations Development Assistance Framework
UNDSS	United Nations Department of Safety and Security
UNHCR	United Nation High Commissioners for Refugees
UNICEF	United Nations Children's Fund
W/H	Weight for Height
WFP	United Nations World Food Programme
WSB	Wheat Soya Blend

ANNEX IA

WFP PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost (US\$) per mt	Value (US\$)
COSTS			
A. Direct operational costs			
Rice	10,046	493	4,948,057
Pulse (local purchase)	893	665	593,888
Veg Oil (International purchase)	476	724	344,385
Iodized Salt (local purchase)	227	135	30,418
Sugar (local purchase)	253	562	142,186
Wheat Soya Blend (local purchase)	1,205	635	765,777
Fortified Biscuits (local purchase)	225	1,296	291,600
Food equivalent (rice) for cash transfers	54	475	25,670
Total commodities	13,379		7,141,981
External transport			848,547
Landside transport			185,735
ITSH			201,162
Total LTSH			386,897
Other direct operational costs			224,902
Total direct operational costs			8,602,327
B. Direct support costs (see table below for details)			527,140
C. Indirect support costs (7 percent of total direct costs)			639,063
TOTAL WFP COSTS			9,768,530

ANNEX IB

DIRECT SUPPORT REQUIREMENTS (*dollars*)

Staff

International professional staff	105,540
International Consultants	168,000
National professional officers	
National general service staff	120,000
Temporary assistance	9,000
Overtime	
Staff duty travel	40,000
Staff training and development	9,000
Subtotal	451,540

Office expenses and other recurrent costs

Rental of facility	13,000
Utilities (general)	2,000
Office supplies	10,000
Communication and IT services	13,000
Insurance	3,000
Equipment repair and maintenance	600
Vehicle maintenance and running cost	11,000
Other office expenses	9,000
United Nations Organizations Services	
Subtotal	61,600

Equipment and other fixed costs

Furniture, tools and equipment	6,000
Vehicles	
TC/IT equipment	8,000
Subtotal	14,000

TOTAL DIRECT SUPPORT COSTS	524,140
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