

## Protracted Relief and Recovery Operation – Bangladesh 200142

### Assistance to Refugees from Myanmar

BANGLADESH PRRO 200142	
Number of beneficiaries	31,000
Duration of project	1 January 2011 – 31 December 2012 (24 months)
Food tonnage	14,790 mt
Cost (United States dollars)	
WFP food cost	US\$8,002,544
WFP cash/voucher cost	-
Total cost to WFP	US\$10,830,751

## EXECUTIVE SUMMARY

Protected relief and recovery operation (PRRO) 200142 will assist Rohingya refugees living in Kutupalong and Nayapara camps in Cox's Bazar District, Bangladesh. The majority of refugees came to Bangladesh in 1991 following violence in Myanmar. The refugees are dependent on humanitarian assistance for their survival due to restrictions on income-earning activities by the Government of Bangladesh. Under this new phase of the PRRO, WFP will continue to carry out general food distribution, supplementary feeding and school feeding.

A Joint Assessment Mission conducted in June 2010 by the Office of the United Nations High Commissioner for Refugees (UNHCR) and WFP made recommendations for improvement across all sectors of the operation. A July 2010 nutrition survey showed that although the global acute malnutrition rate has improved, the current level of 14.9 percent remains cause for concern. WFP will strengthen its food and nutrition support based on the recommendations of these two key assessments.

WFP's assistance to Myanmar refugees is conducted at the request of the Government and is consistent with WFP Strategic Plan (2008-2013). It fulfils Strategic Objective 1 (Save lives and protect livelihoods in emergencies) and Strategic Objective 3 (Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations). The PRRO supports the achievement of the following Millennium Development Goals: MDG1 - Eradicate extreme poverty and hunger; MDG2 - Achieve universal primary education; MDG4 - Reduce child mortality; and MDG5 - Improve maternal health.

The phasing out of WFP assistance is subject to the refugees attaining self-reliance, which is dependent on Government policy. WFP continues to consider that a concrete exit strategy is premature until an agreement is reached between UNHCR, the Government of Bangladesh and the Government of the Union of Myanmar on the refugees' future. International humanitarian support continues to be required because the Government, local communities and non-governmental organizations lack the means to substitute the inputs now provided by WFP.

## SITUATION ANALYSIS AND SCENARIOS

### The overall context

1. Between November 1991 and April 1992, a large number of Rohingya people from Northern Rakhine State of Myanmar sought refuge in the Cox's Bazar District of Bangladesh, as a result of violence in Myanmar. In September 1992, the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Government verified the presence of 251,000 refugees. By 1997, following a large repatriation operation, this figure decreased to below 25,000. WFP has provided food assistance to the registered refugees since April 1992.
2. As of June 2010, 28,673<sup>1</sup> registered refugees were residing in Kutupalong and Nayapara camps in Cox's Bazar District. In addition, 200,000 to 400,000 Rohingya from Myanmar have spontaneously settled across Cox's Bazar District.<sup>2</sup>
3. Since early 2009, approximately 32,000<sup>3</sup> Rohingya have congregated on the outskirts of Kutupalong Camp. This 'makeshift site' has increased pressure on resources and increased tensions between Rohingya and host populations. There are also 14,000<sup>4</sup> Rohingya at Leda Bazar settlement, near Nayapara Camp. Neither group has been registered as refugees by the Government or UNHCR and are thus ineligible for WFP assistance.
4. No new influx of refugees is expected, despite the lack of significant change in Myanmar. The political and security situation in Cox's Bazar District is generally stable, but there are a number of protection concerns in the camps, including a high incidence of sexual and gender-based violence.
5. The Rohingya are a relatively conservative Muslim group whose traditions limit women's activities outside the home. Many girls drop out of school after puberty due to these cultural norms. Females comprise 54 percent of students in the first year of primary school, but only 43 percent in higher grades.<sup>5</sup>
6. Camp schools teach the formal Bangladesh national curriculum up to the final year of primary school, and literacy classes are provided to adolescents and young adults who drop out of mainstream schooling. However, refugees cannot access post-primary education due to restrictions on mobility placed on refugees by the Government. The net primary school enrolment rate is 89 percent and the attendance rate is 87 percent.<sup>6</sup>
7. Camp health services are provided by the Government through the Ministry of Health (MoH) with support from UNHCR. Although the health situation in the camps is satisfactory,<sup>7</sup> the nutritional situation is of concern (see paragraphs 11-16 below).

<sup>1</sup> UNHCR Monthly Demographic Report, 30 June 2010.

<sup>2</sup> WFP is participating in a planned joint initiative with other United Nation agencies, in consultation with the Government, to address the needs of the population living in the vicinity of the camps. WFP is able to support such groups under its Country Programme.

<sup>3</sup> Medecins Sans Frontieres Holland, 30 June 2010.

<sup>4</sup> Muslim Aid UK, Email correspondence, 30 June 2010.

<sup>5</sup> UNHCR Basic Education Program June 2010 statistics.

<sup>6</sup> WFP Programme Monitoring report 2009.

<sup>7</sup> UNHCR-WFP Bangladesh Joint Assessment Mission Report, June 2010.

8. Prospects for durable solutions remain limited. The prevailing conditions in Myanmar render repatriation infeasible in the short-term. The Government remains opposed to local integration. Third country resettlement began in 2006 but is a solution for only a small proportion of refugees.

