

**EMERGENCY OPERATION IN SRI LANKA EMOP 200239**  
**Food assistance and early recovery for the population**  
**affected by the flood in Eastern Sri Lanka**

Number of beneficiaries	500,000
Duration of project	6 months
Food tonnage	11,950
Cost (United States dollars)	
WFP food cost	6, 843,690
WFP cash/voucher cost	0
Total cost to WFP	8,869,131

## EXECUTIVE SUMMARY

Sri Lanka started to experience very heavy precipitation in mid-November 2010. The heavy downpour, at times coupled with thunder storms, resulted in landslides and widespread flooding in most areas of the island. Diverging from normal seasonal patterns, rainfall re-intensified in early December and January, causing flooding and displacement, limiting physical accessibility, damaging crops (more than 130,000 hectares of paddy), agriculture equipment (over 1,000 irrigation tanks) and housing (4,500 houses destroyed and 170,000 partially damaged), and in other ways affecting the lives and livelihoods of an estimated 1 million persons. The 12 districts of Batticaloa, Anuradhapura, Monaragala, Nuwara Eliya, Kandy, Trincomalee, Ratnapura, Matara, Kilinochchi, Polonnaruwa, Mullaitivu and Ampara are flood-affected<sup>1</sup> at varying degrees.

Estimates vary but approximately 500,000 persons are believed to be displaced, including about 300,000 in camps/welfare centres. In Batticaloa alone, there are as many as 275 camps/welfare centres for the displaced, where people are totally dependent on external assistance. Other flood-affected persons have taken refuge with friends, relatives and host families within or outside their places of residence. This population – estimated at approximately 100,000 persons by mid-January – receives minimal humanitarian assistance. However, despite the large numbers of affected people, many are only partially and temporarily affected and have the capacity to cope and recover without needing food assistance, as water is receding and they can resume their normal livelihood activities.

On request of the Government, the United Nations launched a Flash Appeal on 20 January for a period of six months requesting approximately US\$51 million to assist affected people in 14 districts. WFP, as agreed with the Government, will focus its assistance in 5 of the most severely impacted districts (Ampara, Batticaloa, Trincomalee, Polonnaruwa and Anuradhapura) for 500,000 persons. The operation will contribute to WFP Strategic Objectives 1 (save lives

<sup>1</sup> “Districts” are the largest administrative unit in Sri Lanka. Sri Lanka has a total of 25 districts and an estimated population of 20,303,477 people (World Bank 2009).



and protect livelihoods in emergency), and 2 (prevent acute hunger and invest in disaster preparedness and mitigation measures).

All 500,000 beneficiaries will immediately receive a general food distribution (GFD) ration for 20 days to provide the breathing space necessary to recover from the loss of livelihoods and assets. Based on the preliminary estimate of agricultural and housing damage, 300,000 persons out of the initial 500,000 caseload may continue to need food assistance beyond this time. The precise scaled down caseload from GFD to simple early recovery food-for-work activities ('soft' food-for-work, SFFW) aimed at non-technical rehabilitation of livelihood assets will be determined from an in-depth assessment of the extent of livelihood damage, recovery and remaining vulnerability to food insecurity and malnutrition planned in February 2011. SFFW beneficiaries will receive the same level of food ration as the GFD, for another 20 days.

Food-for-assets (FFA) activities will be introduced after these 40 days of GFD/SFFW for beneficiaries still unable to resume their food and income-generating activities. Considering the pace of receding water and rehabilitation, an estimated 150,000 persons could be in this situation. The February assessment will further inform the actual number of persons in need. Extended FFA recovery activities will aim at rebuilding and rehabilitating agricultural infrastructure, road networks and other public assets critical to household productivity. FFA beneficiaries will receive a food ration for 50 days over a 4-month period, by which time the rice harvest of the *yala* season should begin (August/September).

Children under 5 years of age and pregnant and lactating women of targeted households will receive supplementary feeding for 2 months in order to prevent a rise of acute malnutrition.

The February assessment will also be used to refine the level of assistance, pace of phase-down, selection criteria, modalities and other operational issues as necessary, and the feasibility of implementing a cash or voucher intervention will also be explored.

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## SITUATION ANALYSIS AND SCENARIO(S)

### The overall context

1. Sri Lanka began to experience a late inter-monsoonal heavy precipitation in mid-November 2010, subsequently followed by a heavy downpour, at times coupled with thunder storms, resulting in rising water levels, landslides and widespread flooding in most parts of the island. The continuous rainfall that occurred towards the end of December, at the onset of north-east monsoons, limited physical accessibility, and damaged agricultural fields where *maha*<sup>2</sup> season crops were about to be harvested, agriculture equipment and housing. The floods are overwhelming communities' ability to withstand shocks, particularly at a time when returnees were resuming sustained livelihoods activities, including agriculture. Displacement and the physical destruction of houses, crops, livestock, livelihood assets, market places and other infrastructure are having a dramatic impact on households' ability to generate food and income.
2. Flood damage to the road network limited physical access to locations, markets and services. While several main roads are passable, other small feeder roads leading to villages are inaccessible and only reachable by boat. Weather conditions are still

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<sup>2</sup> There are two agricultural seasons in Sri Lanka: the main season, *maha*, runs from September to January and the secondary season, *yala*, runs from March to September.