### **The food security and nutrition situation**

9. High vulnerability to food insecurity, dependency on food aid, lack of animal and vegetable sources in the ration basket, sharing of limited food rations, and exchanging rations against lower amounts of food are factors contributing to inadequate food intake and nutritional deficiencies amongst the refugees. High morbidity among 6-59 months children<sup>8</sup> and poor access to complementary foods (particularly of the required diversity) are also underlying causes of malnutrition, especially among younger children.
10. Most (77 percent) refugee households present high levels of food insecurity, as shown by the high share of expenditure on food.<sup>9</sup> Due to Government restrictions on refugee movement and employment, most households (65-75 percent) have no regular income.<sup>10</sup> Refugees remain highly dependent on food assistance and WFP assistance forms the bulk of the refugee diet.
11. Although UNHCR supports kitchen gardening for the most vulnerable households, space limitations hinder widespread homestead food production, constraining the refugees' ability to diversify their diet.
12. To add variety to the food basket (which lacks animal products and vegetables) and acquire other essential items, refugees sell or exchange part of the ration to purchase complementary food and non-food commodities such as vegetables, fish, spices, fuel and firewood. As a result, they rarely consume 100 percent of the food ration.<sup>11</sup>
13. Around 5,000 refugees living within the camps are not registered by the Government,<sup>12</sup> and thus lack access to food rations. One-third of households host at least one member who does not receive rations due to lack of registration.<sup>13</sup> The food ration is shared with unregistered refugees living both inside and outside the camps.
14. The nutrition situation in the camps has fluctuated over the years, with global acute malnutrition (GAM) rates currently close to or over the emergency threshold level of 15 percent and even higher in the 6-23 months age group. Chronic malnutrition (67 percent) and underweight (53 percent) rates are also very high in this group.<sup>14</sup>
15. While exclusive breastfeeding is widespread (67 percent of children 0-5 months old), complementary feeding practices are sub-optimal. Around 64 percent children 6-8

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<sup>8</sup> 65 percent having one or more episodes of general sickness in the last two weeks prior to the survey (ACF 2010).

<sup>9</sup> Annual Nutrition and Health Survey. UNHCR Refugee Camps, Kutupalong and Nayapara, Cox's Bazar District, Bangladesh. Action Contre la Faim (ACF), 2010

<sup>10</sup> Annual Health and Nutrition Survey, ACF 2010

<sup>11</sup> Annual Health and Nutrition Survey. ACF, 2010 - Food Access and Utilization Study. WFP, 2007.

<sup>12</sup> There are various discrepancies between the list of refugees maintained by UNHCR and the list accepted by the Government. A profiling exercise conducted by UNHCR, completed in 2009, identified over 5,000 camp residents who have registered family members but who are themselves excluded from Government list. UNHCR and Government have initiated a process to harmonize the two lists, and WFP will adjust the number of beneficiaries when this is completed.

<sup>13</sup> Annual Health and Nutrition Survey. ACF 2010

<sup>14</sup> Ibid.

months receive complementary food and only 9 percent of children 6-23 months consume an adequately diversified diet.<sup>15</sup>

16. Around one-third of adolescent girls are “thin” (Body Mass Index for age <5<sup>th</sup> percentile) and nearly two-thirds are stunted and at risk of poor maternal and pregnancy outcomes in future. Among pregnant women, 44 percent are malnourished (mid-upper arm circumference <23 cm) and one-quarter at increased risk of a poor pregnancy outcome (MUAC <21cm). Almost 20 percent of lactating mothers have low BMI and suffer from chronic energy deficiency. Anaemia is a severe public health problem, affecting over 40 percent of people in all vulnerable groups (children 6-59 months, adolescent girls and pregnant and lactating women).
17. In this context of food insecurity, the provision of fortified biscuits to children and adolescents in the camp plays an important role in improving school attendance and children’s diet. In 2009, WFP observed that when fortified biscuits could not be distributed (due to pipeline breaks), school attendance by refugee children decreased. This reflects the positive impact of school feeding on attendance, despite other support provided to households through a general ration and supplementary feeding for vulnerable individuals. Fortified biscuits provide welcome variety to the otherwise monotonous diet of refugee children. The biscuits may also offset opportunity costs associated with working, thus encouraging families to send children to school.

## Scenarios

18. It is assumed that the situation will remain stable in the next 24 months. However, the following scenarios are considered as contingencies:
  - Massive **repatriation** following a change in the political situation in Myanmar. Food resources allocated to the PRRO would be used to assist the refugees in their new situation.
  - A breakthrough in negotiations with the Government allows **integration** of refugees into the Bangladeshi community. Food resources would be allocated to support the refugees through food security and livelihood activities in Bangladesh.
  - Large-scale third country **resettlement** resulting in fewer beneficiaries. Budget and call-forwards of food would be revised accordingly.
  - An **increase in beneficiaries** due to new influx from Myanmar or registration of Rohingya people already living in Bangladesh. An expansion of the PRRO would be requested and budget revision carried out.

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

### Policies, capacities and actions of the government

19. Bangladesh has not signed the 1951 Refugee Convention and does not accept any notion of permanence for the refugees. While the Government affords the right of residence and receipt of food rations by refugees living in the camps, it continues to enforce restrictions

<sup>15</sup> Ibid

on their access to employment and higher education. Freedom of movement outside the camps is not officially permitted.

20. The Government has provided various services to the refugee population including shelter, protection and general administration of the camps, with UNHCR funding. Bangladesh is a least-developed country and a low-income food-deficit country and is not in a position to provide for the maintenance of the refugees.
21. The Government prefers that WFP provide assistance to refugees through food commodities rather than cash or voucher transfers.

### **Policies, capacities and actions of other major actors**

22. WFP, UNHCR and Action Contre la Faim (ACF) are the major actors working for refugee food security. These agencies offer a high level of technical expertise “on the ground”, competently managing a variety food and nutrition security interventions.

### **Coordination**

23. The Ministry of Food and Disaster Management (MFDM) is responsible for coordinating assistance to the refugees, through the office of the Refugee Relief and Repatriation Commissioner (RRRC) in Cox’s Bazar and the Myanmar Refugee Cell within MFDM in Dhaka.
24. Humanitarian agencies working with Rohingya refugees meet on a monthly basis in Cox’s Bazar to coordinate activities.
25. The United Nations Country Team (UNCT), comprising the heads of all resident United Nations agencies and chaired by the United Nations Resident Coordinator, meets regularly in Dhaka and discusses Rohingya refugee matters as required.

## **OBJECTIVES OF WFP ASSISTANCE**

26. The objectives of the PRRO are consistent with WFP’s Strategic Objectives 1 (Save lives and protect livelihoods in emergencies) and 3 (Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations) and Millennium Development Goals 1 (Eradicate extreme poverty and hunger), 2 (Achieve universal primary education), 4 (Reduce child mortality) and 5 (Improve maternal health).
27. The goal of the PRRO is to ensure food and nutrition security for the Rohingya refugee population. Specifically, it seeks to achieve the following objectives:
  - To improve food consumption of refugee households (Strategic Objective 1);
  - To reduce levels of malnutrition among targeted children and women (Strategic Objective 1);
  - To increase access to education for refugee boys, girls and adolescents (Strategic Objective 3).

## **WFP RESPONSE STRATEGY**

### **Nature and effectiveness of food security related assistance to date**

28. Food security activities carried out by WFP to date are:
  - General food distribution;

- Supplementary feeding and support to caretakers of children in therapeutic feeding;
  - School feeding; and
  - Livelihood activities.
29. All have been effective in meeting their objectives except for the livelihood activities, which have encountered problems in implementation due to lack of government support.
30. UNHCR is carrying out complementary food and nutrition security activities including:
- funding a nutrition programme for severely and moderately acute malnourished children, adolescent girls and pregnant and lactating women (PLW);
  - kitchen gardening; and
  - skills training for income generation (such as tailoring and carpentry).<sup>16</sup>

### Strategy outline

31. The principal role of food provided under this PRRO is to safeguard the nutritional status, improve food security and enhance school attendance of the refugee population. The strategy comprises: (i) a general food distribution ration to meet the minimum nutritional needs of the entire refugee population; (ii) a supplementary feeding programme to address the particular nutritional needs of PLW, moderately malnourished children 6-59 months, and all children 6-23 months; and (iii) a school feeding programme which acts as a safety net for refugee children to enhance dietary diversity and encourage school attendance.
32. All activities involve the transfer of food commodities, as to date the Government has not encouraged cash or voucher-based transfer modalities. The details of these components are outlined below.
33. *General Food Distribution (GFD)*: The programme is designed to meet the minimum food consumption requirements of 31,000 refugees<sup>17</sup>. Measures are in place to enhance women's access to assistance, such as separate queues, prioritised distribution for females, and equal representation in Food Management Committees.
34. *Supplementary Feeding Programme (SFP)*: The SFP will assist three groups with particular nutritional needs: (i) PLW; (ii) moderately malnourished children 6-59 months; and (iii) all children 6-23 months old. WFP's assistance will complement the overall nutrition program in the camps funded by UNHCR and implemented by ACF. The division of responsibilities is agreed upon in an annual tripartite agreement signed at country director level. Nutrition activities include:
- Community-based management of acute malnutrition to address moderate and severe malnutrition in children 6-59 months: moderately malnourished children<sup>18</sup> receive a take-home ration of pre-mixed wheat soya blend+

<sup>16</sup> Although these activities have been effective, the scope for refugees to earn income from their acquired skills is limited.

<sup>17</sup> UNHCR, the Government and WFP have established a joint committee to agree on the numbers for assistance, and UNHCR and the Government are updating the list of camp refugees. Once finalized, WFP will extend assistance to refugees as per the updated list.

<sup>18</sup> Weight-for-height between -2 SD and -3 SD Z-score based on WHO reference, or mid-upper arm circumference (MUAC) between 115 and 125 mm.



(WSB+), oil, sugar and dried skim milk (DSM)<sup>19</sup>. Severely malnourished children receive Plumpy'Nut®.<sup>20</sup>

- A take-home ration of supplementary food for all PLW and children 6-23 months consisting of premixed WSB+, vegetable oil, sugar and DSM.
  - Micronutrient powder for adolescent girls.
  - A package of essential services including health and nutrition education, immunisation, water and sanitation, vitamin and mineral supplementation and promotion of exclusive breastfeeding and appropriate complementary feeding through awareness-raising and counselling sessions of PLW and care-takers at the supplementary feeding centres and at community level.
35. Moderately malnourished children 6-59 months are referred for enrolment in the SFP until they are no longer malnourished.<sup>21</sup>
36. PLW are enrolled in the SFP upon referral from the health clinic and remain until 6 months after delivery. Pregnant women also currently receive calcium, iron, folic acid and micronutrient powder from UNHCR.
37. A blanket SFP will be introduced late-2010 to address the very high rate of wasting among children 6-23 months old (27.2 percent).<sup>22</sup> Blanket feeding will continue until children reach 24 months of age and will comprise a dry ration of WSB+, oil, sugar and DSM.
38. *School Feeding (SF)*: The programme is designed to encourage enrolment and attendance amongst refugee children, and to improve their dietary diversity. It includes three components:
- 50g fortified biscuits on each school-day for all primary school students enrolled in the mainstream education programme.
  - 50g fortified biscuits on each school-day for adolescent girls and boys enrolled in literacy classes. These classes are separate from the mainstream education programme and are targeted towards school drop outs.
  - 10kg rice each month for adolescent girls enrolled in the mainstream primary education programme (contingent on at least 80 percent attendance rate over the preceding month), as an incentive for school enrolment and retention.
39. Besides encouraging attendance, the fortified biscuits represent a nutritional supplement and aim at improving dietary intake in both quantity and quality.
40. Other programme components, including sanitation, de-worming, and awareness-raising on safe drinking water, nutrition and HIV and AIDS, contribute to safeguarding child health and nutrition. Improvements in the quality of education and the introduction of school gardening are also important elements and WFP will work with the Government and other agencies to encourage their implementation.

<sup>19</sup> All food commodities are provided by WFP, except DSM and Plumpy'nut® which are provided by UNHCR through the nutrition programme in the camps.

<sup>20</sup> Plumpy'Nut® is a ready-to-use therapeutic food.

<sup>21</sup> When they exceed -1 SD Z-score weight-for-height with a MUAC 125 mm or more and maintain this for two consecutive weeks.

<sup>22</sup> ACF 2010



## Handover strategy

41. The scope for phasing out WFP activities is limited, as the Government remains reluctant to support activities that facilitate refugee self-reliance, believing that they discourage repatriation and encourage further influxes. Until an agreement is reached between UNHCR, the Government of Bangladesh and the Government of the Union of Myanmar on the future of the Rohingya refugees, WFP considers that a concrete exit plan is premature.
42. UNHCR and the UNCT in Bangladesh, along with the Dhaka Steering Group comprising 14 diplomatic missions, are advocating with the Government to create conditions for refugee self-reliance in Bangladesh until the situation in Myanmar is conducive to repatriation. This has achieved limited success, but efforts continue.