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unpredictable and some more rains are expected as the monsoon season has not yet ended. However flood waters have started receding, allowing some people to leave temporary camps and return to their homes.

3. The impact of the floods was particularly hard in the east of the country, specifically in Ampara, Batticaloa, Trincomalee, Pollonaruwa and Anuradapura districts. Rainfall continued until 12 January in the two worst affected districts, Batticaloa and Ampara. Estimates from the National Disaster Management Centre on 14 January 2011 put the number of flood affected persons at just above 1 million. Over half of these are in Batticaloa district in the eastern province, an area still recovering from the effects of the long-standing conflict that ended in May 2009.
4. An estimated 300,000 persons are displaced in camps/welfare centres and in Batticaloa alone there are as many as 275 camps/welfare centres for the displaced, where people are totally dependent on external assistance. The Government is providing cooked meals but its capacity to sustain the feeding operation for more than a few days is uncertain. The Government has called on non-governmental organizations (NGOs) to support this assistance using WFP rations.
5. Other flood-affected persons have taken refuge with friends, relatives and host families within or outside their places of residence or are scattered in make-shift shelters. The exact extent of such unregistered displacement is difficult to estimate as some geographical areas remain inaccessible to the assessment teams but could concern about 100,000 persons. Delivery of humanitarian assistance to these households is presently very limited.
6. The floods have also affected recent returnees from the north who were previously displaced by conflict. These households were in the process of resettlement and had not yet fully reestablished their livelihoods as they were not yet able to fully participate in any major agricultural season, and are thus particularly vulnerable to food insecurity. They are not being supported by WFP since the closure of the protracted relief and recovery operation (PRRO) on 1 January 2011.
7. Furthermore, the Department of Agriculture of the Sri Lankan Government<sup>3</sup>, estimates that about 87,000 small-holder farming households are in need of assistance to resume productive agricultural activities, as they lost their crops.

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

8. Agriculture is the main livelihood activity in the affected areas, with the majority of households involved in land cultivation, most of whom are small-holders cultivating less than five acres of land. A large number of farmers are landless and rely on income opportunities during the agricultural seasons, working as wage labourers for other land owners.
9. The most widely cultivated crop is paddy rice, which is also the national staple food. Rice production during the *maha* season (September to January) accounts for about two-thirds of total annual production while about one-third is produced during the *yala* season (March to September). Rice production has increased steadily from 2006/07 when cultivation was severely affected by conflict. Ampara, which is currently flood-affected, is the highest rice-producing district in the country.

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<sup>3</sup> Department of Agriculture. Crop forecast report- 15 January 2011



10. Other crops grown in flood-affected areas include maize, manioc, green gram, cow pea, ground nuts, sweet potatoes, red onion and chillies. Livestock rearing, fishing and daily wage labour are important supplementary income sources.
11. A series of emergency food security assessments have been undertaken by WFP between March and May 2009 in the eastern part of the country. Results indicated that the food security situation was largely stable and acceptable. Food consumption was adequate for over 95 percent of the population and most families were not using severe coping mechanisms. Livelihoods were being recovered and assets and wealth lost due to conflict or natural disasters (most importantly the December 2004 tsunami) were being rebuilt. However, some livelihoods were still affected by the effects of the war. A large proportion of fishermen were suffering from the confiscation of equipment and restriction of movement. A minority of farmers experienced land access problems relating to mine risk and restrictions of cultivation on large swaths of land used for military installations. Most households were also affected by high food prices. As such, although food security had overall improved compared to the previous years, income remained low with poor asset ownership and weak resilience to livelihood shocks.
12. The floods coincided with the main *maha* agricultural season. Rice is sensitive to flooding and damage to the grain is sustained after merely a few days of being submerged under water. More than 130,000 hectares of paddy have reportedly been damaged. The impact on agricultural livelihoods is compounded by damage to irrigation infrastructure, with over 1,000 irrigation tanks reportedly damaged<sup>4</sup>. Walls of irrigation water reservoirs have collapsed in some areas, causing additional flooding and possibly weakening the prospects of successful irrigation in the remainder of the agricultural season as well as in the next *yala* season. In many areas authorities have been forced to open reservoir sluice gates to diminish water levels, causing additional flooding downstream.
13. Re-planting of vast areas will be required but the capacity of farmers to do so without assistance is uncertain. A bumper *maha* rice harvest was expected at national level in January given the increase in extent of land cultivated but the expectation for the harvest has since been downgraded by approximately 15 percent by the Department of Agriculture due to the December and later floods. The Sri Lanka Metrological Department projects no heavy rains in the eastern districts for the rest of January, however it has also warned that the weather is difficult to forecast due to abnormal patterns related to climate change.
14. Overall, food prices in Batticaloa town are high, but not alarming. Current market prices of rice and lentils (dhal), both important staple foods, are normal. The demand for fish has switched from fresh to canned fish, as a result of perceived or real health risks associated with consumption of fresh fish, which has resulted in a scarcity of canned fish. Flood destruction of vegetable crops has caused the price of vegetables, and coconuts to increase to a somewhat elevated level. According to the weekly food commodities bulletin published by the Ministry of Agriculture, on average prices have increased by 10 to 15 percent in the affected areas.
15. Malnutrition rates were already high before in the flood-affected areas. In Trincomalee and Batticaloa districts in particular, the Sri Lanka Demographic and Health Survey of 2006-07 estimated very high rates of global acute malnutrition (GAM) and chronic malnutrition, above the national averages. The GAM rate was also very high in Ampara district while chronic malnutrition was similar to the national average.