## BENEFICIARIES AND TARGETING

43. Beneficiary numbers are outlined in Table 1 by activity and gender.

TABLE 1. BENEFICIARIES BY ACTIVITY TYPE			
	Beneficiaries		
Activity	Male	Female	Total
General Food Distribution	15 000	16 000	31 000
Supplementary Feeding – Pregnant and lactating women		1 400	1 400
Supplementary Feeding – Malnourished children 6-59 months	500	500	1 000
Supplementary Feeding – Blanket Children 6-23 months	900	900	1 800
School Feeding – Primary School Children <sup>23</sup>	6 000	6 500	12 500
School Feeding – Primary School Adolescent Girls		2 000	2 000
School Feeding – Adolescent Literacy Learners	200	500	700

44. The refugee population comprises 48 percent male and 52 percent female.<sup>24</sup> The average family size is 6. The population has a high proportion of children under 5 (18 percent) and between 5 and 12 years (26 percent). In total, 58 percent of the population is below 18 years.
45. The GFD will include all refugees whose registration is recognised by both UNHCR and the Government. The planned beneficiary number is 31,000 refugees, based on the mid-2010 population figure, and accounting for an average growth rate of 3.2 percent, an average mortality rate of 0.2 percent, and estimated resettlements and out-migrations.<sup>25</sup>

<sup>23</sup> This number includes some pre-primary children receiving high-energy biscuits (HEBs) and older children who repeat primary grades or return after drop-out.

<sup>24</sup> As of 30 June 2010.

<sup>25</sup> UNHCR projections in July 2010.

46. Levels of economic well-being amongst the camp population vary but it is not possible to target food distribution using socio-economic profiling. Such profiling can only take place when the Government recognizes the refugees' right to work and freedom of movement. The Government has tightened its restrictions on refugee movements outside the camps in 2010, and has limited income-generating activities inside the camps.<sup>26</sup>
47. A blanket (untargeted) approach will be used for PLW and children 6-23 months whereas moderately malnourished children 6-59 months will be admitted to the supplementary feeding programme, based on the WFP-UNHCR selective feeding guidelines criteria.
48. All children enrolled in camp schools and all adolescents enrolled in literacy classes will be eligible to receive fortified biscuits, while only adolescent girls will receive an additional incentive of rice to discourage school drop out when they reach higher grades.

## NUTRITIONAL CONSIDERATIONS AND RATIONS

49. The daily per capita ration (see Table 2) of the GFD comprises six commodities and covers: 100 percent of the total energy (2,190 kcal), protein and vitamin A; 70 percent of iron; and over 50 percent of other nutrient requirements of an average adult.
50. The 2010 Joint Assessment Mission (JAM) recommended that UNHCR introduce food vouchers to enhance dietary diversity and increase protein and micronutrient intake of vulnerable households. UNHCR intends to undertake a feasibility study in 2010, pending Government approval. UNHCR will continue to support kitchen gardening, which currently targets vulnerable households, and plans to expand the number of beneficiaries if possible.
51. The size of the supplementary feeding ration takes into account household sharing of take-home rations. It will include DSM provided by UNHCR until WSB+ is available in Bangladesh. The ration will meet 100 percent of requirements of children 6-59 months for all essential nutrients and partially meet the requirements of PLW.
52. The school feeding ration comprises 50g per day of biscuits fortified with 13 minerals and vitamins, and 10kg of rice per month as an incentive for adolescent girls. Beneficiary contact monitoring (BCM) found that rice was the preferred commodity. Fortified biscuits are intended to improve the dietary diversity of school children and adolescents, while enhancing their learning capacity by alleviating short-term hunger. They also contribute to preventing common micronutrient deficiency problems in children such as vitamin A-related blindness, beriberi, mouth lesions, anemia, and goitre.
53. There are no major barriers to food preparation and storage at household level. UNHCR supplies compressed rice husk (for fuel) and cooking utensils. Safe drinking water is accessible in both camps.

<sup>26</sup> UNHCR-WFP Bangladesh Joint Assessment Mission Report, June 2010.

**TABLE 2: DAILY FOOD RATIONS (gm/person/day)**

Activity	General Food Distribution	Supplementary Feeding			School Feeding		
Beneficiaries	Camp	Children 6-59 months	Pregnant/lactating women	Children 6-23 months (blanket feeding)	Primary School Children	Adolescent (Literacy Learners)	Primary School Adolescent Girls
	31 000	1 000	1 400	1 800	12 500	700	2 000
Feeding Days/Year	<b>365</b>	<b>365</b>	<b>365</b>	<b>365</b>	<b>288</b>	<b>288</b>	<b>365</b>
Rice	450						333
Pulses	40						
Vegetable Oil	20	40	40	40			
Salt (iodised)	10						
Sugar	10	40	40	40			
Blended Food (WSB+)	50	180	180	180			
Dried Skim Milk (DSM)		20*	20*	20*			
Fortified Biscuits					50	50	
Total grams	<b>580</b>	<b>280</b>	<b>280</b>	<b>280</b>	<b>50</b>	<b>50</b>	<b>333</b>
Total kcal/day	<b>2 190</b>	<b>1 306</b>	<b>1 306</b>	<b>1 306</b>	<b>225</b>	<b>225</b>	<b>1 198</b>
% Kcal from protein	<b>9.18</b>	<b>13.80</b>	<b>13.80</b>	<b>13.80</b>	<b>10.70</b>	<b>10.70</b>	<b>7.78</b>
% Kcal from fat	<b>10.74</b>	<b>36.66</b>	<b>36.66</b>	<b>36.66</b>	<b>30.00</b>	<b>30.00</b>	<b>1.25</b>

\* DSM will be provided by UNHCR

54. Table 3 presents the total food requirements by activity, beneficiary group and commodity.

TABLE 3: TOTAL FOOD REQUIREMENTS (FOR 24 MONTHS) IN MT								Total (mt)
Activity	General Food Distribution	Supplementary Feeding			School Feeding			
	Camp	Children 6 – 59 months	Pregnant / lactating women	Children 6-23 months (blanket feeding)	Primary School Children	Adolescent (Literacy Learners)	Primary School Adolescent Girls	
Participants	31 000	1 000	1 400	1 800	12 500	700	2 000	
Rice	10 184	-	-	-	-	-	486	10 670
Pulses	906	-	-	-	-	-		906
Vegetable Oil	453	30	41	52	-	-		576
Salt (iodised)	226	-	-	-	-	-		226
Sugar	226	29	41	52	-	-		348
Blended Food (WSB+)	1 132	131	184	237	-	-		1 684
Dried Skim Milk (DSM)*					-	-		-
Fortified Biscuits	-	-	-	-	360	20		380
Total	13 127	190	266	341	360	20	486	14 790
* DSM will be provided by UNHCR and therefore, food requirement for DSM is not considered as WFP food basket								

## IMPLEMENTATION ARRANGEMENTS

### Participation

55. In 2010, refugees joined in project planning through participatory assessments, including the JAM and the UNHCR-led “Age, Gender and Diversity Mainstreaming” assessment.
56. Refugees participate in camp management through Block Committees<sup>27</sup> and an overarching Camp Management Committee comprising selected male and female refugee leaders.
57. Refugees also participate in food distribution as volunteers for distribution and handling. In 2009-2010, WFP facilitated the selection of refugees from every block to form Food Management Committees (FMC) in each camp, in collaboration with UNHCR, Government and non-governmental organization (NGO) partners. This has enhanced the participation of refugees, particularly women, who comprise 50 percent of each FMC. FMC members observe each distribution and issues they encounter are discussed with all stakeholders during the monthly FMC meeting.

<sup>27</sup> Each camp is geographically divided into 7 blocks.

## Partners

58. WFP and UNHCR have entered in a cooperative partnership and meet regularly in Cox's Bazar. Activities are agreed through an annual Joint Plan of Action for Bangladesh.
59. The Bangladesh Red Crescent Society (BDRCS) is jointly funded by WFP and UNHCR. It manages the delivery, storage and distribution of WFP food and UNHCR non-food items at camp level. ACF manages the SFP while Research, Training and Management International (RTMI) implements the SF programme.

## Non-food inputs

60. WFP will work closely with ACF, MoH, UNHCR and other agencies to undertake complementary activities. Non-food inputs essential to the success of the WFP operation include:
- Nutrition education and community mobilisation by ACF.
  - Out-patient and in-patient departments managed by the MoH.
  - Water supply and sanitation, ensured by UNHCR, the Government and ACF.
  - Provision of shelter, blankets, cooking utensils and firewood by UNHCR.
61. Table 4 lists other actors whose activities contribute to the overall success of the operation:

TABLE 4: CAMP AGENCIES AND ACTIVITIES	
Agency	Area of Work
Action Contre la Faim	Nutrition, kitchen gardening, skills training, water and sanitation (Kutupalong)
Bangladesh Red Crescent Society	Food and non-food item distribution
District Controller of Food	Food movement and storage at Local Supply Depots
Handicap International	Disability
Ministry of Health	Health
Refugee Relief and Repatriation Commissioner	Camp management, law and order, administration, shelter, water and sanitation (Nayapara)
Research Training and Management International	Education, reproductive health, community services
Technical Assistance Incorporated	Community services, adult education, skills training
United Nations Children Fund (UNICEF)	Education, immunization
United Nations Population Fund (UNFPA)	Reproductive health
UNHCR	Protection, shelter, water, sanitation, health, nutrition, non-food items, community services, durable solutions and all other sectors

## Environmental Impact

62. Empty food packaging will be reused and recycled to minimize landfill. Items such as empty rice bags and vegetable oil bottles will be redistributed, targeting the most vulnerable refugees.

63. UNHCR will continue to provide cooking fuel to minimize deforestation caused by firewood collection.

### **Logistics Arrangements**

64. *Food Resourcing and Delivery:* Rice and oil are usually procured within the region. Sugar and blended food (WSB+) are procured internationally, while it is expected that pulses, biscuits and salt will be purchased locally.
65. Imported commodities are received at Chittagong port and a WFP-contracted customs and forwarding agent will arrange clearance, handling and transportation of food commodities to the WFP-rented warehouse in Zilonga extended distribution point (EDP). For locally procured food, the vendor will deliver to the same EDP on “delivery duty unpaid” terms.
66. Transportation of the commodities from the EDP to final distribution points (FDPs) in the camps will be arranged by WFP-appointed transporter through competitive tendering process and/or to the co-operating partner. The co-operating partners will receive the food at FDPs and arrange for distribution to the beneficiaries.
67. Based on the above arrangement, the landside, transport, storage and handling (LTSH) rate is budgeted at US\$31.28/mt. The LTSH rate will be reviewed periodically: at least every six months as per WFP standard practice.

### **PERFORMANCE MONITORING**

68. The WFP Cox’s Bazar Sub-Office (CXBSO) will be primarily responsible for monitoring and reporting.
69. Project outcomes will be assessed using various data sources. Food security and nutrition indicators will be collected through the annual nutrition survey. Following a recommendation from the 2010 JAM, a joint UNHCR/WFP study is planned for 2011 to assess the underlying causes of under-nutrition and intra-household utilisation of food. CXBSO staff will monitor refugees’ food consumption through regular BCM at household level. UNHCR’s Health Information System (HIS) will provide SFP performance indicators and related health data, and UNHCR will also collect information on education outcomes.
70. Implementing partners (BDRCS, ACF, RTMI) and UNHCR (HIS data) will provide information on output indicators. Verification will be done through BCM and GFD, SF and SFP monitoring visits.
71. CXBSO staff will mostly collect process monitoring indicators and monitor service delivery by implementing partners through visits to distribution sites, completion of monitoring checklists, and analysis of monitoring data entered in the WFP programme monitoring database. Implementing partners are responsible to record progress of service delivery and report to CXBSO on a monthly and quarterly basis. CXBSO will assist implementing partners to carry out the services efficiently and is responsible for taking corrective measures based on monitoring findings. These measures will be put in place during regular performance review meetings with implementing partners. CXBSO will also undertake systematic assessments of partners’ performance.
72. Another JAM is scheduled for mid-2012.