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<sup>4</sup> Department of Agriculture, Crop forecast Report-15 January 2011



### Malnutrition, 2006/07 Demographic and Health Survey

	Stunting		Wasting		Underweight)	
	<3 SD	<2 SD	<3 SD	<2 SD	<3 SD	<2 SD
Trincomalee	11.3%	30.5%	10.2%	28.1%	6.4%	27.8%
Bataloa	7.7%	24.4%	6.7%	19.4%	5.5%	27.5%
Ampara	2.7%	14.1%	4.7%	19.3%	2.1%	22.0%
<b>Sri Lanka</b>	<b>4.2%</b>	<b>18.5%</b>	<b>3.2%</b>	<b>15.0%</b>	<b>3.8%</b>	<b>21.6%</b>

16. Malnutrition rates may further increase due to the risk of deterioration of sanitary conditions, access to safe water and outbreak of diseases, particularly dengue fever, as well as lack of privacy for mothers to breastfeed their infants and of supplementary food for young children.

#### Scenarios

17. In the absence of urgent action to cover essential needs and protect livelihoods, the food security and nutritional situation of the large number of affected people is likely to deteriorate in view of the loss of crops, livestock and other assets, and displacement incurred, and the monsoon season not yet over. Food assistance in particular is critical to support the most vulnerable households who have lost access to their traditional food and income sources and livelihood assets.

## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT(S) AND OTHERS

#### Policies, capacities and actions of the Government(s)

18. At the early onset of the crisis, the Government pledged a contribution of approximately US\$1.5 million for food and non-food assistance, while at the same time calling for assistance from the international humanitarian community. The Government's intervention was coordinated by the Disaster Management Centre of the Ministry of Disaster Management at central level, and by government agents at field level. The Government distributed food and non-food items (blankets, plastic sheets etc.). This assistance, though insufficient to meet the overall needs, was timely to help meet some of the immediate food and non-food needs of displaced households.

19. Beyond this initial emergency assistance focused on life-saving, a shift to lives and livelihoods early recovery is preferred by the Government and other stakeholders.

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

20. The United Nations Country Team (UNCT) and NGO partners launched a Flash Appeal on 20 January, requesting approximately US\$40 million for emergency assistance to the flood-affected population. Under the leadership of the United Nations Resident and Humanitarian Coordinator (RC/HC), United Nations agencies and the NGO community aim to create synergy and mobilize resources for humanitarian assistance in a transparent and efficient manner.

21. WFP launched an immediate response emergency operation (IR-EMOP) at the end of December 2010 under which approximately 420,000 beneficiaries received food through



government-arranged distributions for a period of 5 days in the districts of Ampara, Batticaloa, Trincomalee and Polonnaruwa. The United Nations Children's Fund (UNICEF), the United Nations High Commissioner for Refugees (UNHCR) and the World Health Organization (WHO) made available to the Government essential non-food items to assist flood victims in temporary shelters.

22. The United Nations agencies have started consultations for a post-disaster needs assessment to identify short-term needs for immediate recovery and integrated humanitarian response, as well as long-term recovery needs including a sustainable perspective of risk reduction to natural disasters, including awareness-raising, preparation for recurrent hazards and reinforcement of national and local capacity for disaster management. These activities will be integrated into ongoing projects, principally implemented by the United Nations Development Programme (UNDP), towards risk reduction, preparedness and response.

### **Coordination**

23. The emergency response co-ordination is ensured by the RC/HC and the government Disaster Management Centre, and supported by existing sectoral groups established for food security, nutrition, health, education, early recovery, shelter, protection, and logistics.
24. WFP will co-chair with FAO the Food and Food Security and Livelihoods sector, with the participation of UNDP, international NGOs (CARE, Caritas, ZOA, World Vision, among others) and the Government's relevant departments. WFP will also chair the Logistics sector.