## RISK ASSESSMENT AND CONTINGENCY PLANNING

### Hazard and Risk assessment

73. Hazards that could affect WFP assistance include natural disasters, such as cyclones, landslides and flooding, and epidemic or pandemic, such as influenza or cholera. Political instability or increased violence in Myanmar could lead to a major influx of additional refugees. These factors may result in pipeline breaks or inadequate food supplies that may agitate the refugee community and deteriorate their nutritional status.

### Contingency Planning

74. Contingency plans are in place for natural disasters (UNHCR Cyclone Contingency Plan and WFP Cox's Bazar Disaster Contingency Plan) and epidemics (UNHCR Epidemic Preparedness Plan). WFP works closely with other United Nations agencies, particularly UNHCR, in the development and updating of contingency plans. The World Health Organization circulates regular situation reports on influenza and WFP adheres to the WFP corporate Administrative Guidelines for a Pandemic Influenza Situation. WFP and UNHCR regularly communicate, especially during monsoon season, to coordinate disaster preparedness and relief activities.
75. In the event of mass influx from Myanmar, WFP would coordinate with UNHCR in accordance with the Contingency Plan for Mass Influx that has been developed by the latter.

### Constraints and Assumptions

76. Factors which could potentially jeopardise the operation include:
- Security problems, particularly from anti-Rohingya groups in host communities.
  - Corruption and misuse of provided resources.
  - External events that disrupt the availability of food and non-food items.
  - Failure to harmonize the UNHCR and government refugee lists, with 'linked members'<sup>28</sup> remaining unable to receive the food ration.
  - Lack of cooperation or inadequate participation by the refugee population in WFP programmes.
77. Considering the long duration of dependency on external assistance, and past tensions in the refugee camps, significant breaks in the food supply could provoke social unrest.

## SECURITY CONSIDERATIONS

78. In the past, various security concerns arose due to refugee grievances and demonstrations. The situation inside the camps has generally been calm in recent years. There were, however, some demonstrations outside the camps in early 2010 by anti-Rohingya activists from the local community.

<sup>28</sup> 'Linked members' are those refugees who are relatives of registered refugees and have been living in the camp for a long time.



79. The Government monitors the security situation through its two representatives in the camps (the “Camp-In-Charges”) and through the local administration, police and armed forces. The proximity of the camps to Myanmar, especially Nayapara Camp, raises potential security concerns in light of evidence of illegal border trade and trafficking in the area.
80. Since June 2005, the area has remained at United Nations Security Phase I. United Nations staff and offices are Minimum Operating Security Standards (MOSS)-compliant and adequately equipped. Security awareness training is provided to all new staff by the United Nations Department of Safety and Security. The United Nations Area Security Coordinator based in Cox’s Bazar (also the UNHCR Head of Sub-Office) ensures coordination on national and local security issues.

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## APPROVAL

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Date: .....

Josette Sheeran

Executive Director

## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>29</sup>	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	10 670	5 306 725	
Pulses	906	435 514	
Vegetable Oil	576	617 964	
Salt	226	42 940	
Sugar	348	240 190	
WSB+	1 684	991 371	
Fortified Biscuits	380	367 840	
Total food	14 790	8 002 544	
Cash transfers		00 000	
Voucher transfers		00 000	
Subtotal food and transfers			8 002 544
External transport			688 288
Landside transport, storage and handling			462 632
Other direct operational costs			314 670
Direct support costs <sup>30</sup> (see Annex I-B details)			654 064
Total direct project costs			10 122 198
Indirect support costs (7%) <sup>31</sup>			708 553
TOTAL WFP COSTS			10 830 751

<sup>29</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>30</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

<sup>31</sup> The indirect support cost rate may be amended by the Board during the project.

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and staff-related costs</b>	
International professional staff	-
International general service staff	-
Local staff - national officers	-
Local staff - general service	119 113
Local staff - temporary assistance	46 237
Local staff – overtime	-
Hazard pay and hardship allowance	-
International consultants	152 460
Local consultants	-
Non staff HR: UNV	2 772
Commercial consultancy services	-
Staff duty travel	168,353
<b>Subtotal</b>	<b>488 935</b>
<b>Recurring expenses</b>	
Rental of facility	15 038
Utilities general	3 045
Office supplies and other consumables	233
Communications and IT services	12 705
Equipment repair and maintenance	1 155
Vehicle running cost and maintenance	30 492
Office set-up and repairs	3 465
UN organization services	233
<b>Subtotal</b>	<b>66 366</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	61 200
TC/IT equipment	22 636
Local security costs	14 927
<b>Subtotal</b>	<b>98 763</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>654 064</b>

## SUMMARY OF LOG FRAME : BANGLADESH PRRO 200142

Results Chain (Logic Model)	Performance Indicators	Risks and Assumptions <sup>32</sup>
<b>STRATEGIC OBJECTIVE 1: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES</b>		
<b>Outcome 1</b> Improved food consumption in targeted refugee households	<ul style="list-style-type: none"> <li>Percentage of households with an acceptable Food Consumption Score (Base 79%; Target 90%)</li> </ul>	
<b>Output 1</b> Food items distributed to targeted population in sufficient quantity and quality <sup>33</sup>	<ul style="list-style-type: none"> <li>Percentage of the 31,000 refugees receiving food items, by sex and as % of planned figures (Base 78%; Target 100%<sup>34</sup>)</li> <li>Percentage of the food distributed, by type, as % of planned figures (Base 97%; Target 100%)</li> <li>Percentage of the fortified foods distributed, as % of planned figures (Base 73%; Target 100%)</li> <li>Proportion of refugee households receiving full entitlement of general food ration (Target 98%)</li> <li>Number of pipeline breaks over the PRRO duration (Base 14; Target 0)<sup>35</sup></li> </ul>	<p>UNHCR and Government of Bangladesh refugee lists are harmonized, and linked members<sup>36</sup> permitted to receive food ration</p> <p>Food needs beyond basic food items and other non-food needs are fulfilled at least at the current level</p> <p>Refugee population has adequate and continued access to other essential services</p>

<sup>32</sup> The following basic assumptions apply to the entire Logical Framework: a) Government policy remains supportive of the refugee operation; b) No external events occur that disrupt the regular food distribution; and c) Refugees participate in the programmes.