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## **OBJECTIVES OF WFP ASSISTANCE**

25. This emergency operation (EMOP) is in line with WFP Strategic Objective 1 (save lives and protect livelihoods in emergencies), and Strategic Objective 2 (prevent acute hunger and invest in disaster preparedness and mitigation measures). Specific objectives are to:
- improve the food consumption of the most affected people while protecting livelihoods, through short-duration general food distribution and simple food-for-work activities, followed by food-for-assets and possibly cash/voucher-for-asset activities;
  - stabilize acute malnutrition rates among children under 5 years of age and pregnant and lactating women, through supplementary feeding; and
  - develop the capacity of the Government and humanitarian partners in early warning and food security and market monitoring systems, and support the national contingency planning process.

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## **BENEFICIARIES AND TARGETING**

26. As agreed with the Government, WFP will target the 5 most severely affected districts in the east (Ampara, Batticaloa, Trincomalee, Polonnaruwa and Anuradapura) with an estimated 500,000 flood victims in need of emergency food assistance. Support to other districts with smaller numbers of people in need will be provided by the Government and NGOs. Households already receiving WFP food assistance through the PRRO will not be included. The figure of 500,000 people requiring emergency food assistance is a rough estimation in the absence of an accurate, up-to-date and comprehensive assessment of



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household food security. The total population in the 5 districts was used as a starting point, taking into account the number of displaced persons and degree of agricultural damage.

27. Target beneficiaries include IDPs in temporary camps/welfare centres, other households sharing accommodation with neighbours, relatives or friends or in make-shift shelters, flood-affected returnees, and other non-displaced small-holder farmers and households who have lost their agricultural and other assets critical for their livelihoods and are unable to meet their food consumption requirements. In food-insecure areas, households hosting IDPs will also be targeted for a short period of food assistance until IDPs return to their homes, considering the pressure on food and other resources put on hosting families.
28. Emergency food assistance will comprise: (i) general food distribution (GFD) and early recovery 'soft' food-for-work (SFFW) activities for a short period of time (20 days each, in sequence), followed by food-for-asset (FFA) and possible cash-/voucher-for-asset (CFA) activities for up to 50 days during the subsequent 4 months; and (ii) supplementary feeding for children under 5 and pregnant and lactating women.
29. The number of beneficiaries, targeting criteria and intervention modalities will be refined through an in-depth assessment planned for February 2011.

#### GFD, SFFW and FFA

30. The whole estimated caseload of 500,000 people in need of food assistance (100,000 households) will receive a 5-member family GFD ration for 20 days in February to provide the breathing space necessary to recover from the loss of livelihoods and assets.
31. Based on the preliminary estimate of agricultural and housing damage, 300,000 persons out of this caseload (60,000 households) may continue to need food assistance beyond this time. Starting in March 2011, they will be assisted for another 20 days through simple early recovery food-for-work activities<sup>5</sup> (SFFW) community-based interventions aimed at non-technical rehabilitation of livelihood assets and facilitating the transition to regular FFA activities. The precise scaling down from GFD to SFFW will be determined from the planned in-depth assessment of the extent of livelihood damage, recovery and remaining vulnerability to food insecurity and malnutrition in February 2011. The 60,000 SFFW participants will receive the same 5-member family food ration as the GFD, for 20 days.
32. FFA activities will be introduced after the first 40 days of GFD/SFFW for beneficiaries still unable to resume their food and income-generating activities. Considering the pace of receding water and rehabilitation, some 150,000 persons (30,000 households) could be in this situation. The February assessment will further inform estimates on this number. FFA activities will aim to ensure access to food while supporting and strengthening community resilience to future shocks through community works. The 30,000 FFA participants will receive a 5-member family food ration for 50 days over a 4-month period<sup>6</sup>, by which time the rice harvest of the *yala* season should begin (August/September), thus decreasing the need for external assistance.

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<sup>5</sup> SFFW activities were successfully introduced in the previous emergency operations and in the PRRO 200143. They are implemented immediately after brief unconditional food assistance (e.g. GFD), simpler, entailing greater community and women's participation and requiring less technical skills, monitoring and additional resources than traditional FFW or FFA activities.

<sup>6</sup> FFA activities are planned for 150,000 persons for 15 days/month for 2 months after the first 40 days of GFD/SFFW assistance, and 150,000 persons for 10 days/month for the subsequent 2 months.



33. Cash and/or voucher-for-asset interventions may be considered at a later stage of the operation based on an assessment of the food security and market situation and other necessary conditions, including implementation capacity.

#### Supplementary feeding

34. Based on consultations with UNICEF and the Government and prevailing malnutrition rates, an estimated 20,000 children aged 6-23 months, 10,000 moderately acute malnourished children 24-59 months, and 7,500 pregnant women and lactating mothers within the 100,000 targeted households will be assisted through supplementary feeding. All children 6-23 months and pregnant and lactating women will receive a supplementary ration consisting of locally-produced fortified food (*triposha*<sup>7</sup>), oil and sugar for 2 months to prevent a surge of acute malnutrition among these vulnerable individuals. Children 24-59 months of age who suffer from moderate acute malnutrition will be treated with the same ration during 2 months as well. Beneficiary selection and targeting will be conducted in coordination with UNICEF and the MoH. UNICEF will also implement therapeutic feeding for severely malnourished children and refer moderately malnourished children to WFP-assisted clinics.
35. Following the 60 days of supplementary feeding, the most vulnerable beneficiaries will be integrated into the mother and child health and nutrition development project jointly implemented by WFP and the Ministry of Health (MoH) in the same districts. Post-distribution monitoring will be concurrently carried-out to identify those who require further nutritional support.

<b>TABLE 1. BENEFICIARIES BY ACTIVITY TYPE</b>			
	<b>Beneficiaries</b>		
<b>Activity</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
GFD	250,000	250,000	500,000
SFFW	150,000	150,000	300,000
FFA	75,000	75,000	150,000
Supplementary feeding children under 5	15,000	15,000	30,000
Supplementary feeding pregnant and lactating women		7,500	7,500
<b>Total (excluding double-counting)</b>			<b>500,000</b>

#### Government capacity building

36. WFP will help improve emergency response and disaster mitigation systems by strengthening the in-country existing system through training and budgetary support, and the food security and nutritional surveillance systems by increasing the assessment capacity of the Government. WFP will promote inter-agency mechanisms that work with the Government to enhance emergency preparedness and response, and will assist in the preparation of updated contingency planning for emergency situations.

<sup>7</sup> *Triposha* is a local fortified food composed of corn, soya, milk, minerals and vitamins.





## NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS

37. The daily food ration for GFD and SFFW is aligned with the ration provided under the PRRO to ensure consistency and facilitate implementation. It is comprised of 400 g rice, 60 g lentils, 20 g vegetable oil and 20 g sugar, covering about 90 percent of average nutritional requirements. The FFA ration consists of 2 kg of rice, 300 g lentils and 100 g sugar. Should cash or voucher be introduced at a later stage, their value will be based on the main local market prices of the ration commodities.
38. All children 6-23 months, and moderately acute malnourished children 24-59 months will receive a supplementary ration of fortified micronutrient-rich commodities, including 100 g of *triposha*, 15 g fortified vegetable oil and 20 g sugar. This ration is based on the Government policy for treatment of moderate acute malnutrition. All pregnant women and lactating mothers will receive a supplementary ration of 200 g *triposha*, 15 g fortified vegetable oil, and 20 g sugar.

<b>Commodity</b>	<b>GFD / SFFW</b>	<b>FFA</b>	<b>Supplementary feeding children under 5</b>	<b>Supplementary feeding pregnant and lactating women</b>
Rice	400	400		
Lentils	60	60		
Vegetable oil	20		15	15
Sugar	20	20	20	20
Triposha			100	200
<b>Total (g)</b>	<b>500</b>	<b>480</b>	<b>135</b>	<b>235</b>
<b>Total kcal</b>	<b>1,900</b>	<b>1,720</b>	<b>590</b>	<b>960</b>
% Kcal from protein	9.4%	10.4%	21.4%	42.7%
% Kcal from fat	10.7%	1.4%	21.8%	28.5%
Number of feeding days	40	50	60	60

<b>TABLE 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)</b>				
<b>Commodity</b>	<b>GFD / SFFW</b>	<b>FFA</b>	<b>Supplementary feeding</b>	<b>Total</b>
Rice	6,400	3,000		9,400
Lentils	960	450		1,410
Vegetable oil	320		34	354
Sugar	320	150	46	516
Triplosa			270	270
<b>Total</b>	<b>8,000</b>	<b>3,600</b>	<b>350</b>	<b>11,950</b>

## IMPLEMENTATION ARRANGEMENTS

### GFD, SFFW and FFA

39. Food distribution will be implemented through well functional systems, using multi-purpose cooperative society outlets. SFFW interventions will focus on helping communities to: clear debris; repair access roads, school gardens, community centres and other essential services infrastructure; clean irrigation and drainage canals, reclaim agricultural lands; and restore small-scale irrigation systems.
40. FFA activities will also be defined in consultation with beneficiaries, cooperating partners and local authorities. They will include community works to: rebuild and reinforce damaged infrastructure; improve irrigation systems; plant trees and resume crop cultivation and livestock rearing; repair houses, wells and other such productive infrastructure; construct ponds and dikes and implement soil conservation measures to mitigate the impact of future floods and droughts. These activities are complementary to those carried out by FAO. Work-norms will follow those established in the PRRO. Food distributions will occur on a monthly basis.

### Supplementary feeding

41. Supplementary feeding beneficiary children under 5 and pregnant and lactating women will belong to food-insecure households who will also benefit from GFD/SFFW or FFA/CFA interventions. WFP will work closely with its cooperating partners, UNICEF and the MoH for targeting and distribution through the clinics located in each district.

### Procurement and logistics strategy

42. Food commodities will be purchased through local and regional markets, especially cereals and lentils, while the other commodities will be procured internationally. However, to respond in a timely manner to the urgent needs on the ground, and given the low level of existing WFP food stocks in-country, WFP will procure food locally for the first 20 days. WFP will also explore the possibility of loans of food commodities from the Government and other WFP ongoing projects.
43. Food is stored at national and district government warehouses and at WFP logistic hubs in Colombo and Vavunya. In-country transport will be undertaken by the Ministry of



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Economic Development or by WFP truck fleet and commercial transporters. Exceptionally, rail and sea transport may be used to dispatch and deliver food to designated distribution sites.