<sup>33</sup> The requirement of sufficient quantity and quality applies to all Outputs.

<sup>34</sup> Target is 100% for all output indicators in relation to delivery of services.

<b>Outcome 2</b> Reduced acute malnutrition in refugee children under 5 years of age	<ul style="list-style-type: none"> <li>• Prevalence of malnutrition among children 6-59 months (weight-for-height and height-for-age as %) (Wasting: Base 14.6%; Target &lt;10%) (Stunting: Base 67.2%; Target &lt;60%)</li> <li>• Prevalence of malnutrition among children 6-23 months (weight-for-height and height-for-age as %) (Wasting: Base 27%; Target &lt;15%) (Stunting: Base 50.3%; Target 40%)</li> <li>• Prevalence of iron deficiency anemia (IDA) in children 6-59 months (Base 49%; Target &lt;30%)</li> <li>• Recovery rate of moderately wasted children 6-59 months (Base 96.3%; Target ≥75%)<sup>37</sup></li> <li>• Percentage of mothers feeding their young children (6-23 months) with appropriate complementary foods (Base 9.1%; Target &gt;75%)</li> </ul>	
<b>Output 2.1</b> Supplementary food items distributed to moderately acute malnourished children 6-59 months and all 6-23 months children from refugee households	<ul style="list-style-type: none"> <li>• Percentage of the 1,000 moderately acute malnourished children 6-59 months receiving supplementary foods, by sex and as % of planned figures (Base 79%; Target 100%)</li> <li>• Percentage of the 1,800 children 6-23 months receiving supplementary foods, by sex, and as % of planned figures (Target 100%)</li> <li>• Percentage of the 532mt of supplementary foods distributed to 6-59 months children, by type, as % of planned distribution (Target 100%)</li> </ul>	Supplementary food items are consumed at the required level by children  Refugee population has adequate and continued access to other essential services  No outbreak of diseases that affect child health  UNHCR and Government of Bangladesh refugee lists are harmonized, and 'linked members' permitted to receive food ration.

<sup>35</sup> This performance indicator also applies to Outputs 2.1, 3.1, 4.1 and 4.2.

<sup>36</sup> 'Linked members' are those refugees who are relatives of registered refugees and have been living in the camp for a long time.

<sup>37</sup> This indicator is representative for the standard programme indicator for feeding programme

<b>Output 2.2</b> Nutrition education provided to mothers of children in the Supplementary Feeding Programme	<ul style="list-style-type: none"> <li>• Percentage of the 2,800 mothers receiving nutrition education, as % of planned figures</li> <li>• Average attendance in nutrition education sessions (Target 80%)</li> <li>• Percentage of mothers who retained key nutrition messages at end of education sessions (Target 80%)</li> </ul>	
<b>Outcome 3</b> Reduced malnutrition among pregnant and lactating women	<ul style="list-style-type: none"> <li>• Prevalence of malnutrition among pregnant and lactating mothers (Base 44%; Target <math>\leq 35\%</math>)</li> <li>• Percentage of low birth weight infants (<math>&lt; 2.5\text{kg}</math>) (Base 10%; Target 5%)</li> <li>• Prevalence of iron deficiency anemia (IDA) in women (Base 41% (pregnant), 47% (lactating); Target <math>\leq 35\%</math>)</li> </ul>	
<b>Output 3.1</b> Supplementary feeding ration distributed to pregnant and lactating women	<ul style="list-style-type: none"> <li>• Percentage of the 1,400 pregnant and lactating women receiving supplementary foods, by category and as % of planned figures (Base 87%; Target 100%)</li> <li>• Percentage of the 266mt of supplementary foods distributed to pregnant and lactating women, by type, as % of planned distribution (Target 100%)</li> </ul>	Refugee population has adequate and continued access to other essential services  Supplementary food items are consumed at the required level by pregnant and lactating women
<b>Output 3.2</b> Nutrition education provided to pregnant and lactating women	<ul style="list-style-type: none"> <li>• Percentage of the 1,400 pregnant and lactating women receiving nutrition education, as % of planned figures (Target 100%)</li> <li>• Average attendance in nutrition education sessions (Target 70%)</li> <li>• Percentage of mothers who retained key nutrition messages at end of education sessions (Target 80%)</li> </ul>	

STRATEGIC OBJECTIVE 3: RESTORE AND REBUILD LIVES AND LIVELIHOODS IN POST-CONFLICT, POST-DISASTER OR TRANSITION SITUATIONS		
<b>Outcome 4</b> Increased access to education amongst primary school-age children and adolescent literacy learners	<ul style="list-style-type: none"> <li>• Percentage of primary school-age boys and girls enrolled in WFP-assisted schools (Base 89%; Target 95%)</li> <li>• Number of schooldays in which girls and boys attend classes as % of total number of schooldays (Base 87%; Target 92%)</li> <li>• Drop-out rate (by sex) (Base 7%, Target &lt;2%)<sup>38</sup></li> <li>• Percentage of adolescent literacy learners who complete the course (Base 79%, Target 85%)</li> </ul>	
<b>Output 4.1</b> Fortified biscuits are provided to school children and adolescent literacy learners	<ul style="list-style-type: none"> <li>• Percentage of the 12,500 school children (by sex and grade) received biscuits on school days, as % of planned figures (Base 84.3%; Target 100%)</li> <li>• Percentage of the 700 adolescents (by sex) received biscuits on training days, as % of planned figures (Target 100%)</li> <li>• Percentage of the 360mt of biscuits distributed, as % of planned distribution (Base 63%; Target 100%)</li> </ul>	Primary schools and literacy classes provide quality education to students
<b>Output 4.2</b> Adolescent girls attending mainstream education program are provided with rice	<ul style="list-style-type: none"> <li>• Percentage of the 2,000 adolescent girls receiving rice, as % of planned figures (Target 100%)</li> <li>• Percentage of the 486mt of rice distributed, as % of planned distribution (Target 100%)</li> </ul>	Primary schools provide quality education to students