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## PERFORMANCE MONITORING

44. WFP, in coordination with the Government's implementation units, will ensure performance monitoring. Field monitors will report on the selection of beneficiaries and on outcome, output and process indicators, including the utilization of food at household level. Data collection will be guided by a logical framework (Annex III) and checklists in line with WFP results-based management monitoring guidelines.
45. Direct monitoring of beneficiaries will be undertaken at distribution points, using specifically designed tools. Monthly reports from WFP sub-offices will be consolidated at Colombo level before further analysis by the activity managers. This process will be facilitated by a database recently installed at sub-office level.
46. Besides the in-depth assessment planned for February 2011, further evaluations of the living conditions, food security and nutritional situation of the affected people, and of the benefits of food assistance will be carried out regularly.

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## HANDOVER STRATEGY

47. The operation will provide short-term assistance to flood-affected communities and households to facilitate their rapid recovery. It is expected that communities and household will return to their pre-crisis situation and be able to meet their food and income needs by July 2011, thus enabling a phasing out of the assistance. However, support to put in place measures to prevent or mitigate the impact of future similar shocks will still be required for the future.
48. WFP will review the food security and vulnerability situation of the beneficiaries at the end of the EMOP to further gauge the remaining needs and the possibility to integrate those who have not been able to resume their livelihoods into the PRRO. In this case, the PRRO will be revised to cover early recovery needs in the east, since it currently focuses primarily on the returnees and resettled households in the north with very little coverage for the small returnee caseload in the east. Emergency and recovery needs will also be considered in the Country Strategy Document being finalized in preparation for a five-year Country Programme (2013-2017) harmonized with the United Nations Development Assistance Framework (UNDAF).
49. Given the growing risk of recurrent floods in the region, a development project is also being considered to address the effects of climate change on food security and the threat of similar crises for rural households, articulated with similar activities carried out by the Government and other agencies. If implemented, the results of cash and/or voucher-based interventions will also provide lessons for a possible larger programme under a follow-up disaster risk-reduction project.

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## HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

50. A resumption of rains at the end of the monsoon season cannot be totally excluded, provoking further floods and displacements.
51. The prices of certain commodities could rapidly increase due to lower domestic production and international trade factors. To lessen the impact on households' economic access to food, the Government may intervene with a series of trade and supply regulatory acts which could impact on local purchases as well as international imports of food commodities to be procured for the operation. These may in turn require a revision of planned interventions affecting the level of assistance to the flood victims.

### Preparedness Planning

52. A revision of the Interagency Contingency Plan will clarify WFP and partners' necessary preparedness activities and form the basis for interventions should a new crisis occur.
53. WFP will continue to monitor prices and prepare a contingency for the draw down of beneficiaries during the third or fourth month of the EMOP to accommodate any price hikes and the resulting reduction in tonnage if necessary.
54. Although the country is relatively safe, security reinforcement measures will be reviewed to evaluate the extra cost of security guards on distribution sites should threats increase, mostly if a cash or voucher intervention is considered.

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## SECURITY CONSIDERATIONS

55. There has been no security deterioration after the flooding and given Sri Lanka's current stable political situation, minimum operating security standards (MOSS) and minimum operating residential security standards (MORSS) for countries under phase zero are applied to ensure the security of WFP staff, partners, beneficiaries and supplies.
56. WFP has ensured that sufficient budgetary provision to meet the needs for security, including equipment and staff.

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## RECOMMENDATION

57. The Executive Director and the Director-General of FAO are requested to approve the proposed Emergency Operation in Sri Lanka (EMOP 200239).

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## APPROVAL

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Josette Sheeran  
Executive Director  
United Nations World Food Programme

.....  
Jacques Diouf  
Director-General  
Food and Agriculture Organization of the  
United Nations

Date: .....

Date: .....



## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>8</sup>	Quantity ( <i>mt</i> )	Value ( <i>US\$</i> )	Value ( <i>US\$</i> )
Cereals	9,400	4,183,000	
Pulses	1,410	1,044,300	
Oil and fats	354	618,980	
Mixed and blended food	270	562,950	
Sugar	516	434,460	
Total food	<b>11,950</b>	<b>6,843,690</b>	
Cash transfers		<b>0</b>	
Voucher transfers		<b>0</b>	
Subtotal food and transfers			6,843,690
External transport			139,936
Landside transport, storage and handling			447,528
Other direct operational costs			358,974
Direct support costs <sup>9</sup> (see Annex I-B details)			498,780
		Total direct project costs	<b>8,288,908</b>
		Indirect support costs (7%) <sup>10</sup>	<b>580,224</b>
		<b>TOTAL WFP COSTS</b>	<b>8,869,131</b>

<sup>8</sup> This is a national food basket for budgeting and approval. The contents may vary.

<sup>9</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

<sup>10</sup> The indirect support cost rate may be amended by the Board during the project.



**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and staff-related costs</b>	
International professional staff	202 380
International general service staff	0
Local staff - national officers	0
Local staff - general service	39, 000
Local staff - temporary assistance	22,200
Local staff – overtime	0
Hazard pay and hardship allowance	0
International consultants	0
Local consultants	0
Non staff HR: UNV	0
Commercial consultancy services	0
Staff duty travel	99,000
<b>Subtotal</b>	<b>362 580</b>
<b>Recurring expenses</b>	
Rental of facility	12 000
Utilities general	3 000
Office supplies and other consumables	1 200
Communications and IT services	18 000
Equipment repair and maintenance	0
Vehicle running cost and maintenance	90 000
Office set-up and repairs	9 000
UN organization services	0
<b>Subtotal</b>	<b>133 200</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	0
TC/IT equipment	0
Local security costs	3 000
<b>Subtotal</b>	<b>3 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>498,780</b>

## ANNEX II - LOGICAL FRAMEWORK SUMMARY

Results-Chain	Performance Indicators	Risks & Assumptions
<b>STRATEGIC OBJECTIVE 1 - SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES</b>		
<b>Outcome 1.1</b> 1.1 Stabilized acute malnutrition in children under 5 in targeted flood-affected populations.	1.1.1 Prevalence of acute malnutrition (weight-for-height) in children under 5 in targeted flood-affected population (target: <5%) 1.1.2 Recovery > 70%, defaulter < 15%, death < 3% amongst targeted children under 5.	<ul style="list-style-type: none"> <li>• Selection/targeting criteria adhered to by cooperating partners.</li> </ul>
<b>Output 1.1</b> 1.1 Food distributed in sufficient quantity and quality to targeted women, girls and boys under secure conditions.	1.1.1 Number of children under 5 and pregnant and lactating women receiving supplementary feeding as a percentage of planned beneficiaries by sex. 1.1.2 Actual mt of food distributed through supplementary feeding as a percentage of planned distributions by commodity.	<ul style="list-style-type: none"> <li>• Timely funding by donors.</li> <li>• Accessibility due to flooding and damaged roads and bridges.</li> <li>• Displaced women and girls exposed to sexual exploitation and abuse (SEA) during food distribution.</li> </ul>
<b>Outcome 1.2</b> 1.2 Improved food consumption over assistance period for targeted emergency-affected households.	1.2.1 Less than 12% of the targeted beneficiary households have a borderline food consumption score (FCS) lower than 28.	<ul style="list-style-type: none"> <li>• Market supply and prices remain stable.</li> <li>• Complementary non-food items, especially water, sanitation and health are provided by other humanitarian actors.</li> </ul>