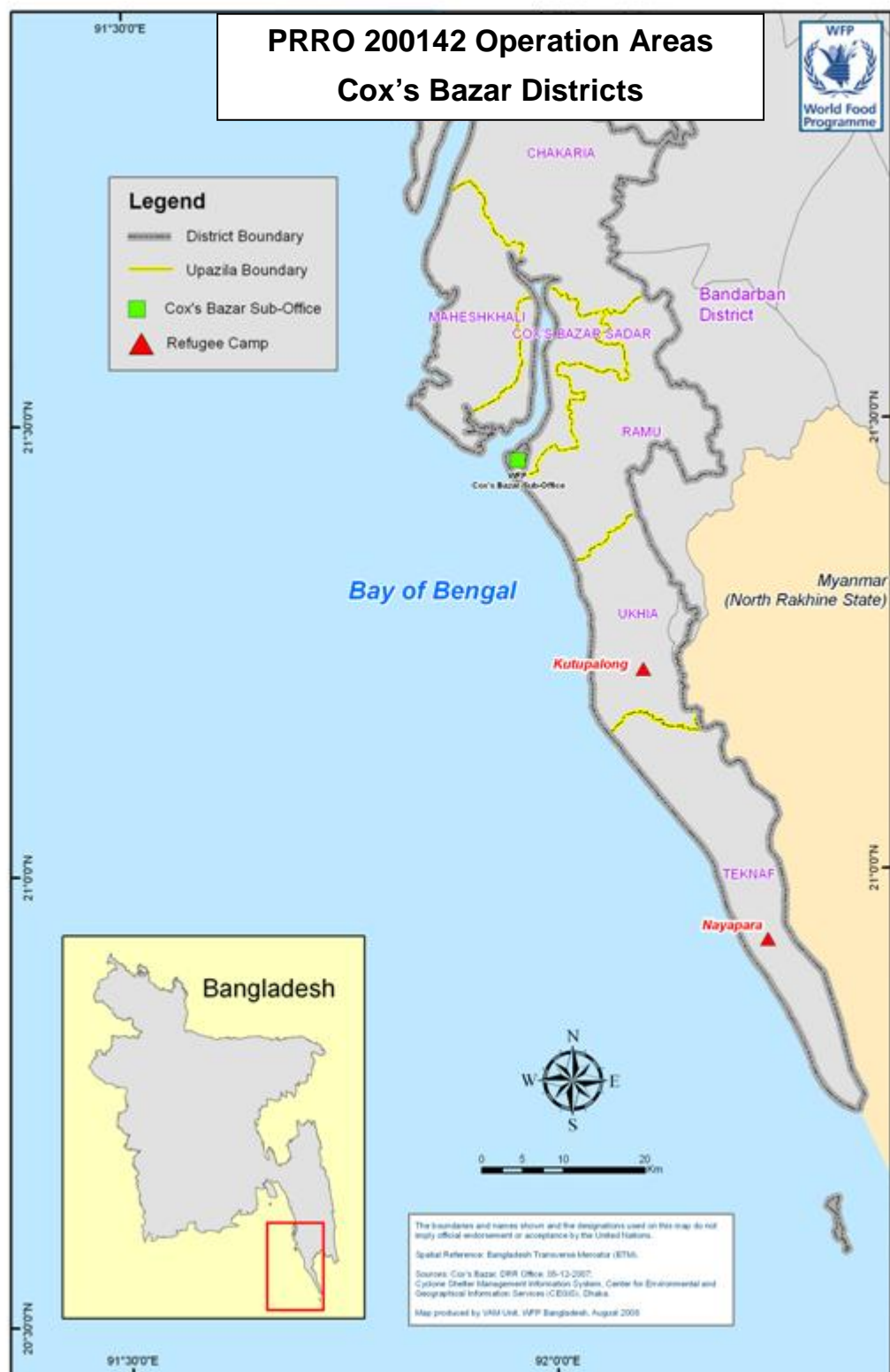
<sup>38</sup> Discussions will take place with UNHCR on the possibility to collect retention rate, which is not collected currently.



## ANNEX III - LIST OF ACRONYMS USED IN THE DOCUMENT

<b>ACF</b>	Action Contre la Faim
<b>BCM</b>	Beneficiary contact monitoring
<b>BDRCS</b>	Bangladesh Red Crescent Society
<b>CMC</b>	Camp Management Committee
<b>CXBSO</b>	Cox's Bazar Sub-Office
<b>DSM</b>	Dried skim milk
<b>FMC</b>	Food Management Committee
<b>GAM</b>	Global acute malnutrition
<b>GFD</b>	General food distribution
<b>HIS</b>	Health Information System
<b>JAM</b>	UNHCR-WFP Joint Assessment Mission
<b>LSD</b>	Local Supply Depot
<b>LTSH</b>	Landside transport storage and handling
<b>MDG</b>	Millennium Development Goals
<b>MFDM</b>	Ministry of Food and Disaster Management
<b>MOSS</b>	Minimum Operational Security Standards
<b>MoH</b>	Ministry of Health
<b>MUAC</b>	Mid-upper arm circumference
<b>MT</b>	Metric tons
<b>NGO</b>	Non-government organization
<b>PLW</b>	Pregnant and lactating women
<b>PRRO</b>	Protracted relief and recovery operation
<b>RRRC</b>	Refugee Relief and Repatriation Commissioner
<b>RTMI</b>	Resource Training and Management International
<b>SF</b>	School feeding
<b>SFP</b>	Supplementary feeding programme
<b>UNCT</b>	United Nations Country Team
<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organisation
<b>WSB</b>	Wheat-soya blend
<b>WSB+</b>	Wheat-soya blend plus

## ANNEX IV – MAP



**ANNEX V - LTSH-matrix**

**ANNEX VI - Project Budget Plan**

**ANNEX VII - Project Statistics**

**ANNEX VIII - Project Budget Estimate**