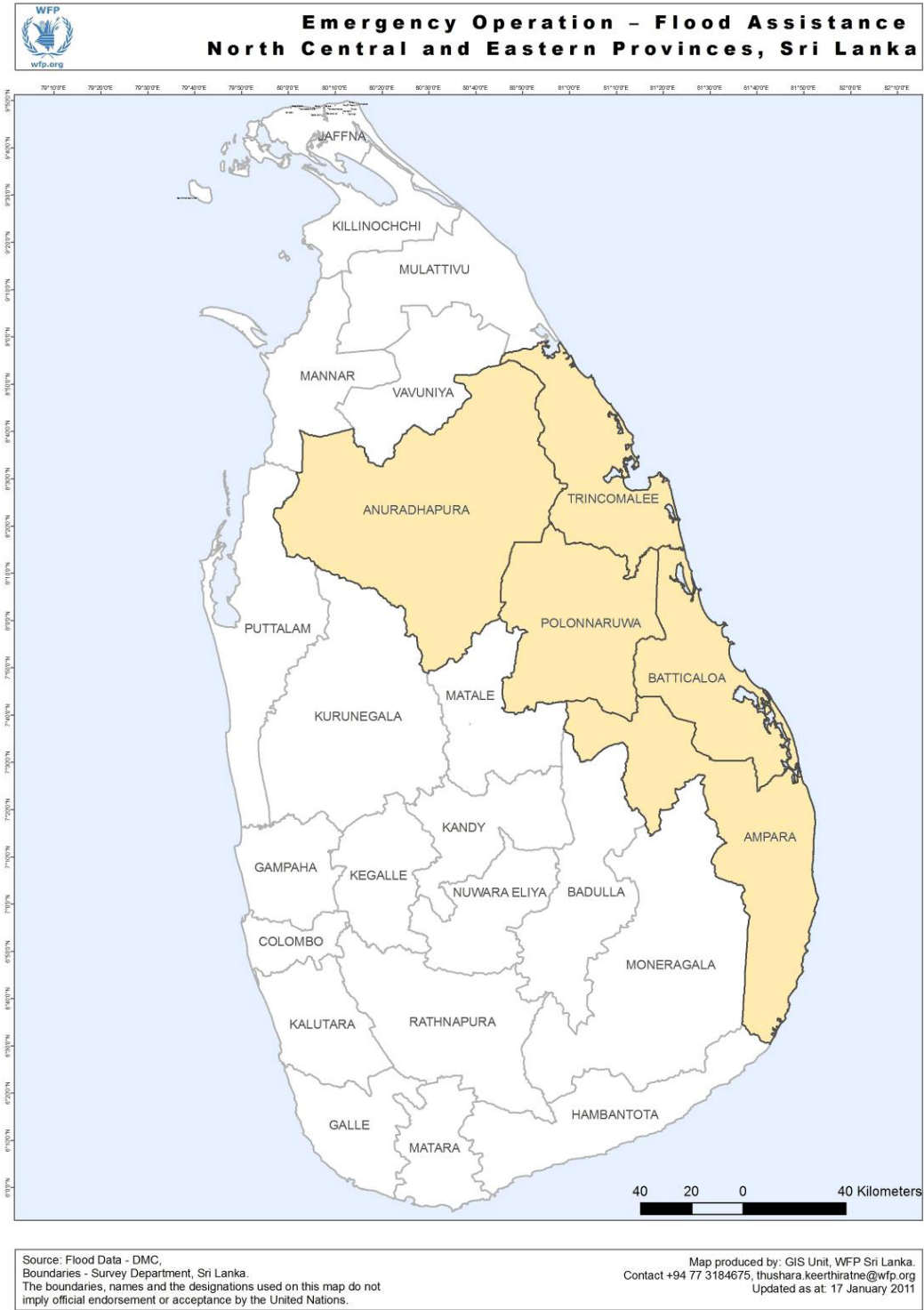
<p><b>Output 1.2</b> 1.2 Food distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.</p>	<p>1.2.1 Actual number of beneficiaries receiving GFD and SFFW rations in affected areas as a percentage of planned beneficiaries by sex. 1.2.2 Actual beneficiaries receiving FFA rations in affected areas as a percentage of planned beneficiaries by sex. 1.2.3 Tonnage of food distributed through each activity as a percentage of planned distributions by commodity.</p> <p><i>If cash/voucher interventions are implemented:</i> 1.2.4 Number of beneficiaries receiving cash, as percentage of planned. 1.2.5 Number of women heads of household receiving cash as percentage of planned beneficiaries. 1.2.6. Total cash amount distributed, as percentage of planned. 1.2.7 Beneficiaries receiving cash on time, as percentage of planned. 1.2.8 Beneficiaries using cash to access food, as percentage of planned.</p>	<ul style="list-style-type: none"> <li>• Timely funding by donors.</li> <li>• Accessibility due to flooding and damaged roads and bridges.</li> <li>• Selection/targeting criteria adhered to by cooperating partners.</li> </ul>
<p><b>STRATEGIC OBJECTIVE 2 - PREVENT ACUTE HUNGER AND INVEST IN DISASTER PREPAREDNESS AND MITIGATION MEASURES</b></p>		
<p><b>Outcome 2.1</b> Government early-warning systems and food security monitoring systems including reinforcement of the market monitoring capacity in place and enhanced with WFP capacity development support.</p>	<p>2.1.1 Disaster Preparedness Index <math>\geq 8</math>.</p>	<ul style="list-style-type: none"> <li>• Timely funding by donors.</li> </ul>

<p><b>Output 2.1</b> 2.1 Disaster mitigation measures in place with WFP capacity development support.</p>	<p>2.1.1 Number of contingency plans created. 2.1.2 Number of counterparts staff members trained in contingency planning. 2.1.3 Number of counterparts staff members trained in early warning systems. 2.1.4 Number of counterparts staff members trained in food security monitoring systems. 2.1.5 Number of disaster preparedness and risk management tools (contingency plans, early warning system, food security monitoring system, weather and climate related tools and services) incorporated in Government core functions and budget.</p>	<ul style="list-style-type: none"> <li>• Timely funding by donors.</li> <li>• Availability of Government counterparts and complementary funding for training.</li> </ul>
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### **ANNEX III - LIST OF ACRONYMS**

CFA	cash for asset
DSC	direct support cost
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FCS	food consumption score
FFA	food for asset
GAM	global acute malnutrition
GFD	general food distribution
IDP	internally displaced person
ISC	indirect support cost
IR-EMOP	immediate response emergency operation
LSTH	landside transport, storage and handling
MCH	mother and child health
MoH	Ministry of Health
MORSS	minimum operating residential security standards
MOSS	minimum operating security standards
NGO	non-governmental organization
ODOC	other direct operational costs
PRRO	protracted relief and recovery operation
RC/HC	Resident Coordinator/Humanitarian Coordinator
SFFW	soft food-for-work
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization

# ANNEX IV – MAP



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- ANNEX V - [LTSH-matrix](#)**  
**ANNEX VI - [Project Budget Plan](#)**  
**ANNEX VII - [Project Statistics](#)**  
**ANNEX VIII - [Project Budget Estimate](#)**

